

### MANIFESTO ON CAPACITY DEVELOPMENT FOR EIDM IN AFRICA

"It is the person who experiences the event who tells the story" ~ An African proverb

"Transformation is only valid if it is carried out with the people, not for them."

~ Paulo Freie

"Just because the lizard nods his head, doesn't mean he's in agreement." ~ An African proverb



## BACKGROUND TO THIS MANIFESTO

This document is an output of collective efforts by members of the <u>Africa Evidence Network</u> (AEN), having begun working on it since 2020. In its current (second) version, the Manifesto has set agenda for Evidence-Informed Decision-Making (EIDM) in Africa for four years. But how did it all start?



As part of the AEN's biennial evidence conference, a working group of AEN members was formed during April/May 2020 to plan and take forward a workstream on enhancing evidence capacities at EVIDENCE2020 Online. A three-page working document was prepared for the event, which focused on why a manifesto, definitions, principles, people and processes.



This served as indicated an outline for a manifesto, as well as populated especially the first three topics with some text. During EVIDENCE2020 Online, in the working sessions for the stream on enhancing evidence capacities, the first three parts of this document were illuminated with case study presentations and discussions, which were commented on and enhanced. After EVIDENCE2020 Online. the document was edited by the AEN Programme Officer for Evidence Capacities - Charity Chisoro - and the two advisers of the working group. Kirchuffs Atengble and Carina van Rooven. At a meeting of the working group and interested AEN members on 16 February 2021, attendees agreed to accept the draft of the Manifesto as

an output of EVIDENCE 2020 ONLINE and share it with the wider Network membership via the AEN website. The first version of the document was therefore launched in March 2021.

### EXTENSIVE INSIGHT GATHERING

Envisaged as a living document, the working group immediately launched a series of webinars and public engagements to secure insights that could inform further revision. In September 2021, during our celebration of #AfricaEvidenceWeek, the Evidence Capacities webinar series was launched, with an intention to run till mid-2022. This bi-monthly virtual event collected shared experiences and ideas on how

members were enhancing capacity for evidence use in Africa. Insights gathered have been systematically assimilated into this current version. Conceptually, these include an emphasis on the paradigm shift from 'capacity building' to 'capacity development' or 'capacity sharing'1, as well as designing EIDM interventions for equity 2. All webinars explored similar complementary perspectives that culminate into this current work, including our targeting of system-level change in/for evidence-use, leveraging relationships and partnerships for EIDM capacities, pedagogies and delivery/facilitation mechanisms, and our measurement of capacity change.

In the lead-up to Evidence 2023, the working group once again launched a webinar series that continued similar efforts of engaging on the manifesto, and gathering perspectives for its improvement. From April to November 2023, a wide spectrum of AEN members were engaged, sharing their experiences and ideas for innovating EIDM capacity development, addressing structural and value issues within African ecosystems<sup>3</sup>, as well as their implications for various stakeholders on the continent. Special attention was paid to the largely marginalised issue of integrating citizen evidence into mainstream EIDM practice. Special appreciation is extended to working group members for assisting in collating these perspectives into the review, with Penka Bogne and Wiseman Ndlela being noteworthy leads on these tasks. Booths were mounted during Evidence 2023, affording members of the network an opportunity to interact with the document, as well as contribute

perspectives to enhance revision of the manifesto.

On 30 October 2024, a final webinar was held to consolidate insights collected on the transformative processes of EIDM capacity development. Panellists acknowledged the interconnectedness of all actors within our evidence ecosystems, hence the need to innovate in capacity development interventions. Ecosystem actors who joined all our webinars are duly acknowledged for the invaluable contributions made for our shared learning, and for improvement of this shared document.

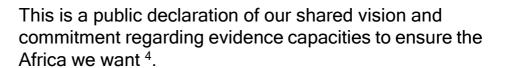
#### AN OPEN INVITATION

Once again, despite reaching another milestone of revising the document, all AEN members are again invited to contribute to continuous review of the Manifesto. We invite you to read through the document, make comments, and add your ideas. You are also welcome to reply to the comments of others. For now, please don't delete text; rather indicate via a comment what you would like to see further changed.

We plan to then arrange an online workshop in February/March 2025 to brainstorm and plan how we elaborate on this Manifesto and take our working together on evidence capacities forward. Should you be interested in being part of this, please email the coordinator of the working group (<a href="mailto:mfo@africaevidencenetwork.org">mfo@africaevidencenetwork.org</a>) with your interest by 31 January 2025. Do not hesitate to get in touch even after this date, as we have more opportunities to engage your ideas for an improved Manifesto.



## WHY HAVE A MANIFESTO?



We express this through indicating the meaning we give to capacity development, and identifying key principles of our coordinated efforts, the people involved, and the processes/mechanisms to be used.<sup>5</sup> It highlights that capacity matters, not only for those who are expected to use evidence, but also those who produce or generate evidence, and also those who translate evidence into different products and services. For us, capacity development is about unleashing, nurturing, and retaining existing capacity. More importantly, it is not just about what we do, but how we do it.





# THE PURPOSE OF OUR MANIFESTO IS:

To foreground an African-led approach to capacity-development: Africa holds her own destiny in her hands<sup>6</sup>. We want to strengthen our collaborations on capacity development for EIDM in Africa, coordinate efforts and minimise duplication. To collaborate though, we need to have shared understandings, meanings, and principles; know who is working on what evidence capacities in Africa; and agree on the change processes we want to follow.

To serve as a resource and inspiration to one another. The document is propositional and provocative, to inspire and challenge us to push our individual and collective works in this area. The Manifesto is not per se about best practices, but rather a framework for AEN members and allies to support and collaborate on capacity development for EIDM in Africa. To address the expressed need for profiling good practices, a separate (case studies) document will be developed (as annex) to illuminate interventions that highlight the shared values contained in this document.

To challenge mainstream views on capacity-building for EIDM<sup>7</sup>. It thus can also be used as a reference document for evidence capacity development in Africa, driving discourse on the subject matter. It is for this reason that the document is designed to remain a living document, constantly improving its cutting-edge perspectives.





## SHARED MEANING / DEFINITIONS

We express in this section our understanding of what the concept of 'capacity' means in the context of EIDM. The United Nations Development Programme (2006) offers a broad definition for capacity as "the ability of individuals, institutions and societies to perform functions, solve problems, and set and achieve objectives in a sustainable manner". Such capacity includes not only technical abilities, skills and knowledge, but also attitudes and motivations.

Capacity development then is "the process whereby people, organisations, and society as a whole unleash, strengthen, create, adapt, and maintain capacity over time" (DAC 2006). The ACBF (2016:2) further specifies that capacity development "is essentially about pursuing three key goals: enhance skills of individuals and groups; enhance or improve enabling environments to get things done [organisations/institutions];

and design or improve systems, processes, institutional structures, and modes of operation to achieve better outcomes and effectiveness [(eco) systems]." This systems level of capacity development can incorporate national, sectoral, and/or network levels of capacity development.

We acknowledge that the concept of 'capacity development' has evolved significantly since the 1960s in Africa. In its broad sense in the 1960s and 1970s, capacity building (the phrase used then) was focused on training and providing technical assistance to individuals in key positions for improved project implementation. By the 1980s, the focus in capacity building shifted to the restructuring and redesigning of organisations, and by the 1990s, capacity building (called capacity development by now) was about "the capacity of individuals, organisations, and the broader institutional frameworks in which they operate to deliver specific tasks and mandates." (ACBF 2018:14). In the 2010s, in light of the decoloniality movement in knowledge production, there is strong urging to drop the concept 'capacity-building' and associated deficit-model, for 'capacity development', 'capacity enhancement'

and even better, 'capacity sharing', that recognises sharing of existing capacities, and augmenting capacities, between 'equal' partners. A paradigm of capacity development or capacity sharing therefore foregrounds more engagement between partners, and this is where Africa-led development of evidence capacities sit in our critique of conventional approaches of 'capacity building.'

In the light of the above then, what we mean by capacity development for EIDM in Africa is (1) enhancing and sharing capacities of individuals/groups related to evidence use in Africa;

- (2) improving organisations, institutional capacities and processes, and their use within the evidence ecosystem in Africa to get things done; and
- (3) improving systems, meso and macro environments, and modes of interactions within African evidence ecosystem(s) for effective, equitable and ethical use of evidence to have the Africa we want.

### The kind of capacities (including knowledge, skills, and values/attitudes) we value for EIDM in Africa<sup>8</sup> includes:

- Sectoral and topic/issue knowledge (such as climate change, HIV/Aids, etc.)
- Research methodologies, including evidence synthesis
- Monitoring and evaluation (M&E), also of the impact of EIDM initiatives
- Knowledge management, including data
- Knowledge mobilisations/translation/brokering
- Policy-making processes
- Governance understandings (such as organisational cultures, planning and budgeting systems, institutional reform)
- Building and management of evidence communities
- Collaboration and engagement, especially across sectors and stakeholders
- Personal attributes such as empathy, openness,
   responsiveness, adaptability, courage, commitment
- · Interpersonal skills to build and strengthen relationships
- Stakeholder engagement
- Effective communication
- Capacity development and pedagogical approaches, including facilitating and negotiating
- Digital literacies and fluencies for enhanced online collaboration and learning
- · Strategic, visionary and ethical leadership
- Skills for involvement of Persons Living with Disabilities (PWDs)/indigenous/vulnerable groups in EIDM

## UNDERPINNING PRINCIPLES

Our compact between all role-players in the evidence ecosystem in Africa<sup>9</sup> is to commit to the following regarding enhancing evidence capacities:

- Capacity development should be about enhancement of capacities, rather than viewing such efforts as required due to deficit and weakness. In our capacity enhancement efforts, we start from acknowledgement of existing capacities (in individuals, organisations/institutions and systems) and aim at better use of local talents, instruments and technical know-how, and capabilities.
- Our capacity development efforts are to address especially structural and value issues, and aim for sustainable change (rather than onceoff initiatives not embedded in long-term strategies and plans).
   We address capacity development strategically, systematically, and structurally, on both the supply- and demand-side of evidence.
- Our long- and short-term goals for capacity development include strengthening the capacity to enhance and share capacity.
- We emphasise relationships in our capacity development, through partnerships (between government, civil society organisations, universities, evidence hubs, international agencies, etc.) and through promotion of collaborative efforts.
- Capacities of our evidence ecosystem are to be enhanced through our efforts. Demand as well as supply-side factors shape capacity constraints and capacity development opportunities and outcomes, hence we commit to harness the capacities of all across the evidence ecosystem.
- We acknowledge multiple sources and/or types of knowledge (such as research, data and statistics, practice-generated evidence, and citizen/local knowledge), multi-levels (individuals, organisations and institutions), and multi-stakeholders in our capacity development initiatives.

<sup>&</sup>lt;sup>8</sup>For now we are listing the capacities we value. Later, and for categorisation purposes, we can consider the European Commission's (EC JRC 2017) skills map for evidence-informed policy-making.

<sup>&</sup>lt;sup>9</sup>This is in reference to the full continuum from evidence producers and generators to intermediaries, and to evidence users.

- We foreground pedagogy. For one, we utilise adult learning principles, such as espoused by Paulo Freire<sup>10</sup> and Michael Knowles<sup>1,1</sup>
- We acknowledge the importance of collaborative peer learning (i.e., social learning). Engagement and participation are crucial in design and delivery of our capacity sharing efforts.
- We value and foreground bridging of theory and praxis, and thus learning by doing.
- We use a variety of mechanisms, tools and methodologies to implement capacity development interventions - that is more than just training. There is a need to look at and treat people as individuals with unique needs rather than using a one-size-fits-all approach.
- Our capacity development efforts are to be evidenceinformed, responding to learning especially from within our continent. In this regard, we commit to evaluate our capacity development to ensure we continue to learn.
- Capacity enhancement efforts must fit the context for which it is designed. There are many ways for capacity development to work; we are wary of 'best practice' or 'blue prints' that tend to neglect specific contexts. We celebrate complexity and diversity.
- Whilst acknowledging the importance of contextualisation, we also acknowledge the commonalities/foundational factors across the diversity of contexts.
- Our capacity development will explicitly talk to power dynamics, and enhance equity. We are especially aware of the role of youth, women, rural populations and other marginalised groups as central capacity pillars.
- We are sensitive to the language in which capacity development efforts are conducted. This includes making effort to localise the meaning of our phrases.

<sup>&</sup>lt;sup>10</sup>Some principles underpinning Freire's pedagogy include education as liberation, dialogue, relevance, problem-posing, and praxis (reflection and action) (Freire 1970).

<sup>&</sup>lt;sup>11</sup>His five assumptions of adult learning are self-concept, adult learning experience, readiness to learn, orientation to learning, and motivation to learn (Knowles 1984).

### PEOPLE INVOLVED

Across different levels (local, national and regional), we acknowledge the interplay of different actors in the development of capacities for EIDM on the continent. Figure 1 presents, for illustration purposes, a representation of actors playing different roles in support of ecosystem capacity strengthening efforts.

In no particular order, we recognise producers/generators of evidence, users of evidence and other actors that play intermediary/supporting roles to enhance the functioning of the ecosystem.

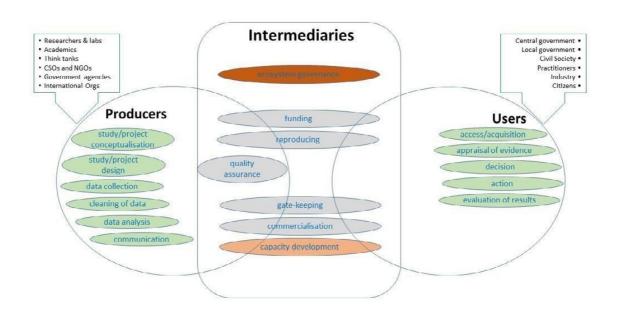


Figure 1: A simplistic model for evidence ecosystem roles and activities





#### **EVIDENCE PRODUCERS**

We consider all actors and organisations that create some kind of evidence resource in the course of their work as evidence producers/generators. They may typically include policy research institutions, universities and think tanks. It is acknowledged to a large extent that some units within government agencies are also involved in producing some evidence. While these are mostly organisations, we recognise the producer capacities of individual professionals working in these units and/or organisations and their efforts.

To support capacity development efforts, our evidence producers:

- Understand the need for rigour in the production/generation of different kinds of evidence that inform decisions of various kinds.
- Use ethically sound community principles (as contained in this document) to ensure that works produced respond to the needs of their intended beneficiaries. These are undertaken through demand-driven programming towards the evidence generation (co-creation/co-production and not supply-push).
- Understand that evidence production is not neutral, hence knowledge of the owner of any piece of evidence should be clear. This informs the institutionalisation of any guarantees, including the declaration of sponsorships, conflicts of interest, etc., needed to ensure quality.
- Comprehend critiques of their works as further directing improvements in the decisions that the evidence they produce is intended for. With such understanding, they continuously seek and adopt the necessary paradigms(with their supporting tools) to provide analytical solutions to emerging concerns, which are underpinned by sound methodological practices.
- Commit to continuous professional development that equip them with essential competencies that facilitate continuous improvements in their work. Enhancing their competencies in science communication for instance is essential to align their works with expectations of the end user.

#### **EVIDENCE USERS**

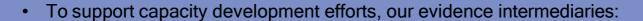
Used loosely, these refer to every actor or institution within the ecosystem who makes use of evidence for whatever purposes, including the reproduction of evidence. But for the specific case of public policy, these are actors who use these resources to inform the conceptualisation, design and implementation of such policies. They normally will include professional civil servants working as policy formulators, implementers, programme managers, or political office holders such as members of the executive arm of government, members of parliament, assembly members, etc. A very important actor within this category of stakeholders are citizens, who are largely overlooked in most cases.

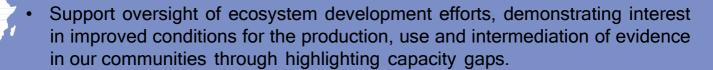
To support capacity development efforts, our evidence users:

- Understand the need for adequately sharing their quality expectations of evidence at the point of demand. A comprehensive expression of quality encompasses completeness of the evidence, its accuracy, relevance, timeliness, and appropriateness of presentation (format). Clearly communicated, response by producers is highly improved.
- Commit to support collective efforts aimed at enhancing the production, availability and intelligibility of evidence for their use. Where possible, these include participation in evidence co-creation teams, policy forums and epistemic communities, but also support for frameworks, movements and protocols such as Open Government Partnership (OGP), open science, open data, development planning, among others.
- Underscore the value of using multiple sources and types of evidence for decision making purposes. This arises from an appreciation that no single piece of evidence nor their types is sufficiently adequate to inform any decision.
- Seek to differentiate between different evidence-use cases, including symbolic, conceptual, process, instrumental and embedded use. Where possible, support will be provided to secure higher-end embedded use of evidence, which involves guarantees that incentivise and demand accountability for evidence use within institutional settings (culture).

#### **EVIDENCE INTERMEDIARIES**

Intermediaries especially play a vital role not only in facilitating ongoing interactions between users and producers but also in supporting constant learning and adaptation. Also referred to as facilitators or mediators, organisations like the media, Civil Society Organisations (CSOs), business and other types of associations are considered intermediary organisations, due to their roles in aggregating, synthesising translating, curating, funding, and enforcing quality control within the evidence ecosystem. International commitments and engagement with development partners facilitate this process.





- Collaborate in the development of parameters that define interventions, providing clarity about which interventions work in specific contexts. These will be accomplished largely through capturing and documenting evidence on EIDM capacity development interventions to encourage ecosystem players not to 'preach water and drink wine.'
- Create frameworks to capture and document good practices and crossfertilisation of ideas (knowledge transfer) through the sharing of lessons, creating repositories, and building collaborations that augment synergies to scale up rather than duplicate.
- Demand reforms that promote inclusivity, equity and social justice, which are important principles that guarantee results from EIDM capacity development interventions. Particular interest will be focused on minority and marginalised groups, such as persons living with disability, as well as under-represented forms of evidence such as citizen evidence and indigenous knowledge.
- Invest in systems and infrastructures that facilitate continuous feedback from our different communities, aiming to better inform policies and practices. Such investments include the deployment of advanced technologies to facilitate work by different constellations of actors.
- Commit to use various approaches to develop capacity. These may include knowledge brokering, technical backstopping, process reengineering, etc. in addition to traditional training services. Work processes within the ecosystem must be broadly conceptualised and harmonised to facilitate their integration in institutionalisation.

#### **ECOSYSTEM ASSERTIONS**

From the above commitments therefore, the following realities are foregrounded about our ecosystems:

- There is an interwovenness of roles within our ecosystems, which implies that each actor typically plays more than one role. In real life, this is "messy" due to the complexities that are involved<sup>1,2</sup> An evidence producer, whiles consuming evidence in the course of generating insights from a research study for instance, could be supporting the development of capacity related to his or her field. Likewise, a funding entity might commission an evaluation of its own programmes, and use the insights for improvements. Designations are therefore mostly drawn from the predominant roles played by entities.
- We acknowledge that there are many sub-systems operating within an
  evidence ecosystem and the relations between these are complex. A
  funder for instance should listen and reflect on where capacity support
  is most appropriate. Work of this Manifesto, for example, is a result
  of a funder allowing the AEN Secretariat to listen and respond to its
  members, rather than telling the Secretariat what to do.
- Capacity development aimed at system-level change in/for evidence use require constant engagement across the evidence ecosystem, including between national and sub-national systems, and working together to understand our contexts to support the needed evidence capacities.
- To facilitate the needed interactions for capacity strengthening, we need regularly operating epistemological societies, convened at various levels (community, sectorial, national, regional, and international) to establish emerging issues.
- Improvements in capacities need to be comprehensive, including response time to evidence needs. Delays in the supply in evidence drastically reduces the value of these resources, hence workable framework need to be agreed on between producers and users. This assures timely use of evidence produced.
- We are to aim for longer-term impacts and sustained use of capacities.
   It is important to use insights generated throughout the capacity enhancement process to inform practice. Sustainability is facilitated through co-creation, partnerships and stakeholder ownership.

<sup>&</sup>lt;sup>12</sup> Effort is being made to better represent these relationships through interactive modeling, unlike the simplistic model presented in Figure 1.



## CAPACITY DEVELOPMENT PROCESS

Adequately strengthening our ecosystem requires an understanding of the interactions that transpire between different actors within the ecosystem, as well as the determination of roles that transform outputs of one group of actors into inputs of another. Figure 1 equally illuminates tasks undertaken by our ecosystem actors, which are key influencers of design of the capacity enhancing process. To enhance capacities on any combinations of these tasks, we commit to deploy comprehensive processes (as opposed to isolated activities). This process is detailed next, which although seems logically sequential are more nuanced in execution.

#### CONDUCTING STAKEHOLDER ENGAGEMENT

Our interventions will always revolve around relevant stakeholders. In typical instances, these have primarily included beneficiary groupings to help define capacity gaps from their unique respective perspectives. Insights from other complementary stakeholders such as their immediate superiors, Human Resource (HR) managers and colleagues performing complementary functions may be relevant in establishing these gaps, as well as provide contexts for any associated risks and opportunities (resources, expertise and influence). The engagements will very often continue at different stages of the process, serving as feedback mechanisms, as well as securing the necessary support for deploying competencies after they are developed.

#### **ESTABLISHING OF CAPACITY NEEDS**

Preliminary insights generated from stakeholder engagements are evaluated altogether to provide an initial understanding of capacity constraints. This will inform the design of detailed capacity assessment tools, which will be deployed to secure more nuanced details. Contextual factors such as educational backgrounds of beneficiaries, core operational duties or responsibilities, previous capacity support received, effects of previous capacity interventions, personal motivations and constraints, as well as risks associated with their capacities being enhanced will help establish comprehensive insights of our potential learners.

#### CONCEPTUALISING INTERVENTIONS

Comprehensive insights secured equips our programming teams to consider appropriate content, locations and alternate approaches (theory of change) to enhance the competencies of our targeted ecosystem actors. Alternatives may include exploring homogenous team-based learning sessions versus multi-group cluster sessions, modulating the learning sessions or conducting a one-time session, or still the combinations of session designs to use - training workshops, mentorship sessions, academic programming, technical backstopping, process reengineering, establishment of frameworks, etc. It must be emphasised that capacity strengthening may be targeted at individual, organisational or system levels. Hence any agreed upon design should align with primary and ancillary capacities to be developed, essential institutional and other environments, drive for capacity use, and ability to demonstrate learning outcomes with key variables identified during the definition of needs (seeking to minimise design-reality gaps).

#### **BUILDING CAPACITY DEVELOPMENT PARTNERSHIPS**

With a good theory of change established, our programme teams proceed to secure the needed human resources from within our capacity strengthening resources (partners). This is particularly relevant when we have gaps in capacity to deliver the needed competencies, as tasks within the ecosystem are vast and diverse. Partners brought on-board could be contributing credibility to our interventions, human and financial resources for the immediate intervention, expertise, knowledge, information and access to other future opportunities. Whatever the conditions, these partnerships must be conducted within a documented framework for engagement, whether as Memorandum of Understanding, a service contract or any others.

#### **EXECUTING CAPACITY DEVELOPMENT TASKS**

At this stage, all essential insights have been leveraged for developing content needed for learning as well as a workable theory of change decided. Different partners for our interventions have equally been secured, hence every actor begin implementing/executing their assigned tasks. Executed as a typical project, flexibility becomes essential while adapting learning principles outline in this manifesto to all necessary local contexts. Due recognition must be accorded to beneficiary entities and partners, including government agencies (where applicable). With strong stakeholder engagement, senior officers of beneficiary organisations may play critical roles during implementation, securing the necessary buy-in for learning sessions. Local contexts should equally inform the forms of learning evaluation applied (formative versus summative), and all monitoring exercises needed for these evaluations executed during this stage of implementation.



#### **EVALUATING RESULTS FROM INTERVENTIONS**

Different forms of evaluations are conducted at different stages of the process. Their designs, essential indicators and protocols, associated data systems, authorities and logistics are decided on at the conceptualisation stage (and revised afterwards), even before beginning with stakeholder engagements. Evaluations help to answer basic questions such as whether or not the right learners have been secured during stakeholder engagements), or whether or not interventions are targeting the appropriate capacity gaps (during conceptualisation). They equally answer more complex questions such as validity of capacity development assumptions, and the extent to which learning outcomes are attained, disaggregated by various variables, including gender, age, organisational budgets and locations, sectors or policy domains, among others. Provisions are to be made for sharing insights secured from evaluations with the relevant stakeholders using relevant media, and these intervention insights are to be used in similar manner as evidence is used - to inform decisions that result in actions such as revision of the interventions or budgetary allocations.



In conclusion of this section, the following provisions are emphasized:

- Capacity development should not be framed on individual basis. As different skillsets need to be developed, capacity development efforts should combine different complementary skillsets that support transformation and impacts across the different sub-groups within the ecosystem should be targeted.
- To ensure effectiveness, the ecosystem needs consistent availability of funding. Whiles financial resources from bilateral and multilateral sources are steadily dwindling, international foundations seeking to increase impact must be innovative at incorporating ingenuity into their support for sustainability purposes. Counterpart funding for instance, with governments increasing commitment to the EIDM community, become a mechanism for mobilising local resources, amongst many others.
- Capacity development for evidence use does not always have funding, but will continue notwithstanding. We acknowledge that mutual interest, commitment, and drive for EIDM capacity development can achieve much already without waiting for funding.

(UNDRR, 2018)



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