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KNOWLEDGE SERVICES AND LEARNING

A UNDP CAPACITY DEVELOPMENT RESOURCE

**Capacity Development Group
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ACRONYMS AND ABBREVIATIONS

ADB	Asia Development Bank
DFID	Department for International Development (UK)
ECDPM	European Centre for Development Policy Management
EFA	Education for All
FAO	Food and Agriculture Organization
GEF	Global Environment Facility
ILO	International Labour Organization
ISCED	International Standard Classification of Education
MIT	Massachusetts Institute of Technology
NORAD	Norwegian Agency for Development Cooperation
OECD /DAC	Organisation for Economic Cooperation and Development/Development Assistance Committee
UNCPDS	United Nations Commission on Private Sector Development
UNCTAD	United Nations Conference on Trade and Development
UNDG	United Nations Development Group
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific, and Cultural Organization
UNEVOC	United Nations International Centre for TVET
UNICEF	United Nations Children Fund
USAID	United States Agency for International Development
WBI	World Bank Institute

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EXECUTIVE SUMMARY

UNDP encounters *Capacity Development* as a key component in much of its work in developing countries. UNDP defines the concept as the abilities of individuals, institutions, and societies to perform functions, solve problems, and set and achieve objectives in a sustainable manner. It is described as a process through which these abilities are strengthened, adapted and maintained over time mostly (but not exclusively) in the public sector, through learning and practical knowledge management at both individual and institutional levels. At the *individual* level, capacity development includes applied learning through formal and informal education/training and experience and through acquisition of knowledge & technical skills. At the *organisational* level, the focus is on systems, procedures & rules, enabling environments, as well as institutional frameworks, power and influence structures & management information flows.

This Note is one in a series of papers examining various aspects of capacity development, and addresses the role that could be played by UNDP and interested development partners, specifically in *knowledge services and learning*. These terms are defined, and related to other relevant concepts, such as human resources development, within the operational and policy contexts of the UN system, UNDAF, the MDGs and other major priorities in the broader development community.

Within this Capacity Development strategy for Knowledge Services and Learning, the special focus is on education and training. The global post-Jomtien emphases on early learning and basic education have exerted crucial, largely beneficial impacts on accessibility and quality of *primary* education. Concern is now raised however in many quarters that the *post-secondary* end of the spectrum has been neglected. Most particularly the *sub-baccalaureate* interstices are becoming increasingly important (where large numbers of young people are finding themselves each year) between secondary school and increasingly expensive university degrees. In addition, continuing (life-long) education and adult learning have become indispensable norms in the quest to sustain livelihoods in face of sweeping globalization and technological innovation in workplaces of all kinds. Technical and vocational education and training are emerging with new vigor. Countries are re-examining their national policy frameworks around human resources development in market-oriented economies. The Note analyzes these changes in light of UN system approaches to human development, with evidence from program applications at country level from all regions.

The proposed KSL strategy is further elaborated in terms of policy considerations, advocacy, and program design. Examples are presented, and good practice discussed in light of actual lessons learned. Situations are noted where KSL should not be used, or should be carefully limited or modified. Measurement issues, benchmarks and key indicators are presented, and monitoring systems outlined. Finally, three action-oriented 'hypotheses' are included as 'niche' KSL areas to consider for the future: 1) Using the MDGs as organizing principles, to better integrate KSL into broader national policy, budgetary and implementation environments; 2) the creative use of ICTs to take KSLs, particularly in areas of technical training for crisis prevention, agriculture and business education, to the local level; and iv) renewed focus on sub-baccalaureate education and training systems to assist in dealing with the 'large numbers' problem facing many developing countries.

I. Introduction

The purpose of the present concept note is to define a UNDP capacity development strategy for knowledge services and learning as it relates to *education and training*. Education worldwide is in the process of almost continuous transformation - from highly selective, linear processes of early inoculation from ignorance and poverty for the few, to a more equitable, lifelong access to learning opportunities from childhood through adulthood, for the many. Training and retraining are increasingly necessary for maintaining professional certification, as well as a stipulation for workplace progression.

UNDP has always recognized the importance of education as a fundamental platform for all development. This emphasis applies particularly to education of *girls and women*, for several well-documented reasons¹. UNDP's sensitivity to these issues reflects general understanding that education is a prime factor in anti-poverty programs, and that adult human capital has positive economic returns on investment². As co-sponsor of global conferences on Education for All (EFA) in Jomtien (1990), Amman (1996) and Dakar (2000), UNDP joined its partners in renewed global emphasis on primary and basic education. The Millennium Development Goals (MDGs) accelerated this trend with quantitative targets, and a corresponding call for resource commitments.

Partly as a consequence of increased emphasis on primary and secondary education, tertiary education has been suffering in many countries. Furthermore, deep changes are taking place in terms of privatization of education as well as of information and communication technology (ICT) revolution with both positive and negative consequences. For UNDP, the challenge remains to identify its comparative advantage in providing dynamic and constructive support to human resource enhancement, institutional development, and skills formation activities, which constitute long term capacity development for knowledge services and learning (KSL). In the context of these complexities, this Note outlines for UNDP, based on current theory and evidence, a conceptual framework for capacity development for KSL; it presents application principles, practical examples, lessons learned, costing considerations and concluding key niche identification; and provides a bibliography and resource list, which highlights supporting references.

II. Capacity development for KSL - a conceptual framework

UNDP has defined capacity development as *the abilities of individuals, institutions and societies to perform functions, solve problems, and set and achieve objectives in a sustainable manner*. Capacity development is the *process* through which these abilities are obtained, strengthened, adapted and maintained and managed over time, especially in - but not confined to - the public sector in order to reduce poverty, enhance self-reliance, and improve people's lives. Part, or all of this process may involve formal or institutional education/training, but all should certainly involve learning.

KSL reflects capacity development activities which involve education, training and knowledge services. The ultimate objective of KSL is *learning*, defined as any improvement in behaviour, information, knowledge, understanding, attitude, values or skills³. *Education* represents all deliberate and systematic activities designed to meet learning needs⁴. *Training* is defined as any formal (post-compulsory-education) instruction or learning activities – usually, though not always, shorter term and less academic than educational programs- that develop knowledge, skills and attributes linked to particular forms of employment⁵. The distinction between knowledge, skills and competencies is captured in defining a competency as the ability to use both acquired knowledge and skills under new circumstances⁶.

¹ Human Development Report on Gender Issues. UNDP. 1995.

² Mayer-Foulkes (2003)

³ UNESCO International Standard Classification of Education 1997

⁴ UNESCO International Standard Classification of Education 1997 and United Nations Statistics Division 2006.

⁵ adapted from Harvey 2004.

⁶ Ovcharuk 2005

It should be recognized that in today's competitive world, in the pursuit of occupational and livelihood advantage, people are relentlessly seeking higher-order and newer knowledge. This has led to increased prioritization for tertiary education, vocational training as well as non-formal education (**box 1**).

Box 1 : Tertiary education, vocational training and non-formal education – important keys to learning

Increasing numbers of young people are now going *beyond* basic levels of education. It is also true of adults, who need to recycle through education or training systems for re-skilling and keeping abreast of today's swiftly shifting economies. Thus although social returns on investment have generally been shown to be the highest at primary levels (e.g. Psacharopoulos 1995; Lockheed and Verspoor 1991), there are increasing reasons for making sure more advanced levels of education and training are not neglected. For example, investment in post-primary education is associated with greater export-led growth than primary education (Wood and Mayer 2001). Research suggests that high-levels of human capital is a key ingredient in foreign direct investment in the developing world⁷.

Hence, investment is needed in secondary, tertiary and vocational education, lifelong learning and skills acquisition, in order to increase the ability of governments and the private sector to deliver basic services, and to promote sustainable growth. This Note argues that one good way to do this is with a sector-wide approach, well-integrated into broad national strategies, which means supporting the whole education system and using the contributions to education that other sectors make.

The level of human capital, however, is also noticeably improving in the developing world due to increased awareness of the importance of and commitment to technical and vocational education and training, as well as widespread employer recognition of the necessities for enterprise-based training⁸. One critical aspect of human capital improvements is the way in which support of the formal education and training sector is accomplished in areas of high priority for skills formation. Business investment in curriculum development, infrastructure (even building schools, institutes) equipment, technical assistance and provision of instructional staff from the private sector is an increasing trend⁹. Donor support for the education sector is now shifting from the Education for All focus at primary levels, towards secondary and tertiary as already noted above. This is moving priorities towards improved human resources 'radar' information systems at all levels, for individual career decision-making as well as education and training program design¹⁰.

With regard to education and training, institutional frameworks are usually in place in both public and private sectors and often very highly developed in the latter, especially in the more technical training fields. KSL initiatives can be located in either sector, or a combination of both. Initiators can avail themselves of technologies and methods that are already developed, or innovative, as appropriate to the intervention. E-learning is of particular importance, and is revolutionizing tertiary education in ways that are beyond the scope of this paper, but in which UNDP is increasingly involved¹¹.

Knowledge services, however, are also changing fast, and to be successful, often require considerable pre-planning, with their own internal capacity development strategies. A checklist should cover at least the following: review of inventories of existing knowledge services, if available; assessment of demand for information, and for acquisition of specific knowledge; strategic vision as to how subject matter will be classified, accessed, stored/retrieved; quality assurance in terms of standards, peer review, relevant

⁷ Miyamoto 2003.

⁸ Miyamoto 2003 p 16.

⁹ See for example Intel's work in China (Miyamoto 2003 p 33); or oil sector training initiatives in Azerbaijan (Lawrence 2006)

¹⁰ The term 'radar' is used to describe routine 'scanning' of the labor market supply and demand situation, searching for patterns and significant changes through graduate tracing studies from education and training institutions, as well as from labour market surveys.

¹¹ See for example the UNDP-Coca-Cola partnership in e-learning for life in Malaysia.

criteria for inclusion/dissemination; value added and objectives of the service; clients - type, numbers, location; funding - how the service will be resourced (e.g. staffed, equipped) and who pays recurrent costs; 'evergreen' or 'deciduous' -how the content will be managed, reviewed for relevance, purged; practical utility -how the service will inform country decision-making; monitoring, evaluation, feedback - what the desired outcomes are and how the service can improve over time on the basis of experience.

UNDP's KSL strategy is therefore a) constructed within UNDP's capacity development framework, and taking advantage of UNDP's experience, as well as key coordinative and intersectoral role at country level, b) focused on education and training as programmatic tools for directly improving developmental outcomes, and c) 'self-conscious' and adaptable on the basis of country variations, research and evaluative information. The KSL strategic approach is defined as a combination of guidelines, resources, and technical support to promote KSL activities in program countries with an emphasis on *action*. If learning is an active process of mental construction and sense-making¹², then the KSL *action* in the form of education and training should make sense to all parties. The KSL program selection should thus reflect a theoretical base that is consonant with societal norms¹³; be in tune with national-local human resources development systems and policies, and be practically targeted, monitored and assessed.

Most importantly, KSL efforts should avoid fragmented, scatter-shot program application, and should be integrated both institutionally and conceptually into broader sector-wide and inter-sectoral program approaches. Above all, they should be designed and implemented from a *country perspective*, respecting existing education/training systems, and *not* solely imposed from external sources, however credible or influential. In that context, one major role of capacity development, KSL and HRD has always been contribute to national development visions, goals and strategies (**box 2**)

Box 2 : Linking KSL to national development visions - the case of Bhutan

Bhutan provides a useful example for linking human resource development through KSL programs with national development vision and goals. It provides important insights how KSL programs can be made more effective in developing a country's human capital in a systematic and needs based manner, so that skilled and educated workforce can be developed over the years that correspond to the needs of the civil service and public sector operations as well as that of private sector initiatives and entrepreneurial development.

The Bhutanese monarchs from the early on took the leadership role and guided the human resource development initiatives with support from the government of India. Bhutan found in India a partner that understood very well the cultural and social context of Bhutan. In the 1960s, formal education began, first at primary and later on at secondary and tertiary levels. Since the need to fill key government posts with Bhutanese was paramount, all post secondary education and training was explicitly geared to providing the requisite knowledge and skills. Subsequently, human resources and institutional development linked to priority nation building tasks became the principal focus of Bhutan's negotiations for external cooperation for many years.

Source : Lopes and Theisohn (2003)

III. Capacity development, the KSL and the UN system

Capacity development forms an essential base to program activities across all development agencies¹⁴. 'The traditional strength of the UN system has been capacity building. UNCTAD¹⁵ (2003) states that the agency's technical cooperation will 'focus on capacity development.... enhancing developing countries' endogenous capacity to formulate, implement and evaluate home-grown policies for: (i) the development

¹² Shephard 2000 p 6.

¹³ This does not in any way exclude reform initiatives, but merely requires that they are rooted in some degree of national-to-local consensus

¹⁴ A good summary of CD methods in education and training over the last 30 years can be found in DFID (2002).

¹⁵ Action taken by the Trade & Development Board (Decision 478(L) 19 October 2003.

and diversification of their domestic productive sector, (ii) the design and implementation of trade and investment policies and negotiating strategies, and (iii) the development of trade support services, within the framework of their development goals and taking into account the evolving international environment'. The UNDP Country Team's 'How-to Guide for MDG-Based National Development Strategies' is directed at enhancing analytical, managerial, and political capacities needed to 'put government in the driver's seat'¹⁶.

The Bretton-Woods Institution – both the World Bank and IMF - have in recent years also increasingly stressed the importance of strong institutions, notwithstanding difficulties in achieving such goals especially in weak or corrupt governments. The World Bank in particular also has substantial capacity building activities, mostly but not exclusively associated with its lending portfolio¹⁷ and there has been little evidence of subsequent national ownership¹⁸. This is also true of other multilateral and bilateral organizations. The Asian Development Bank in 2004 adopted CD as a thematic priority¹⁹. USAID's second and third of nine principles are *Capacity-building* (strengthening local institutions, transfer of technical skills, and promotion of appropriate policies) and *sustainability* (designing programs to ensure their impact endures)²⁰. NORAD's 'Strategy Towards 2010' (May 2006) emphasizes national ownership and capacity development in its prioritized sectoral/thematic programs, but needs to incorporate more needs assessment and planning.

The case for capacity development is thus currently very strong, and is enjoying international consensus²¹. However the impacts and sustainability of its implementation are not always clear. Questions remain as to how it can be pragmatically transformed into KSL by external and internal agents, with broad country support, building on existing capacity, and using existing institutions in the interests of meeting unique, national goals. Capacity development is best used a) when countries ask for it explicitly and define it themselves, based on clear and authoritative data, b) when it is not just for elites, c) when it is clearly providing equitable, sustainable KSL and addresses needs that are prioritized formally by countries themselves, and d) when it is integrated into national development plans and budgets.

As capacity development and KSL is so crucial for MDGs, it is necessary to further 'unpack' the UNDP definition of capacity development and its elements (especially education, training, and learning as they relate to local conditions) and locate them within a practical framework. The principal source for such a framework comes from a series of reports of the UN Secretary-General to the General Assembly for guiding UN system approaches to strategic *human resources development* (HRD)²². These argue for inter-sectoral and integrated HRD strategies²³ at country level that reduce the 'scattered' fractionation of developmental HRD programs and permit them to be rationalized (designed, monitored and evaluated) in line with overall national/local policies; aligned with public/private sector interests and methods; responsive to well-documented empirical need; fully articulated where appropriate with longer term institutional education and training goals, within and across sectors; utilizing ICTs to increase access, quality and effectiveness, and balancing relationships between learning, work and livelihood. The framework thus reinforces the basic prerequisites and considerations for an effective KSL program within an overall strategic approach mentioned earlier. The current centrality of the MDGs to UN system focus can provide additional momentum to working with countries to define and implement these strategies.

¹⁶ UNDP 2005 How To Guide for MDG-Based National Development [Strategies](http://mdg-guide.undp.org/?page=index) <http://mdg-guide.undp.org/?page=index>

¹⁷ IFI Issues Note to the UN S-G's High Level Panel on UN System-Wide Coherence in the Areas of Development, Humanitarian Assistance and the Environment. June 2006.

¹⁸ Nelson M. Does Training Work? World Bank Institute. 2006

¹⁹ ADB 2006

²⁰ USAID 2006 http://www.usaid.gov/policy/2005_nineprinciples.html

²¹ See the 'new consensus on capacity development' Asian Development Bank 2005.

²² UNDP prepared these reports from 1993 to 2001. For a summary of the integrated HRD framework, see A/56/162 (2001). HRD is defined as fostering human resourcefulness in the relationship between how people prepare for, and then carry out their preferred methods of making a living.

²³ See extended treatments in Lawrence (2000a, 2000b)

The KSL (as action-oriented) must be framed within the UNDP perception of capacity development as an endogenous and domestically driven process, inherently political and complex, with outcomes unlikely to evolve in a controlled and linear fashion. Capacity development is now seen as primarily the responsibility of country governments, with donors taking a supporting role²⁴. The policy dimensions of this process are approached by each program country government in unique ways which respect history, culture, local development, and the broad swath of society, not just the privileged or those with immediately accessible opportunities. National policies, as well as, ultimately, local systems, of education and training are pivotal in translating KSL²⁵ into operational (actionable) terms. Approaches also depend ultimately on integrative theory and practice related to learning and knowledge development, which cannot just be western and/or northern, but must rest increasingly on actual empirical evidence from each country/locality. Donors can assist in this evolution by broadening participation, such as encouraging local and community (e.g. town, local district) meetings around national policy issues) and building the necessary institutional and human capabilities to manage, interpret and sustain beneficial results from the process.

IV. KSL Strategy in Application

Education

UNDP, as a sponsor of the EFA movement during the 1990s was involved, cooperatively with its development partners and program countries in primary education. A few of the many examples include school construction in Mozambique by UNCDF supported local development plans²⁶, long-term support to the Palestinian education sector²⁷, delivering distance education for primary school teachers in Gansu Province, China²⁸, and improvement of the basic education system in Brazil²⁹.

Over the years, particularly with increasing concerns for poverty reduction and achievement of MDGs, the focus has extended to secondary education, including vocational education. The education initiatives vary - for example, from policy work on reviewing and implementing competency-based approaches to secondary education as in Ukraine³⁰, a joint program with Coca-Cola to bring ICTs to secondary school classrooms as in Malaysia³¹, assisting in the establishment of vocational education centers throughout Brazil³², environmental education in Vietnamese³³ schools, and a range of education projects under the Global Compact in Bulgaria³⁴.

Of critical relevance to KSL strategy in the context of the increasingly competitive world, are UNDP education initiatives at the tertiary level. It is critical that such education programs reflect national and local development goals and priorities. Proposals to create a new Gender Training Institute at Kabul University are one example (**box 3**). In an extremely difficult situation where gender disparity is a major national concern, a salient effort has been made to mainstream gender diploma and certificate courses on gender issues, with expectations of offering Graduate (Masters) level courses and research programs in the future.

²⁴ ADB 2006.

²⁵ KSL is presented here as an 'action' subset of the larger and more inclusive concept of CD.

²⁶ See <http://www.undp.org/annualreports/2005/english/IAR05-English-TenYears.pdf>.

²⁷ Since 1982 this involved all aspects of Palestinian education, including construction, a Palestinian school network, and ICTs in schools including PALESTA an Internet network. See <http://www.undp.ps/en/focusareas/edu.html>

²⁸ UNDP Statement at Workshop on CPR/01/403 Using Distance Education and ICT to improve Teachers' Quality in Poor Areas of Western China. Lanzou, China, 23 November, 2004.

²⁹ UNDP Projects BRA99/017 and BRA/00/027

³⁰ Ministry of Education and Science of Ukraine 2005.

³¹ See Coca-Cola and UNDP Launch Partnership to Help Bridge Digital Divide in Malaysia, March 6 2002.

³² UNDP Project BRA/98/020

³³ UNDP Project VIE/98/018

³⁴ See http://www.undp.bg/en/gc_in_bg_education.php

Box 3. Gender Topics in Higher Education Curriculum of Afghanistan.

Since late 2002, the Ministry of Women's Affairs (MoWA) and UNDP have been partnering for the Institutional Capacity Building (ICB) for gender promotion. In August 2004, six government ministries signed a Memorandum of Understanding (MoU) with MoWA and UNDP implementing a gender-training program. This MoU was the second such signing, and expanded the initiative to eleven ministries in total. Over 400 civil servants in eleven ministries and six provinces participated in the program in 2003-5, assisting officials in wider understanding of how their work impacts women in Afghanistan. Discussions examined the concerns of both women and men in the design, implementation, monitoring and outcomes of government policies and programs, with the aim of achieving gender sensitivity and equality. Part of the UNDP's ICB support to MoWA program, a further MoU was signed in November 2004 to institutionalize a Gender Training Institute, which eventually has started taking its roots in an academic environment, the Kabul University—the highest academic institute in the country.

Source: UNDP Afghanistan Country Office

As mentioned in the previous section, KSL programs and strategies need to be designed and implemented in a manner so that they are well aligned with labour market needs and are demand-driven. In Jordan, UNDP has been helping the government assess gaps between knowledge and skills acquired in higher education institutions and labour market needs (**Box 4**). This project is a bellwether in the pursuit of effective methods to align education more systematically with employment opportunities, and can serve as a model for other countries both in this and other regions. Similar efforts have been initiated in Yemen (Phase II LMIS project 2004-2005) and Azerbaijan (Black Gold to Human Gold project 2006). The community college concept is attracting continuing interest, with its demonstrated success in the US, its emphasis on sub-baccalaureate credentialing, demand driven curricula, close links to private sector interests, and general accessibility and open enrollment policies.

Box 4 : Higher Education and Labour Markets in Jordan

The "Higher Education and Labor Market" project (JOR/05/006), funded by UNDP's Arab Human Development Report Trust Fund, is implemented by the Ministry of Higher Education and Scientific Research in cooperation with UNDP. The project addresses one of the factors contributing to unemployment in Jordan, the mismatch between qualifications acquired through the higher education system and those required by the labor market. Eight public, twelve private universities and twenty one community colleges enroll about 76,000 students annually. A local consulting company was contracted to assess how skills and knowledge acquired by graduates in *Information Technology and Business Administration* matched present and future trends in labour market demands.

The project organized a national workshop which included two hundred specialists in employment services, training and human resource management, private, public sector and universities' representatives as well as students' representatives. Participants explored possible development of Employment Support Services within the Ministry of Higher Education and Scientific Research (MoHESR). Based on workshop outcomes and recommendations of the pilot assessment study, the project was able to make policy recommendations to assist MoHESR in developing a higher education reform strategy to ensure that students graduate with relevant qualifications, to meet present and future labor market requirements of a knowledge-based economy.

Source: UNDP Jordan Country Office.

UNDP has great breadth of experience in helping countries develop management capacity (e.g. Bangladesh, Bolivia, Egypt, Kyrgyz Republic, Philippines, and Uganda. (See Browne 2002a,2002b). One key consideration has been to bring relevant institutions and ongoing programs together to share experiences and build on necessary expertise for improving the administrative and management capacity at the national and local levels. UNDP Warsaw has assisted in designing and implementing an educational program for Polish civil servants in development cooperation to improve administrative

capacity to manage ODA and related issues. In response to the need for enhancing government capacity to manage development assistance, UNDP Warsaw is assisting a coalition of development agencies, universities and ministries in designing and teaching courses in development education. Curriculum development and course preparation are being implemented in partnership with European (UK, Germany, and Denmark) academic institutions with highly regarded program in development education. These curricula are being introduced into selected Polish Universities. Foreign aid experts from Poland and abroad are being recruited to supplement coursework with lectures on their own practical experiences in the field. Results include pilot courses in international development, a national conference on development education in cooperation with the Ministry of Foreign Affairs (MFA), Ministry of Education and donors (CIDA, UNDP) to promote the concept of development education more broadly among Polish universities and academic institutions and to facilitate networking and cooperation between universities at national and international level.

This effort will result in coursework on international development that incorporates recent knowledge, experience and practice in this field. As the concept of development education is new and practically non-existent in Poland, the parallel need is also being met to build up qualified teachers' base in cooperation with the partner universities.

These kinds of ambitious and pioneering initiatives should be watched explicitly, and results shared. Practitioners need information and knowledge to be widely accessible, with easy availability of databases with program typologies clarified, a focus on training of trainers, acknowledgement of 'centers of excellence' and broad involvement of national academic institutions. Otherwise, such capacity development efforts are likely to be less sustainable, and their advantages less well known and available for adaptation elsewhere.

Enhanced National Capacity through Continued Professional Training.

There is abundant evidence of UNDP support to training and vocational education across almost all sectors³⁵. Several examples will serve to illustrate the breadth of these efforts. The first example, which combines both education and training in the same substantive area, **disaster management**, is supported by UNDP in cooperation with the Government of India. The National Disaster Management Framework (NDMF) by the Ministry of Home Affairs (MHA) in India requires communities to face various hazards by generating wider awareness through training and cooperative planning. The capacity of various stakeholders to counter the adverse affects of disasters through integration of disaster mitigation into development planning is enhanced by special training. The NDMF framework is a road map to guide these initiatives. Human resource development programs include training engineers, architects, and masons in safe construction practices. In addition, training of teachers and development of education curricula for school education incorporating disaster management as a core subject are being institutionalized in partnership with educational boards.

Central to these initiatives is recognition of the crucial role that that educationalists and students can play in building awareness in communities. Schoolteachers and children can become model disaster managers especially in communities that have experienced recent disasters. They have demonstrated capacity for identifying vulnerabilities, coping with them and 'teaming' together with other local representatives and villagers to find ways to reduce impact of the disasters on the community. Schools are thus seen as a credible institutional resource in meeting community needs. The Central Board of Secondary Education (CBSE) has successfully introduced Disaster Management as a frontline curriculum for class VIII and Class IX and proposed for class X in 2005 - 2006 in all the school board and has already imparted training to more than 1000 teachers throughout the country. This program offers useful insights as to how a major KSL activity i.e training of key stakeholders, can be integrated with the education system and within the communities. Thus an integrated approach to KSL capacity development should be an essential component of the capacity development strategy.

³⁵ See for example 56 cases in Part B of Lopes and Theisohn 2003.

The human resources and the KSL capacity in special situations are often in decline and the strategy may call for different approaches and programs. While maintaining close cooperation with other agencies' programs in KSL is always a necessity, in case of special situations, it assumes a greater priority. The **HIV/AIDS pandemic** has caused extraordinary destruction to the human resource pool of many developing regions, especially Sub-Saharan Africa. UNDP, with its development partners, has been at the forefront of bringing relevant knowledge into local communities, and helping them cope. One example is an interagency initiative to assist young people living with HIV/AIDS to find employment. (**box 5.**)

Box 5. Training HIV-positive young people to enhance their potential for employment in South Africa.

UNDP in partnership with UNFPA, UNICEF and the National Department of Health are working in three pilot provinces (Eastern Cape, KwaZulu-Natal, Limpopo) to build community and home-based care and support, community action-based research, and training for HIV-positive youth to enhance their potential for employment.

Among the objectives of the program are improving quality and scope of care and the support to affected young people, deepening consideration of sexual attitudes, relations and practices, as well as creating a more conducive environment for young people to become productive members of society, through increasing their skills and job opportunities, and augmenting local government capacity to monitor and evaluate services in their area. Results are expected to include heightened socio-economic status of women in program areas, reduction in hi-risk sexual behaviour, improved local planning for and participation in HIV/AIDS prevention initiatives and services, and stronger roles for youth in all these efforts.

Source: http://www.undp.org.za/projects/training_hiv.html

Following the devastating effects of the 2004 tsunami on Sri Lanka, UNDP has conducted **workshops for journalists** in covering natural disasters. The Sri Lanka Press Institute (SLPI) supported by UNDP held a series of training workshops for local and provincial journalists in eight tsunami-affected districts. The purpose is to strengthen reporting skills on disaster-related issues including monitoring of recovery activities. Discussions centred on how the tsunami was reported, and how the process could be improved, with emphasis on journalists' reporting skills especially on post-tsunami reconstruction and rehabilitation activities, and particularly on monitoring the aid inflow. The workshops sought to build on provincial journalists professional attitudes, skills and knowledge in key areas of disaster management and reporting, reconstruction, rehabilitation and humanitarian activities. Instruction also covered aspects of personal safety, dealing effectively with stress and trauma affecting journalists themselves, as well as ethics of interviewing/photographing victims after disasters of this magnitude.

ICTs and the blending of new technologies with learning processes have emerged as crucial training tools. One bellweather is the experiment being conducted by UNDP and partners in Saint Lucia³⁶ to develop innovative educational opportunities for public service professionals within the region. The goal is to raise professional standards of service to internationally acceptable levels. In this first pilot effort, in conjunction with the Ministry of Labour Relations, Public Service & Co-operatives, UNDP Barbados and partners are facilitating the first Virtual Development Academy (VDA) World Campus initiative, with the launch of the Harvard /CBI Advance Negotiation Online Training Course for public servants in St. Lucia. An online learning program is geared towards equipping public and private sector officials with **heightened management and negotiation skills**. If the pilot is successful, wider offerings can be made available to the Government of Saint Lucia and to other interested small island nations.

This kind of e-training approach is exciting, and attractive to an increasingly wide audience. The possibilities are enormous, for linking education and training for professionals, para-professionals, and persons seeking reputable new knowledge in ways in which their time and achievement can be

³⁶ UNDP. Capacity Development Strategy for Knowledge Services and Learning. Learning Resource Center. October 2006.

recognized as value-added and certifiable. Academic rigor and practical knowledge can be merged through linking these new techniques with reputable western universities through

- standard curricula consisting of blended learning offerings which could lead to `branded' certification in partnership with institutions such as Columbia University, New York, London School of Economics and Political Sciences (LSE), Harvard University –MIT and others with
- a repertoire of self paced learning products from which applicants can select, and then complete, programs , and then be examined/certified at their own time and pace.

Effective though these training methods and programs may be for a few lucky enough to come within their orbit, they cannot ignore the issue of `large numbers' at the heart of anti-poverty initiatives. The ILO has focused much attention recently on the concept of `decent' work, and inconsistent but burgeoning informal economies which form the bulk of employment for the majority of poorer populations worldwide. In addition to meeting training needs of key individuals and institutions of government, training institutions in the developing world need to encompass the knowledge and skills development needs of these large numbers, with relevance, compassion and awareness of the vast obstacles they represent, if unmet, to national progress. The rapidly changing vocational/technical sector is a pivot-point for this kind of intervention, and ICTs are also being brought to bear on this problem. UNDP has a role to play in assisting countries deal with the KSL aspects of youth unemployment, as exemplified in Jordan, or Azerbaijan³⁷. The socio-economic impacts of widespread under- and unemployment especially in the poorer regions has heightened policy interest in better understanding of informal economies, and how entrepreneurial skills can be imparted to young people in the way of job-creating rather than just job-seeking attitudes and behaviors.

One of the successful learning products that is universally accessible, convenient, cost effective and scalable is the UNDP Virtual Development Academy (VDA). The VDA provides a blend of online learning courses, (Instructor-led or self paced), as well as applications of learning through cases and real-time projects. The VDA World Campus could be an important tool to offer continued professional education to our valuable external partners and stakeholders, who oftentimes do not have the resources or capacity to invest in such developmental initiatives, despite their intent. The VDA World Campus can be offered as a learning platform to both national partners and other UN agencies to enhance inter-agency collaboration and to foster system-wide coherence. Since learning offers an enabling and non-threatening environment for collaboration, this can result in building stronger partnerships with them in the spirit of "those who learn together, work together better".

³⁷ Hopkins et al 2006.

The World Campus Pilot at St. Lucia: “Press Release”

UNDP AND PARTNERS BRING ON-LINE TRAINING TO SAINT LUCIA

Castries October 12, 2006- With the challenges posed by globalization, there is increasing need to provide innovative educational opportunities for public service professionals within the region, to ensure that professional standards of service are consistent with international standards. In conjunction with the Ministry of Labour Relations, Public Service & Co-operatives, United Nations Development Programme for Barbados and the OECS has responded to this need by facilitating the first Virtual Development Academy (VDA) World Campus initiative, with the launch of the Harvard /CBI Advance Negotiation Online Training Course, for public servants in St. Lucia.

The launch takes place on Wednesday October 18, 2006 in Saint Lucia and 50 Public Sector Officials will benefit from the pilot with the expectation that the programme will be expanded to include the Private Sector and Civil Society, with a second group of 50 persons.

The online learning programme is geared towards equipping public and private sector officials who engage in negotiation, with the skills and knowledge to achieve their professional objectives. Public servants enrolled in the online programme will be provided with skills in negotiation and consensus building which can be applied to all areas of their professional work, such as development and implementation of projects and programmes in partnership with international and governmental stakeholders and participation in regional and global processes and forums dealing with relevant issues.

Saint Lucia, Office of Public Sector Reform (758) 468-2146

Knowledge Services

There is currently a growing demand for knowledge exchange and operational support at country level³⁸. UNDP has concentrated extensively on its own internal knowledge service functions, and provides these to countries through a variety of networks at both country and regional levels (for example, through the Sub Regional Resource Facilities, the International Poverty Center, VDA World Campus and Institute@.). It has also promoted country capacity to develop such services, for example in orienting Members of the National Assembly in Vietnam and their staff, and strengthening capacities for legislative research³⁹, a one day workshop for members of the Namibian Cabinet, analysis of knowledge services sectors in the Maldives⁴⁰, assisting in linking small and micro-enterprises to export markets in Kenya⁴¹, and contracting studies on e-governance and ICT conditions in Macedonia⁴². The Institute@ World Campus, offers practical training courses at various Global Conferences. The concept behind this model is simple but novel—to harness the expertise and knowledge that congregates at major meetings to develop true capacity building Institutes. These are not lectures and traditional side-events (all valuable in their own right), but are actual small group practical training. Many delegations already comprise of highly experienced and skilled trainers and facilitators. The Institute@ invites them to participate and leverage their travel for a complimentary, and highly needed knowledge sharing opportunity, through offering applied, hands on training courses.

Knowledge service support provided by UNDP have thus covered quite diversified areas – both traditional as well as new and emerging ones. For example, UNDP Kazakhstan has initiated a project to develop geographical information systems (GIS) for disaster preparedness. New methods of analysis are being applied to improve disaster protection in Central Asia. Due to the diversity of relief, landscape, climate conditions and industrial infrastructure Kazakhstan is subject to potentially catastrophic outcomes due to natural and man made disasters, such as devastating earthquakes. Around 30% of the country with more than 6 million inhabitants and a high concentration of industrial facilities (40%) are located in high seismic zones. The purpose of this project is to apply GIS technologies in the state system for disaster

³⁸ ADB 2006.

³⁹ See www.undp.org.vn/undpLive

⁴⁰ See Draft Diagnostic Trade Integration Study, Republic of Maldives, 2006.

⁴¹ UNDP Kenya Quarterly Newsletter. February 2005.

⁴² ICT Assessment Report of Municipalities in Macedonia. 2004.

preparedness and response. A working team has been set up for system design and elaboration, examining data availability, information gathering, overcoming inter-sectoral barriers. Training is also envisioned related to UNDP project content and format, fund raising procedures, reliability of procedures for protection of the population, as well as the environment.

In today's world, as already noted, ICT is a critical means not only for education and training, but also in terms of connectivity to knowledge services, particularly for remote areas or small island states. **(box 6)**

Box 6 : People's First Network in Solomon Islands- gateway to the rest of the world

The People' First Network (PFnet) Initiative in Solomon Islands is an affordable telecommunications network, established in 2003 with the funding and technical support from the Solomon Islands Development Administration and UNDP and UNOPS. This is an innovative initiative for a small islands country providing email access through innovative low cost technology. Remote locations across the Solomon Islands connect to the Internet using a simple computer, short wave radio and solar power.

The network helps communities keep in touch, participate in governance, find educational opportunities and generate new sources of income. It assists low income groups in taking charge of their own development through access to improved information and knowledge. It enables them to voice their opinions in matters concerning their well being and development, allowing direct contact with decision makers and the media. This case illustrates how IT innovations can build on available local resources, making technology work for less privileged communities and bridging the digital divide.

Source : Lopes and Theisohn (2003)

V. KSL strategy : further issues

Key considerations in policy, advocacy and program design relative to the KSL strategy

In line with HRD principles suggested above, the following are recommended as useful tools in support of this KSL strategy during design stages

- Reliable, routinized data series on existing education/training offerings to find areas/institutions of maximum leverage,
- Formal, country-level coordination mechanisms around donor initiatives across education and training projects/programs that fit with (and foster) national, more integrated HRD approaches, and are consistent with UNDAF/UNCT agendas, and work plans,
- Partnerships with government and academic institutions and recognized centers of excellence.
- Similar formal mechanisms across sectors, such as inter-ministerial advisory boards to encourage engagement, and ultimate ownership at national levels, and strong monitoring and evaluation,
- Close articulation with local delivery systems, and
- Careful alignment of individual, organizations, and institutional environments in KSL efforts⁴³.

UNESCO in their new guidelines⁴⁴ point to six stakeholder groups in higher education: governments, higher education institutions/providers including academic staff, student bodies, quality assurance and accreditation bodies, academic recognition bodies, and professional bodies. In view of the proliferation in 'disreputable providers' nationally and internationally, two factors have become increasingly important: quality of offerings, and institutional accreditation. Unfortunately, students often need protection against

⁴³ DFID 2002.

⁴⁴ Guidelines for Quality Provision in Cross-border Higher Education (2005)

unscrupulous degree mills and worthless expensive and time-consuming `education'⁴⁵. Furthermore, KSL activities involving adult and higher education should a) be flexible as to when, where and how opportunities are made available, so as to be adaptive to a variety of specific learner needs, and b) take advantage to the extent possible of distance education modalities. These steps can reduce costs and unwanted outcomes (e.g. brain drain) associated with travel, and can accommodate to various considerations such as pace of learning, and media preference.

Technical and vocational education training courses are typically of two kinds: anti-poverty program measures to enhance employability, and in-service or skills upgrading training (e.g. for teachers, nurses or public sector managers). ILO provides several models for the first kind, notably the InFocus Program on Skills, Knowledge and Employability (IFP/SKILLS)⁴⁶, which helps people become more employable through advocacy and knowledge development. In-service and skills upgrading programs are offered by the UN system across all sectors, and at all levels from national to local. Training can be used to strengthen capacity in weak, or new agencies, or simply to keep productive personnel performing well and promotable. It can be through on-site workshops, seminars, conferences, `horizontal' peer-learning on the job, or off-location short courses, study tours or web-based e-training. It can also be misused. If not well designed, workplace-linked and effectively evaluated, training may only serve as a `chalk and talk' exercise, to `transfer information from blackboards to notebooks'⁴⁷, or to provide trips abroad for already well-placed bureaucrats. Nevertheless, training is a crucial element in KSL for the foreseeable future. Tools and methodologies are widespread in all sectors, and some examples are discussed in three case-specific applications below (on education, training, and knowledge services, respectively).

Applications of the KSL strategy best/most commonly used and the good practices

Nations are continuously engaged in their own `societal capacity development' through their own ongoing formal education and training institutions, and donors are often asked to contribute to this process in a variety of ways. The World Bank and regional banks have assisted with construction, equipment, as well as providing extensive and research-based technical assistance. UNDP has often partnered with the banks, and other UN and bilateral agencies in these programs in a variety of roles, such as assisting countries to

- Extend educational opportunities for girls in poor communities (Mozambique, India [Janshala])
- Modify curricula for children with special needs (Lebanon)
- Develop competency-based approaches as part of education reform (Ukraine)
- Build institutional professional development in the judiciary (Pacific Judicial Education Program)
- Provide lighting to schools through micro-hydro-power system (Dominican Republic)
- Strengthen provincial government capacities to promote childrens' rights to education (Vietnam)
- Introduce sustainable human development into school textbooks (Azerbaijan)
- Inter-connect sixteen schools jointly to the Internet via broadband VSAT technology (Ethiopia)
- Design and implement environmental education on wetlands (Trinidad & Tobago)
- Offer civic education programs (Fiji), and

⁴⁵ The Bologna Process is a pan-European initiative to provide regional standards for tertiary education.

⁴⁶ See <http://www-ilo-mirror.cornell.edu/public/english/employment/skills/index.htm>

⁴⁷ Fukuda-Parr et al. 2002

- Contribute to improved basic education system performance via distance education for teachers and education administrators (Brazil).

Blended learning and technological developments can play a major role in knowledge services. Any strategy should look at the capacity requirement and the best approach or “best fit” to build capacity. Even greater diversity, especially across sectors (e.g. health, energy, agriculture, transportation and telecommunications, and environment) is evidenced in more ‘opportunistic’ and special-case donor supported KSL. Examples include several types of vocational short-term training in micro-finance/accounting principles, and computer operations, womens’ empowerment, and income generating activities (Syria), energy-efficient engineering services with UNIDO (Malawi), senior civil servants’ training (Kosovo), employment skills training (Mongolia), staff training for the Presidential Administration of Romania, training in development project planning and administration (Chile) and several community based KSL programs at local levels⁴⁸.

A common thread running through these applications is UNDP’s responsiveness to requests to supplement functioning of already existing institutions. UNDP works best when it is *partnering* with other key stakeholders - other donors or development agencies, private sector partners, or public agencies. Good-case scenarios are most generally encountered with well-planned, collaborative in-country training accompanied by effective follow up. An institutional culture of no-blame, reform-minded, flexibility and openness to change is also crucial. Building human resourcefulness through local approaches, often coupled with decentralization in public sector decision-making provide a fertile platform for effective KSL. In particular, in-country training as a modality has been growing steadily over recent years, showing clear comparative advantages in cost-effectiveness, wider and more equitable reach to beneficiary populations, especially to women participants, and greater transparency and facilitation of local experience-sharing⁴⁹.

Lessons learned

Key generic judgments from recent evaluation reports of UNDP-supported KSL programs indicate the following:

- Objectives and measurable outcome indicators should be explicit in KSL program design (G1-SGN2-SASN3) (2000-2003)
- Sustainability of beneficial outcomes should also be explicit: ‘a focus on effecting lasting change has often been lost to the immediate concerns of program delivery’ (Lao/001/VO1)
- Success on a small pilot scale is of little value if results are not widely adopted and implemented by state institutions (SUD/97/017)
- Programs to encourage grassroots participation must involve target beneficiaries early in program design (ZAM/97/007)
- Training materials should wherever possible be reproduced locally in appropriate ways e.g. language, methodology (ZAM/97/002)
- Audio-visual resources and particularly community radio seem to be the best vehicle for information/training for a significant number of actors (*l’Association des Municipalités du Mali*, AMM)
- ‘Teaming’ skills needed for effective public sector service delivery are often in need of capacity development and KSL, particularly in transition economies (BiH/96/035)
- Follow-up, with national and regional partners is crucial to consolidate initial program successes (UNDP/RBAP Paragon Regional Governance Program), and

⁴⁸ Ghanime and Jahan 2004

⁴⁹ See Vietnam experience at <http://www.undp.org.vn/service/learning/contents/incountry.htm>.

- Cost-sharing in KSL projects is an important incentive; for example, participant responsibility for travel costs does not detract from interest or reported experiential value (CPR/96/507).

Lessons are also usefully collected in the UNDP Assessment of Development Results (ADR) series⁵⁰. For example, KSL initiatives should contribute to strengthening a culture of broad national-to-local commitment to, and assessment of development progress. This implies close attention to improvement of national statistical series, and the general concept of data-based decision-making at all levels. Increased availability of web-based information helps knowledge transfer. It also permits expatriate nationals to become more involved in many ways, such as through training national counterparts through TOKTEN⁵¹.

Public sector KSL seems to be most effective when three sets of factors⁵² are well integrated and managed : individual-level variables (motivation, existing capacity levels, specific job-training needs); organization-level variables (internal reform policies, restructuring, senior management commitment) and institutional environment variables (national policies, public sector investments, incentive structures). Moreover, World Bank research⁵³ suggests that training is most effective when it is designed and financed by the ultimate employer—that is, the organization, ministry, or other unit—that is seeking to improve outcomes through training and accountable for the funds that are spent on training.

- focused on specific organizational outputs and outcomes that are being sought as part of an efficiency drive, change management process, or other clearly articulated goal.
- operating within a results-based organizational environment, with benchmarks defined before the training program and regular measurement of performance after the training, and within clearly defined organizational structures so that an identifiable group of individuals are collectively responsible for demonstrating results on organizational outcomes.
- formulated for organizations that operate within a favorable institutional, legal, economic, and political environment with demonstrable demand for the organization's outputs.

Finally, good practice usually illustrates 'engagement' of relevant stakeholders, private sector and NGOs in the business of building public sector for improved service delivery. Local control - defined as management responsibility at the level at which KSL is being applied - over strategic goals and outcomes should be encouraged. Change in public agencies needs 'championing' both at senior policy levels *and* among the immediate supervisors of those who are undergoing the KSL 'treatments'. Most importantly, all capacity development interventions should be followed up thoughtfully and with sophisticated, accurate methodologies to determine actual, rather than rhetorical achievements.

Situations when the KSL applications should not be used

The range of applications in examples cited earlier represents clear verification of the extent of UNDP experience with KSL applications in education, training and the knowledge system development. Overlooking local contextual influences affecting KSL initiatives, however, can be counter-intuitively detrimental to developmental goals. For example, investment in advanced medical training for young doctors can likely result in their migration to urban centers or overseas, thus further incapacitating public health systems⁵⁴.

Browne (2002a, 2002b) and Lopes and Theisohn (2003) have addressed strengths and weaknesses of capacity development approaches generally in terms of operational implications for practitioners, and have outlined 'perverse incentives'. Shortcomings of external involvement in national education and training programs are well documented. The UNDP evaluation reports note the following :

⁵⁰ See <http://intra.undp.org/eo/country-evaluation.html>

⁵¹ Country Evaluation: Assessment of Development Results: Syria, UNDP.2005.

⁵² DFID 2002

⁵³ Nelson 2006

⁵⁴ European Commission 2005.

- Educational reform efforts should not be attempted without strong community ownership; 'in general, schools were not ready for new ways of management'. (ARM/97/003/A/01/99)
- Training efforts in public sector reform should not be 'one-off' or separate from a comprehensive national reform agenda; capacity development should not be perceived as 'a narrow set of capacity development activities...individual training, study tours and equipment'. (ZIM/97/008)
- Local planning schedules, differences in management cultures and even variations within municipal districts should not be ignored; 'regional differentiation was not internalized in project design. This was an important omission and should be kept in view in future programs' (IND/97/444)
- Education and training support for capacity development should not be 'supply-driven', but applications should be carefully targeted toward empirically demonstrable needs: 'beneficiary institutions believe that, while generic ...training received under the project has been useful, the more technical areas in which their special requirements lie have ...not been addressed by the project' (YEM/00/100)
- In knowledge systems design and implementation, local languages/interpretation cannot be ignored, either in application of systems procedures, or in surveys. Especially where international consultants are not working in national or local languages, communication can become an almost insurmountable problem. For example, as part of policies to promote educational reforms as building blocks for a knowledge society and for developing intellectual capital in the Arab region, UNDP/RBAS has been assisting five Arab states in assessing effectiveness of mathematics and science teaching in primary and middle schools by use of a quadrennial international survey⁵⁵. 'The problem of unreliable communication facilities was compounded by language as not all data managers had working knowledge of English. Translation of test instruments from English into Arabic also proved problematic, particularly in the absence of standard technical terminology in Arabic'. (RAB/01/005/A/01/31/REV.1).
- The context for individual sustainable livelihoods cannot be forgotten, especially in programs for developing local capacity in poorer regions, for example empowering women for natural resource management through localized education/training, The entire 'livelihood system' surrounding each person will constrain their attitudes and behaviours towards new techniques and ideas.(IND/97/445)

These results from UNDP experience serve not only to reinforce the value of intelligent program feedback, but also to guide future efforts. Among the most important concerns raised about capacity development strategies has been failure to distinguish between shorter term donor-identified exigencies, and longer term and more sustainable solutions.

'We ...argue strongly against donor support to capacity development through short-term technical fixes in individual organizations. Such approaches are often naïve and poorly informed. But we also argue strongly against falling into the opposite, cynical trap, where capacity development is deemed impossible because of "politics" disparaged as implying opportunism, clientelism and corruption, or because of "the nature" of the state and society in poor countries. Instead, we advocate a pragmatic, patient, systemic approach to capacity development and the capacity development support which focuses on change in outputs from organizations and organizational networks.' Boesen (June 2004)

In addition,, traditional scholarship schemes or study tours should be carefully assessed on their merits, avoiding focus on elites⁵⁶, and taking into consideration probabilities that recipients will provide tangible public returns on the investment.

"Cynicism about 'training' is (justifiably) setting in; 'capacity building' is becoming a devalued currency. The recent \$60 million program of overseas scholarships for federal and provincial officials sends the wrong signals, having been approved by the World Bank in the absence of firm government commitment to far-reaching reform of the public sector." (Watson 2005).

⁵⁵ Evaluation Report. (RAB/01/005/A/01/31/REV.1). September 2004

⁵⁶ European Commission 2005

Using capacity development through KSL overseas may not always benefit the sending countries. Tertiary education increasingly reaches beyond national boundaries. In many parts of the world, tertiary-level students are enrolled in programs in countries where they are not permanent residents. Notwithstanding several newly mitigating (even potentially reversing) factors⁵⁷, brain-drain thus must also be considered, since migration rates tend to be higher for highly educated individuals, with the highest rates for those with tertiary education⁵⁸. Given the critical importance of the issue, steps are being taken to reverse the trend (**box 7**).

Box 7 : Reversing the brain drain – some measures

International scholarships and fellowships programs in developing countries have often been associated with brain drain, as highly trained human resources leave their home country and move elsewhere. This has been recently a major concern in CIS countries in particular. The innovative International policy Fellowships (IPF) initiative was launched in late 1998 in affiliation with the Centre for Policy Studies of the Central European University in Budapest and with support from the Soros Foundation.

The IPF provides policy leaders with the chance to work with mentors on policy projects while remaining in their home countries. As a result, fellows not only conduct original field research to benefit their communities, but also establish and maintain ties with local policy making organizations. Since 1998, more than 150 fellows and alumni have turned to the program to investigate alternative ways of ushering in much needed reforms.

The key to the success to the program lies in considered and transparent selection mechanism for the participants, well organized fund disbursements and pre determined and agreed project/research goals with clear correspondence to local needs and donor program objectives.

Source : Lopes and Theisoehn (2003)

VI. Measuring the Impact

In the past, capacity development has been evaluated mostly in terms of programs initiated, numbers trained, courses offered, or of knowledge service systems simply designed and put in place. Yet, while not minimizing importance of procedural or management accomplishments in making such innovations happen at all in often very challenging circumstances, both the donor community and program country governments have realized that this is not enough. Answering *so-what* questions means going several steps further.

There has been an evolution in the field of monitoring and Evaluation (M&E) involving a movement away from traditional implementation-based approaches towards new results-based approaches... in other words, governments and organizations may successfully implement programs or policies, but have they produced the actual, intended results?⁵⁹ Paradoxically, the capacity to conceptualize KSL programs this way is often lacking in developing country agencies, and *itself* needs capacity development.

Governments are increasingly being held accountable for public service delivery. They are asked to demonstrate outcomes more explicitly, at the same time holding down costs to taxpayers. Moreover, globalization has imposed new standards and public expectations in transportation, public health, environmental quality, and security. The MDGs are among the more ambitious of such global frameworks for reaching internationally agreed-upon and specific goals. KSL efforts over the next decade are therefore likely to be judged against these MDGs, and the degree to which KSL helps countries achieve them.

⁵⁷ These include strengthening, and thus attraction of in-country universities, especially in Asia, (Cairncross 2006), increasing online opportunities for high quality further education, and engaging the diasporas (World Bank 2006).

⁵⁸ Carrington and Detragiache 1999.

⁵⁹ Kusek and Rist 2004

Key indicators/benchmarks relating to the KSL strategy

Evaluating impacts of education, training and knowledge service interventions requires measurement of each unique 'treatment' within the context of institutional M&E systems. Ten steps to designing, building and sustaining a results-based M&E system are the following: conducting a readiness assessment, agreeing on outcomes, selecting key indicators, baseline data on indicators, planning for improvement, selecting results targets (i.e. levels of indicators), monitoring for results, the role for evaluations, reporting findings, using findings as feedback, and sustaining the M&E system within the organization⁶⁰.

Of these steps, the first and last are often forgotten. A 'readiness assessment' like the 'foundation for a building'⁶¹ looks at the capabilities of a country government to absorb, manage and sustain the system being implemented. From a KSL perspective, this should be done for *all* major development initiatives, and if so completed, with accompanying 'readiness' adjustment and pre-program support would do away with much of the parallelism associated with PIUs and similar structures⁶². Similarly the final step, if seriously adhered to, should assure more permanent grafting of measurement and accountability technologies onto day-to-day functioning of government, and help to foster an M&E culture.

Measurement is complicated, however, of education and training processes, since each program addresses a cumulative mix of individual and social behavioral change. Benchmarking and indicators must thus be country- and application specific, respecting sociocultural norms and practices. They must be identified within contexts not only of institutions providing the education or training, but also of particular performance and capacity outcomes sought by individuals and their managers as desired results of the KSL exercise. For example, selecting university or college programs for senior management will require multiple sets of criteria: those by which the institution should be chosen (legitimacy, quality, reputation, departmental strength in subject area); those used to judge the curricula and relevance to required skills and knowledge in terms of utility for improved job performance (technical content, length, comparative costs, academic credit, assessment methods); and, measures of actual improvement on the job, and enhanced capacity (e.g. for promotion; new initiatives etc.). Strengthening capacity for statistical accountability in public service delivery will raise different issues, and thus different indicators⁶³.

A recent World Bank Institute review of literature on capacity development evaluative indicators summarizes the many difficulties in generalizing about effective measurement, while offering several operational frameworks (Mizrahi 2004). To be useful to public sector functional improvement, KSL evaluation must reflect impacts on all three *classes* of interest noted above (*individual, organizational, institutional*).

"Unlike the past, where most capacity enhancement projects centered around strengthening human skills through training, today there is a recognition that the broader social, economic, and political context needs to be taken into account for any project to have a feasible possibility of success. Teachers and trainers can transfer information effectively, but trained individuals need a facilitating environment to apply their acquired knowledge. To have more analytic value, indicators of capacity enhancement have to be defined for these different analytical dimensions.' (Mizrahi 2004 p 15).

Examples of types of indicators in each of these three classes include:

- Individual:
 - feedback on administrative, procedural, and other aspects of accessing KSL opportunities
 - equity of KSL opportunities,

⁶⁰ Kusik and Rist 2004.

⁶¹ Ibid p. 41

⁶² The PIU Dilemma. UNDP Practice Note 2003.

⁶³ See creation of Paris21 Task Team on Statistical Capacity Building (Laliberte 2002).

- transparency of selection criteria
 - achievement, course completion, grade or satisfactory pass/fail
 - perceptions of value-added of education/training
 - assessments of utility of KSL for personal, organizational and institutional development
 - degree to which new skills/competencies are demonstrated/shared among colleagues and co-workers
- Organizational:
 - supervisors' assessments
 - attrition following KSL intervention
 - staff turnover/retention/promotion
 - results.
 - Institutional:
 - effectiveness of institutional performance as a function of education/training
 - decline in need for expatriate expertise
 - resultant policy or legislative changes.

Indicators should ensure coverage of awareness and knowledge not only of technical substance and procedures, but also of contextual management issues such as information management, teaming, and networking. The ADB outlines evaluation designs from several pilot projects on knowledge exchange and learning⁶⁴. The UNDP/GEF Resource Kit #4 (2003) outlines eleven core functions which indicators should address (p.3). These are considered at each of the three levels already cited above, and a practical framework is suggested. In addition, a social capacity assessment approach of the Hiroshima University was recently introduced at a joint World Bank/Japan Committee Seminar, noting the importance of measuring capacity in formal (and informal) governance structures, as well as competencies and performance variables (World Bank 2005). The CIDA/Jamaica Environmental Action (ENACT) program also illustrates the practical introduction of baseline concepts (Morgan 2005).

General monitoring of indicators

Unless baseline data are collected on indicators at the outset, and systems for data collection maintained and monitored, there is little likelihood of effective measurement or assessment of outcomes. The reality however is often different, and several tools have been developed and are now available for ongoing institutional and individual performance measurement⁶⁵. These range from participatory self-assessments and check lists to formal institutional diagnostics. Donor support may be needed across the medium or longer term in some cases to facilitate sustainability, and data comparability across time. This can be achieved by SURF-like regional structures, or joining in international data collection efforts such as the UNESCO Institute of Statistics multi-country programs.

There is consensus that a) measurement instrumentation cannot easily be transported from one country/application to another (even within the same locality or sector) without thoughtful adaptation to specific circumstances, and b) quantitative measurement techniques, while often useful, should supplement qualitative observation in most cases. Obsession with numbers should not obstruct the broader value-added of managerial and client perceptions that education/training are useful in improving both motivation and performance. Anecdotal evidence from key stakeholders still forms the backbone of many donor assessments⁶⁶. Ultimately however, over the longer term, capacity is judged by the quality of public sector service delivery, and in this 'numbers are crucial', as are the quality and management of national data systems:

⁶⁴ ADB 2006

⁶⁵ USAID 2000

⁶⁶ ADB 2006 p. 3

“This is where the real payoff comes: from complementary systems of knowledge, information, and analytic capacity that country champions—whether in the Ministry of Finance, Parliament, a supreme audit institution, or operating ministries and agencies—can use to improve public expenditure management and other aspects of performance. But the key driver must be country demand for information; without it, the necessary investments in information and evaluation systems will not yield benefits in terms of improved implementation and performance, nor will they be sustained.” (IMF 2002).

Since lack of country capacity is a major impediment to MDG achievement, effective and immediate measurement of KSL interventions becomes a key priority in determining and guiding future funding decisions.

VII. Costing of the KSL strategy

Public sector capacity development expenditures are investments in human resources development, with the purpose generally of improving service delivery in priority sectors/areas. Without costing implications clearly specified upfront, and outcome (cost/benefit) estimations, KSL proposals and projects can quickly become just ‘wish lists’ for vested interests (e.g. foreign study tour options for elites connected with government service). Data on KSL investments are difficult to interpret due to definitional variations by donors and countries. ADB has recently introduced a new classification system⁶⁷ which it has applied to analysis of 2005 lending for technical assistance (TA). Capacity development amounted to about one fifth of total lending for TA (almost \$40m), which constituted approximately 13% of total lending.

If organizations are viewed as ‘open systems’, embedded in operational environments, with resource inputs into a series of processes leading to product/service outputs⁶⁸, then KSL (donor-supported) initiatives can be seen in terms of financial inputs associated with expected outcomes. This simple model is expressed conceptually in a ‘context of appreciation/influence’⁶⁹ which can be mutually effective if a) the system is clearly defined, b) vantage points for KSL are identified from the perspectives both of actors and supporters, and c) resources are targeted towards expected outcomes. Costs should be considered not only from the perspective of initial intervention, but also of scaling up if effective⁷⁰. New KSL schemes may initially depend on donor support, but if scaled up they must also be sustainable, and capable of being maintained once donor funds are no longer available.

Much work still remains to be done in these areas. Recent reviews (Vassall & Compennolle 2006; USAID 2005) find wide variation in cost per trainee in interventions such as peer education/training for HIV/AIDS programs. Differences are partly due to the way costs are estimated, but also to other factors such as reliance on volunteers instead of professionals.

Simple community costing models have been piloted (e.g. in Zambia), such as paper-and-pencil data worksheets on traditional cost centers (labour, equipment/materials, utilities, transport, administration etc) which are then entered into Excel programs and compared/analyzed across programs⁷¹. More complex approaches are used at national levels for estimating costs of scaling-up efforts, especially in programs for strengthening capacity in public health care systems⁷². Scaling up can be ‘horizontal’ (i.e. more widespread use of the same or similar techniques, for example at community level within a sub-national region) or ‘vertical’ (i.e. policy mainstreaming of changes at all levels in a ministry, or agency). These are not mutually exclusive categories, and may be conjointly implemented. Local employment service offices, for example, have been piloted with UNDP support in Yemen, necessitating staff training and broad skills enhancement to make better use of the nation’s labour market information system (a major knowledge development initiative in terms of national human resources strategies). This has implied not only consideration of resources needed to expand the number of offices to ensure national coverage

⁶⁷ ADB 2006

⁶⁸ European Commission 2005

⁶⁹ *ibid* p 7 Figure 1.

⁷⁰ Vassall and Compennolle 2005.

⁷¹ USAID 2005

⁷² African Development Forum 2000

(horizontal), but also the impacts on central management structures and needs for associated training of professional staff in the several Ministries involved (vertical)⁷³. Approximately 30% cost sharing in the second phase of the project by the Government has contributed to the fiscal and policy commitment necessary to sustain these initiatives beyond the life of the project.

The key variables in costing the strategy

Key strategic costing issues include: adequate financial accounting systems in place, establishment of relevant cost centers/codes, cost-sharing, including involvement of learners in partial payment of KSL costs, and scaling up estimation methods.

The current trends in development assistance towards Direct Budget Support (DBS) are inevitably directing more attention to developing countries' public administration capacities, as well as their financial management policies and practice⁷⁴. Recording and monitoring external financial flows to the national budget is thus increasingly a priority for finance ministries, with the potential for heightening national engagement in, and responsibility for management of development assistance. Sustainability is also fostered of beneficial initiatives through such fiscal mainstreaming. KSL is both a component (flow through) element as well as a constructive contributor to this process, in that KSL programs funded through DBS are monitored through DBS management systems, for which KSL is also needed at the ministry level (at least at first) to build DBS capacity. Some key factors include

- involvement of national experts
- facilitated access (e.g. Internet) to advice and international expertise
- databases of good practices at all levels (e.g. municipal, sub-national, district)
- training of trainers
- identified national/regional centers of excellence
- integrated planning across key sectors, and
- management transparency and accountability.

Cost-sharing is a key principle in support of education/training, whether at the level of individuals or institutions. Many of UNDP's most innovative education projects involve cost sharing e.g. with the private sector (Coca-Cola) in Malaysia, and local government in ICT for development education in Niue. Even if trainees in traditional CD projects bear minimal costs (e.g. some proportion of transportation, or daily subsistence), the 'supply-driven' elements of training can be reduced, and personal motivation increased. The willingness of sponsoring governments (or individuals) to share costs can be a test of national priority given to the training. However, where cost-sharing by other donors is concerned, UNDP must manage expectations carefully, and procedures for ongoing consultation should be set up early within the project framework to ensure issues are quickly and effectively addressed among all partners.

Examples of costing related to the strategy

UNCDF supports local KSL programs in several developing countries, with the general aim of enhancing local governance through knowledge dissemination and management initiatives. Focusing on transparency, accountability and efficiency, small-scale infrastructure projects have been jointly supported by DFID and UNCDF in Nepal with a view to building the management capacity of local institutions⁷⁵. Funding regulations and provisions are made explicit (e.g. about how meetings are to take place, how relevant expenditures are to be authorized, how budgets are to be drafted/approved) as direct input into management of local district committee functioning. Thus provision of resources is envisioned as part of the local planning process, and coupled to indigenous incentives, motivation and enthusiasm, while openly regulated through formally agreed-upon rules and approved procedures.

⁷³ Yemen LMIS Phase II project.

⁷⁴ UNDP 2005.

⁷⁵ Haugaard 2005

The GEF Small Grants Program offers another useful and well-tested working model for channeling funding directly to CBOs and NGOs in developing countries. Its educational outreach and other KSL initiatives typically involve conservation education and public awareness of environmental issues, as well as environmental management fellowships and making twinning arrangements. GEF has outlined a general costing strategy which details its approaches⁷⁶.

The ILO has demonstrated another alternative (private/public cooperative partnership) for resourcing KSL. In coordination with the Republic of South Africa Department of Education, the ILO through its Business Trust Initiative has identified three areas for human capacity development:

- Increasing the efficiency of the schooling system by reducing repetition rates, especially in the early years.
- Improving the quality of schools and school districts; and,
- Improving the effectiveness (external efficiency) of the further education system by implementing effective technical college training programs⁷⁷.

The Trust is under the control of business and government leaders, committed to mobilizing and managing R 1 billion over five years. The project will target the tourism sector, complement the work of the national and provincial departments of education, and will consist of teacher education, and administrative (Including MIS) support to 152 technical colleges in the interests of job creation and economic development.

VIII. UNDP's KSL niche for the future

This Note has outlined a framework for capacity development, focusing on knowledge services and learning. It has documented an ongoing shift in development emphasis from primary education (EFA) back to post-secondary/tertiary, reviewed relevant literature, program experience and current exemplary practice in the KSL arena. The Note adopts the integrated approach to strategic human resources development advocated in several UN resolutions over the last two decades, and crafts a workable frame of KSL priorities for UNDP towards achieving (with its development partners) the broader MDG agenda.

In operational terms, possible KSL 'niche' areas for UNDP and other interested development partners are identified as the following:

- **MDGs as organizing principles:** as the UNDP/LRC has noted, MDGs present an important opportunity for UN agencies and UNDP as regards KSL particularly where support and capacity is required; the UNDAF/UNCT role, as well as PRSPs should serve to facilitate and encourage National Country Assessments to include empirical estimates of capacity needs of countries in achieving MDGs, and sustain longer term capabilities at both institutional and individual levels;
- **Integrating KSL into broader national policy environments:** KSL systems in developing countries often suffer from poor management, insufficient data and little real accountability, and sustainability may be compromised by over-dependency on external funding. Two key KSL factors towards which UNDP can help focus national attention is a) deeper participation and engagement in KSL policies and practice not only by national actors, but by municipal and local decision-makers, and b) fitting KSL innovations transparently into broader national development strategies and integrating them into the national development spectrum – economic, social and political, e.g. with clear budgetary responsibilities, cross-sectoral ministry oversight through cabinet level inter-ministerial boards and committees; this of course implies building deeper commitments to transparency and management effectiveness through improved human resources 'radar' data systems, analytical capacities, and accountability;
- **Building operational linkages:** although developing countries must define their own KSL tracks and centers of excellence, in the interim they can benefit from linkages (virtual and actual) with major western institutions, public and private, through 'twinning' and other arrangements; UNDP can use its credibility, legitimacy and multi-sectoral substantive experience to help countries build these associations, and

⁷⁶ See www.gefweb.org/Operational_Policies/Eligibility_Criteria/Incremental_Costs/strmlne1.htm -

⁷⁷ See http://www.logos-net.net/ilo/195_base/en/topic_n/t_51_sa.htm

leverage them into sustainable KSL relationships, with special emphasis on innovative use of ICTs and initiatives such as the VDA; and

- **Focus on sub-baccalaureate education and training:** much of the post-secondary emphasis throughout the UN system (prior to the seismic post-Jomtien shift towards basic education) was on scholarships/grants both for short and longer term academic training, and for relatively few people; these exogenous inputs were limited in many ways, and have pointed up the need for attention to the 'large numbers' problem of post-secondary sub-baccalaureate institutional and program gaps; UNDP has an important role to play in helping governments proscribe strategic and policy approaches to deal with these issues, assisting in developing entrepreneurial (job-creation) skills and attitudes towards sustainable livelihoods instead of just encouraging traditional job-seeking in post-secondary education and training.

Annexes

Annex 1. Three Case studies

A. Education: Azerbaijan 'Black Gold to Human Gold'

UNDP and the Ministry of Economic Development (MoED) in Azerbaijan are jointly implementing a project to determine how the current surge in petrodollars can best be harnessed for immediate, and sustainable investments in human capital. The Government of Azerbaijan recently inaugurated in October 2005 a National Employment Strategy (NES) also with the support of UNDP and its development partners. Following the authorization of the NES by Presidential Decree, MoED is determining how management of oil and gas revenues can produce optimum results for human resources development in the non-oil sectors. With project completion expected in fourth quarter 2006, and thus still a work in progress, this initiative is directed towards several important outcomes, such as

- analyses of other national experience with large and protracted revenue spikes
- options for avoiding the 'dutch disease'⁷⁸,
- a national strategy for development of human resources, and national education scholarship fund, and accelerated skills development initiative.

Azerbaijan is relatively small (population of just over 8m) and a relatively new sovereign nation (independence from the former Soviet Union achieved in 1991). Its most recent HDI was 0.729 for 2003 (Rank = 101), but it reported a GDP growth rate of almost 40% in the first six months of 2006. The purpose of this project is to ensure that the necessary investments in human capital are made *during* this period of accelerated growth, so as to moderate unwanted effects of the dutch disease later.

One of the more interesting aspects of the program is that the locus of leadership for this HRD initiative is not in one of the social sector ministries as might be traditionally expected. An index of its importance to macroeconomic policy is the lead role of the MoED. The education and labor sectors are however of course key to the both the NES and the Human Resources Development Strategy. A recently completed (2003) Labor Force Survey, the first in the country's history, demonstrated an unemployment rate of 11%, and substantial numbers of 'educated' unemployed (i.e. the majority of unemployed being secondary school graduates). Among the several conclusions drawn from this initial 'radar' scan of the human resources situation were i) that such surveys should be conducted more regularly (another is scheduled for 2006), and ii) that entrepreneurial skills development of all kinds is critically necessary to reduce the employment gaps. Having inherited a formerly well-respected education system from its earlier Soviet association, Azerbaijan has an extensive institutional network in place. However the general level of the education system has deteriorated, leaving a real need for educational reform. This is planned in areas of facilities, equipment, teacher training, TVET upgrading, educational technologies, localizing and improving fiscal management in education, and monitoring educational quality and access. In addition, a scholarship fund will provide resources for overseas education and training for Azerbaijanis on an immediate and short term basis to help fill current skills-gaps in priority areas.

The BGHG project is unique, and illustrates the following aspects of an effective KSL strategy, it

- is closely articulated with formally recognized efforts at national level (e.g. National Employment Strategy; national education system reform by Presidential Decree, and National ICT Strategy)
- linked to MDG achievement through the State Program on Poverty Reduction and Economic Development
- is inter-Ministerial, sited in the MoED, but with cabinet-level membership from other ministries, and top leadership from CSO and private sector organizations

⁷⁸ a series of economic 'negatives' associated with sudden increases in revenue from one sector, defined as 'too much wealth managed unwisely'. Ebrahim-Zadeh. C. Back to Basics. *Finance & Development*. Volume 40, No 1, March 2003.

- is demand-driven in terms of policy definition and coordination on the basis of human resources 'radar system' data from the Labour Force Survey and other sources, and
- incorporates ICT explicitly into its strategic framework through distance learning, and virtual networking, and offers several explicit action-oriented initiatives for government consideration, such as piloting community colleges, an accelerated skills development program, and improved data analysis.

B. Training: Health Care in Africa

HIV/AIDS continues to decimate livelihoods on every continent, yet nowhere more than in Africa. Since the virus was first discovered, capacity development (worldwide) has been called for in combating the epidemic along several dimensions, research, preventive and curative care, as well as education and especially training of health workers and clinicians in the poorest and most remote regions. Yet the information field (as input to such training) has changed continually on almost every front, with updated findings in both research and clinical experience.

One way of supporting KSL in such a fast-moving and politically intensive environment is through flexible information-sharing modalities that the Internet can foster and promote. UNDP developed such a pioneering initiative as input into the AIDS 2000 Conference in Durban⁷⁹. Many creative 'virtual' fora have developed to support exchange of training information on HIV/AIDS, for example the multilevel *Medilinks*⁸⁰ and its associates.

The site on Training for Health Care in Africa defines capacity development for addressing HIV/AIDS as encompassing:

'the building of organizational and technical abilities, behaviours, relationships and values that enable individuals, groups and organizations to enhance their performance effectively, and to achievedevelopment objectives over time. It includes both strengthening the processes, systems and rules that shape collective and individual behaviour and performance in all development endeavors as well as people's ability and willingness to play new developmental roles and to adapt to new demands and situations.'

As a consequence, building national capacity, especially in Africa, acknowledges that 'limited capacity is one of the constraints that makes progress so difficult to achieve in least developed countries, which predominates in sub-Saharan Africa. The region has long faced a shortage of health professionals, managers, researchers, policy-makers and planners to implement programs, and the HIV/AIDS epidemic has made matters worse..... thus, training and skills development is a cornerstone of..... projects in the region. In recent years.....training programs for managers, clinicians, demographers, communicators and trainers [and] training of trainers [are] important as way[s].. of building a sustainable component into these programs as trainers can continue the process of building capacity.'

Examples of good practice on the site are from all African regions, and include wide coverage of training efforts by development agencies and governments across the spectrum of research, program initiatives, and networks. Most important are the live links to other global sources, such as Drumbeat, the Communication Initiative, and a host of additional UN, World Bank, bilateral and CSO experiences with training for CD.

⁷⁹ J.E.S. Lawrence. The Internet & Social Development: African Voices. Perspectives in Education. University of Pretoria RSA. July 2002 pp 55-75. Reprinted in UNESCO Online Publication: The HIV Challenge to Education. A Collection of Essays. Chapter 6. 2004.

⁸⁰ See <http://medilinkz.org/healthtopics/Training/training.asp>

C. Knowledge Services: Knowledge Management in Disaster Risk Reduction in India⁸¹

This example, named 'The Indian Approach', is an initiative under the GOI-UNDP Disaster Risk Management Program. According to the Ministry of Home Affairs, knowledge management is defined as application of the collective knowledge of the entire workforce to achieve specific organizational goals. It is about facilitating the process by which knowledge is created, shared and utilised. Knowledge is defined as "the fact or condition of knowing something with a considerable degree of familiarity through experience, association or contact."

The theories and practice of knowledge management are presented from private and public policy perspectives, as they relate to capturing/acquiring, organizing, accessing and sharing knowledge for achieving specific objectives in disaster risk reduction. The overall purpose of this process is to 'harness' knowledge in the interests of transforming information/experience into practical lifesaving options for communities at risk.

An institutional network, represented by a web portal and associated information management technologies, is used as a platform for stake holders in government, private sector organizations and civil society to access crucial and updated information in planning for disaster preparedness. Government agencies, policy makers, disaster managers and specialists from allied fields of engineering, architecture, planning, seismology, hydrology, agriculture and social science are constantly exchanging information and working together through this virtual facility. The system is incentive based and provides various tools, decision support modalities, and monitoring systems options to all stake holders.

The more than 500 institutions/programs include State Disaster Management Departments in 35 States/UTs., and National Programs for Capacity Building for Engineers, Architects and Disaster Management Practitioners in over 100 colleges. Future plans are to engage additional platforms such as one linking all state disaster management departments with a training institution network comprising all Administrative Training Institutions (ATIs) in India and other public and private training institutions in disaster management.

The strengths of these kinds of knowledge networks are seen as

- Better response.
- Empowered Government Disaster Management Departments.
- Better valuation of Resources and services
- Integration into mainstream development.
- Effective monitoring of initiatives, and.
- Promoting fair practices among the disaster management community.

The web portal is supported by various *Knowledge Collaboration Tools* and *incentive based tools* such as:

- Moderated access and facilitation.
- Program monitoring and methodology sharing tools.
- Members-workspace for decentralized content management.
- Powerful search engines.
- Moderated discussion forum for problem solving.
- Document management system.
- Moderated intra network e-mail groups.

These applications illustrate how knowledge management principles can promote situational awareness and sensitization, build capacity, and improve decision-making in disaster management practice areas.

⁸¹ See <http://www.ndmindia.nic.in/WCDRDOCS/knowledge-manageme.pdf#search=%22Knowledge%20Management%20in%20Disaster%20Risk%20Reduction%20in%20India%22>

Such knowledge `organization' and human information conversion processes contribute to a common operating picture, interoperability, practical and technical problem-solving intelligence, and enhanced and more relevant training. As a strategic approach to achieving disaster management objectives, knowledge management thus plays a valuable role in leveraging existing knowledge and converting new knowledge into action.

Annex 2. References to regional institutions, research studies, guidelines, tools and other relevant materials

HD Training Courses and Modules:

Human Development Reports Network (HDRNet) Consolidated Reply June 2003, see http://hdr.undp.org/docs/nhdr/consolidated_replies/HD%20Training%20Courses%20and%20Modules_June%2019%202003.pdf

Norwegian Centre for International Cooperation in Higher Education (SIU)

Pb 7800\
N-5020 Bergen, Norway
Phone: +47 5530 8800
Fax: +47 5530 8801
siu@siu.no

Visiting address:
Vaskerelven 39
5014 Bergen, Norway

SIU is a knowledge and service organisation with the mission of promoting and facilitating cooperation, standardisation, mobility, and the overcoming of cultural barriers to communication and exchange within the realm of higher education on an international level. The Centre is charged with the important task of coordinating national measures according to official Norwegian policy within the field of internationalisation.

UNESCO Higher Education Open and Distance Learning Knowledge Base:

http://portal.unesco.org/education/en/ev.php-URL_ID=42843&URL_DO=DO_TOPIC&URL_SECTION=201.html

UNESCO Guidelines for Quality Provision in Cross-border Higher Education (2005)

UNESCO-UNEVOC International Centre

Görresstr. 15; 53113 Bonn; Germany
Tel. [+49] (228) 243370
Fax [+49] (228) 2433777
Email: info@unevoc.unesco.org
Internet: www.unevoc.unesco.org

In order to develop and strengthen TVET at the country level, policy-makers and practitioners need to regularly update their knowledge and skills. For this purpose, the UNESCO-UNEVOC International Centre offers mobile training teams, workshops, attachments, fellowships and internships.

World Bank Capacity Development Resource Centre

<http://web.worldbank.org/WBSITE/EXTERNAL/TOPICS/EXTCDRC/0,,menuPK:64169181~pagePK:64169192~piPK:64169180~theSitePK:489952,00.html>

World Bank Knowledge Networks Agency (KNA) for the MENA

<http://web.worldbank.org/WBSITE/EXTERNAL/WBI/0,,contentMDK:20587356~menuPK:1451142~pagePK:209023~piPK:207535~theSitePK:213799,00.html>

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