



PIDA PAP 2

## **PIDA PAP 2 Implementation Strategy: From Infrastructure Project Planning to Infrastructure Services**



**PIDA PAP 2** | PIDA PAP 2 Implementation Strategy:  
From Project Ideas to Infrastructure Services

**Quality Assurance**

PIDA PAP 2 Implementation Strategy: From Project Ideas to Infrastructure Services

Version	Date	Resp.	Approval
0.0	September 7 2020	Hichame Selmaoui, Team Leader	
0.1	September 15 2020	Hichame Selmaoui, Team Leader	
1.0	September 24 2020	Hichame Selmaoui, Team Leader	
2.0	October 7 2020	Hichame Selmaoui, Team Leader	
3.0	October 27 2020	Hichame Selmaoui, Team Leader	
4.0			

## Table of Contents

Executive Summary.....	Error! Bookmark not defined.
<b>1 Building blocks of the PIDA PAP 2 .....</b>	<b>6</b>
1.1 A Strategic framework to drive regional integration on the continent.....	6
1.2 Associated Continental Initiatives and Policies .....	7
1.3 The PIDA-PAP 2: An infrastructure master plan for 2021-2030 .....	8
1.4 Implementation strategy of PIDA PAP 2.....	9
1.5 Lessons learned from PIDA PAP 1.....	10
1.6 Essential documents for the execution of PIDA PAP 2.....	10
<b>2 PIDA-PAP 2 institutional framework.....</b>	<b>12</b>
2.1 Mapping of Key Institutional Actors .....	12
2.2 Adjustments to the institutional framework for the implementation of PIDA PAP 2..	13
2.3 The PIDA-PAP 2 institutional framework.....	16
<b>3 Implementation of PIDA PAP 2 Projects.....</b>	<b>18</b>
3.1 Guiding principles for project implementation in the PIDA PAP 2 context.....	18
3.2 PIDA implementation steps and instruments in the project lifecycle.....	19
3.3 Capacity Needs to Implement the Strategy .....	27
<b>4 Management of PIDA PAP 2 portfolio.....</b>	<b>33</b>
4.1 Principles of the roll-over portfolio .....	33
4.2 Monitoring and evaluation (M&E).....	34
4.3 DATA tracking and reporting .....	38
4.4 Communication.....	39

## ACRONYMS AND ABBREVIATIONS

\$	All dollar amounts are in US dollars unless otherwise indicated.
AfDB	African Development Bank
AUDA-NEPAD	Africa Union Development Agency - New Partnership for Africa's Development
AU	African Union
AUC	African Union Commission
CAPP	Central African Power Pool
COMELEC	Comité Maghrébin de l'Electricité (Maghreb Committee for Electricity)
COMESA	Common Market for Eastern and Southern Africa
EAC	East African Community
EAPP	East African Power Pool
ECCAS	Economic Community of Central African States
ECOWAS	Economic Community for West African States
EU	European Union
ICA	Infrastructure Consortium for Africa
ICT	Information and Communication Technology
IGAD	Intergovernmental Authority for Development
ISM	EU Infrastructure Support Mechanism
IXP	Internet exchange Point
LLC	Landlocked Country
L/RBOs	Lake/River Basin Organisations
NBI	Nile Basin Initiative
OECD	Organisation for Economic Co-operation and Development
OMVS	Organisation pour la Mise en Valeur du Fleuve Sénégal (Senegal River Basin Authority)
PAP	Priority Action Plan
PIDA	Programme for Infrastructure Development in Africa
PPP	Public-Private Partnership
RBO	River Basin Organisation
REC	Regional Economic Community
SADC	Southern African Development Community
SAPP	Southern African Power Pool
STEs	Specialized Technical Entities
TAH	Trans-African Highway
TEU	20-foot equivalent unit



**PIDA PAP 2** | PIDA PAP 2 Implementation Strategy:  
From Project Ideas to Infrastructure Services

TWR	Transboundary Water Resources
TWRM	Transboundary Water Resources Management
UEMOA	Union Economique et Monétaire Ouest Africaine (West African Economic and Monetary Union)
UMA	Arab Maghreb Union
UN	United Nations
UNECA	United Nations Economic Commission for Africa
WAPP	West African Power Pool

# 1 | Building blocks of the PIDA PAP 2

## 1.1 A Strategic framework to drive regional integration on the continent

At the 18<sup>th</sup> Ordinary Session of the African Union (AU) held in Addis Ababa, Ethiopia, on January 29-30, 2012, the AU Heads of State and Government formally endorsed PIDA through the adoption of the “Declaration on the Programme for Infrastructure Development in Africa (PIDA)”<sup>1</sup>. The programme is implemented through the African Union Commission (AUC) in collaboration with the African Union Development Agency (AUDA-NEPAD), the African Development Bank (AfDB) and the United Nations Economic Commission for Africa (ECA), and its respective partners. PIDA was developed in consultation with the Regional Economic Communities (RECs), the regional and continental technical agencies [including the Lake and River Basin Organizations (L/RBO) and Power Pools (PP)], and the AU Member States (MS).

PIDA is planned to run until 2040 and is a multi-sector programme covering four sectors: Transport, Energy, Transboundary Water, and ICT. It is dedicated to facilitating continental integration in Africa through improved regional infrastructure. PIDA’s overall strategic mission is to accelerate the regional integration of the continent and facilitate the creation of the African Economic Community as planned by the Abuja Treaty<sup>2</sup>. The programme is guided by its vision across the four key infrastructure sectors as shown below.

### PIDA Vision

- PIDA’s Energy vision is to develop efficient, reliable, affordable and environmentally friendly energy networks and to increase access to modern energy services for all Africans through:
  - The development of continental clean power generation and transmission projects.
  - Implementation of high-capacity oil and gas pipeline projects.
  - Developing renewable energy resources.
- PIDA’s Water vision is to promote and enhance integrated water resource management through:
  - The development of transboundary water infrastructure to service the growing water demand.
  - Strengthening institutions for efficient cooperation on shared water resources.
- PIDA’s Transport vision is an Africa where transportation services enable the free movement of goods and people through efficient, safe, affordable and reliable transportation services through:
  - Connecting cities through modern roads and railways.
  - Developing modern African Regional Transport Infrastructure Network (ARTIN) corridors, through the development of world-class ports and air transport services.
- PIDA’s ICT vision is to enable all Africans have access to reliable and affordable ICT networks through:
  - Meeting Africa’s demand for broadband at an affordable cost.
  - Increasing access and security of access to internet services
  - The promotion of intra-African ecommerce.

<sup>1</sup> Declaration on the Programme for Infrastructure Development in Africa Doc. Ex.Cl/702(Xx).

<sup>2</sup> Treaty Establishing the African Economic Community. Adopted on June 03, 1991.

## 1.2 Associated Continental Initiatives and Policies

PIDA is linked to and aligned with many other continental initiatives that are key to regional integration across Africa, and these include:

- Agenda 2063 is Africa’s strategic framework that aims to deliver inclusive and sustainable development. It prioritises inclusive social and economic development, continental and regional integration, democratic governance and peace and security amongst other issues. Agenda 2063 is the concrete manifestation of how the continent intends to achieve the AU’s vision of *“An integrated, prosperous and peaceful Africa, driven by its citizens, representing a dynamic force in the international arena.”* PIDA is the Continental Framework contributing to the realisation of Agenda 2063 alongside other infrastructure flagships initiatives such as the Grand Inga Hydro and the High-Speed Rail (HSR).
- The African Continental Free Trade Area (AfCFTA) provides an overall framework defining the need for regional infrastructure. The specific objective of the AfCFTA is to increase participation in cross-border supply chains by reducing trade costs through regional integration.
- The harmonisation of other sector policies is a core objective of the Abuja Treaty and Agenda 2063 and is a foundational element of the mandate for RECs.
- AU Treaties and Conventions, such as the African Union Convention on Cross-Border Cooperation (Niamey Convention), Constitution of the Association of African Trade and Promotion Organizations.

In the **transport sector**, the main continental initiative linked with PIDA are:

- The Africa Integrated High-Speed Railway Network (AIHSRN) is one of the flagship projects of the Agenda 2063. AIHSRN aims at facilitating the achievement of the AU Vision of integrating Africa physically and economically. The AIHSRN will complement and coherent with the Programme for Infrastructure Development in Africa (PIDA) – as a rolling continental infrastructure initiative.
- The Single African Air Transport Market (SAATM) aims to create a single air transport market in Africa by fully implementing the 1999 Yamoussoukro Decision.

In the **energy sector**, one of the main continental initiative linked with PIDA is:

- The Continental Transmission Masterplan aims to link African utilities and creates a continental energy market that would enable utilities to source energy from the most competitive sources within Africa and beyond.

In the **ICT sector**, one of the main continental initiative linked with PIDA is:

- The Digital Transformation Strategy for Africa aims to create an integrated and inclusive digital society and economy in Africa. Digital Transformation Strategy for Africa align with PIDA as it aims to harness digital technologies and innovation to transform Africa’s societies and economies to promote Africa’s integration, generate inclusive economic growth, stimulate job creation, erase the digital divide and eradicate poverty to secure the benefits of digital revolution for socio-economic development.

**PIDA PAP 2** | PIDA PAP 2 Implementation Strategy:  
From Project Ideas to Infrastructure Services

- The AU Cybersecurity Convention (AUCC) sets out the agreement among the AU Member States on cybersecurity and personal data protection, which facilitates the building of an information society across Africa.

In the **Water sector**, the main continental initiative linked with PIDA is:

- The Water Vision 2025 developed in 2003 by UNECA, AU and AfDB were designed to lead to a future where the full potential of Africa’s water resources can be readily unleashed to stimulate and sustain growth in the region’s economic development and social well-being. PIDA, through Lakes and River Basins Regional organisation, is supporting the realisation of this vision.

### 1.3 The PIDA-PAP 2: An infrastructure master plan for 2021-2030

The first phase of PIDA was translated into the PIDA Priority Action Plan 1 (PIDA PAP 1), which represented a list of regional priority projects for implementation from 2012 to 2020. As the first phase of the implementation of PIDA (PIDA PAP 1) ended in 2020, PIDA Stakeholders have developed the second phase, the PIDA PAP 2 – with an implementation horizon from 2021 to 2030. The PIDA PAP 2 has been developed to reflect RECs’ and MS priorities while translating the AU Vision and Agenda 2063 calling for sustainable, inclusive, and world-class infrastructure.

#### The Integrated Corridor Approach

Aspiration 1 and Goal 10 of the AU Vision under Agenda 2063 call for “inclusive, sustainable and world-class infrastructure.” Indeed, Agenda 2063 emphasises the need for inclusive and sustainable growth and development.

The first step towards realising that vision was taken during the Lomé Declaration<sup>3</sup> of the First Specialised Technical Committee on Transport, Transcontinental and Inter-Regional Infrastructure, Energy and Tourism (STC-TTIIET I) in March 2017, wherein the strong political will underscored and recommended the concept of an Integrated Corridor Approach for infrastructure development in Africa. The Integrated Corridor Approach is based on two pillars:

- The corridor planning, which is a deliberate approach that ensures that infrastructure facilities, included under PIDA-PAP 2, complement one another; and
- The integration of social inclusiveness and sustainability features into the planning process to select projects that mirror the AU Vision and maximise the socio-economic impact for the population.

#### Adoption of PIDA PAP 2

Following the approval of the Integrated Corridor Approach by the STC-TTIIET 1 and Ministers in charge of energy in Egypt (2018), the process to implement it was articulated. It is built around the key steps that make PIDA PAP 2 a robust infrastructure portfolio consisting of projects reflecting the vision of the AU, built through a consultative process that highlights projects whose selection, financing and implementation would broaden socio-economic development

<sup>3</sup> THE FIRST ORDINARY SESSION OF THE AFRICAN UNION SPECIALIZED TECHNICAL COMMITTEE ON TRANSPORT, TRANSCONTINENTAL AND INTERREGIONAL INFRASTRUCTURE, ENERGY AND TOURISM 13–17 March 2017. Lomé, TOGO

**PIDA PAP 2** | PIDA PAP 2 Implementation Strategy:  
From Project Ideas to Infrastructure Services

for the AU Member States. PIDA-PAP 2 includes projects for each of the five designated regions, as well as projects that have cross-regional impacts and are classified as “continental”, and projects for island nations.

## 1.4 Implementation Strategy of PIDA PAP 2

The PIDA PAP 2 Implementation Strategy is designed to provide a comprehensive overview of how PAP 2 projects should be developed and progressed through the project lifecycle (from planning to financial close) using the Integrated Corridor Approach to meet Agenda 2063 while enhancing project bankability. It sets out the institutional structure (Section 2), the Integrated Corridor Principles, as well as the available PIDA Instruments (Section 3) that project owners can leverage to accelerate project development.

Moreover, the Implementation Strategy presents the data tracking/monitoring and evaluation tools that should be used to track the development of projects and the overall PAP 2 portfolio (Section 4).

The Implementation Strategy is, therefore, a critical document that provides the architecture applicable to the overall implementation of projects under PAP 2. It has been designed to align with the PIDA Vision and principles of the Integrated Corridor Approach and builds on the lessons learned from PIDA PAP 1.

It has to be noted that implementation of **individual PIDA projects** requires an approach that differs from that of the management of the **PIDA project portfolio**, as is further explained below.

### PIDA project implementation

Fundamentally, this Implementation Strategy is a high-level guideline as to how projects in the PIDA-PAP 2 portfolio get converted into bankable projects that can be implemented by project owners.

There are many actors involved in developing and implementing infrastructure projects, as well as several tools to be leveraged. The Implementation Strategy sets out how these institutions and tools are used to move projects from the PIDA shortlist into the pipeline of DFIs, Banks, and project developers towards financial due diligence and closure.

This strategy also outlines how the activities associated with moving projects along this cycle are coordinated. As part of its mandate, AUDA-NEPAD plays a central role in coordinating these activities.

### PIDA portfolio management

The portfolio management component of this strategy relates to the overall package of projects which PIDA chooses to prioritise in its Priority Action Plans (PAPs). The construction of the PIDA PAP 2 portfolio involves setting priorities based on agreed objectives (reflected in the PIDA Vision) and then choosing projects to execute based on what should provide optimal value towards achieving those objectives. For PAP 2, this has been done based on the Integrated Corridor Approach (described above).



**PIDA PAP 2 |** PIDA PAP 2 Implementation Strategy:  
From Project Ideas to Infrastructure Services

On an ongoing basis, portfolio management involves measuring and evaluating the performance of the projects within the portfolio and ensuring the PAP 2 portfolio is advancing and appropriately updated. Ensuring there is a robust framework for monitoring and evaluating performance is, therefore, key to delivering PAP 2 (described further in Section 4).

**1.5 Lessons learned from PIDA PAP 1**

Development of PIDA PAP 2 has been guided by the lessons learnt from PIDA PAP 1, which are elaborated in the PIDA PAP 1 Mid Term Review (MTR). Table 1-1 summarises the lessons and recommendations from the PIDA PAP 1 MTR, which should be considered in this current Implementation Strategy.

Table 1-1: Summary of PIDA-PAP 1 MTR observations and recommendations

MTR Observations / Recommendations	Cross-reference to Implementation Strategy
The Institutional Architecture for Infrastructure Development in Africa (IAIDA) is primarily a decision-making mechanism, does not take account of all phases of PIDA implementation.	Covered in Section 2.
AfDB to take a larger role in project preparation, e.g., to assess bankability	
Have a strategy for ensuring sufficient resources, along with the AfDB, for PIDA PAP 2	Elaborated in the PIDA Financing Strategy and Partnerships Strategy
Engage with African pensions funds and regulatory authorities to better understand barriers to investments in African infrastructure and how to solve them	Covered in Section 3
Involve REC Departments in charge of resources mobilisation and private sector into PIDA Implementation and make them members of a reformed CBN	
Operationalise the Africa Infrastructure Guarantee Mechanism	
Engage RECs for they may have varied needs and are not all at the same level of capacity	
The responsibility for updating VPIC should be more formal and mandatory, to realise the full value of the VPIC	Covered in Section 4
With the PIDA Communications Strategy 2013-2015 being obsolete, it is advisable to revise the Communication Guidelines.	
It is advisable to formulate a Manual for Journalists to mitigate the impact of high turnover in journalists	
There is a need to follow and operationalise the monitoring and measurement of PIDA communications activities	
The evolution of the NEPAD Planning and Coordinating Agency to AUDA-NEPAD provides an opportunity for PIDA presence at country level, through a PIDA Focal Point Person or AUDA Country Offices.	
Support the development of PIDA Operation Guidelines, including studies of Best Practices for Maintenance of Regional and Continental Infrastructure Support by PIDA.	Covered in Section 5

**1.6 Essential documents for the execution of PIDA PAP 2**

In addition to this Implementation Strategy, AUDA-NEPAD will develop the PIDA Implementation Plan and the PIDA Operational Guidelines that guide the implementation of the

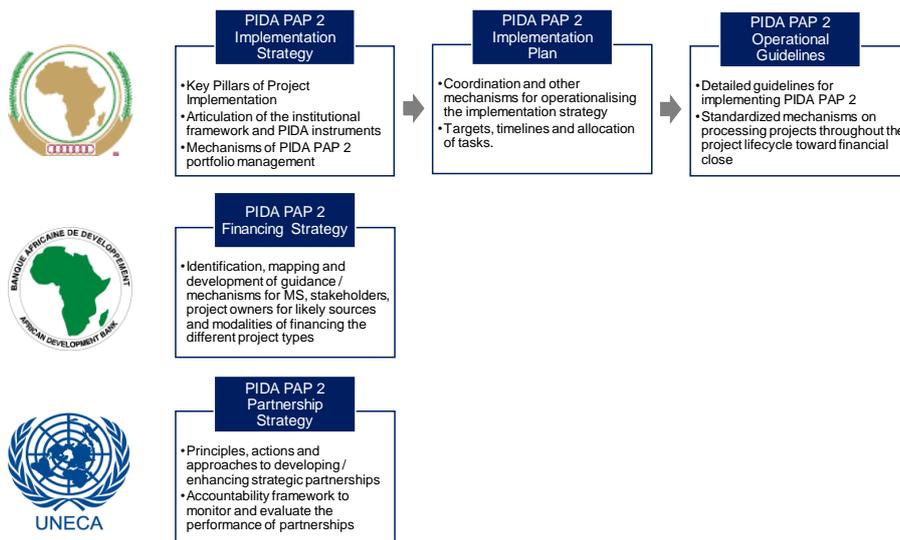


**PIDA PAP 2 |** PIDA PAP 2 Implementation Strategy:  
From Project Ideas to Infrastructure Services

PIDA PAP 2 portfolio of projects. In parallel, the AfDB’s financing strategy sets out the approach to financing PIDA PAP 2 projects and the UNECA’s PIDA Partnership Strategy provides an approach to developing key relationships with PIDA partners to enhance collaboration.

These documents provide detail on the specific tasks to be conducted within the PIDA PAP 2 ecosystem, the approach to financing the activities under PAP 2, and how partnerships with other key institutional actors can be developed or enhanced to accelerate project development as summarised in the figure below

**Figure 1-2: Articulation of document for the execution of PIDA PAP 2**

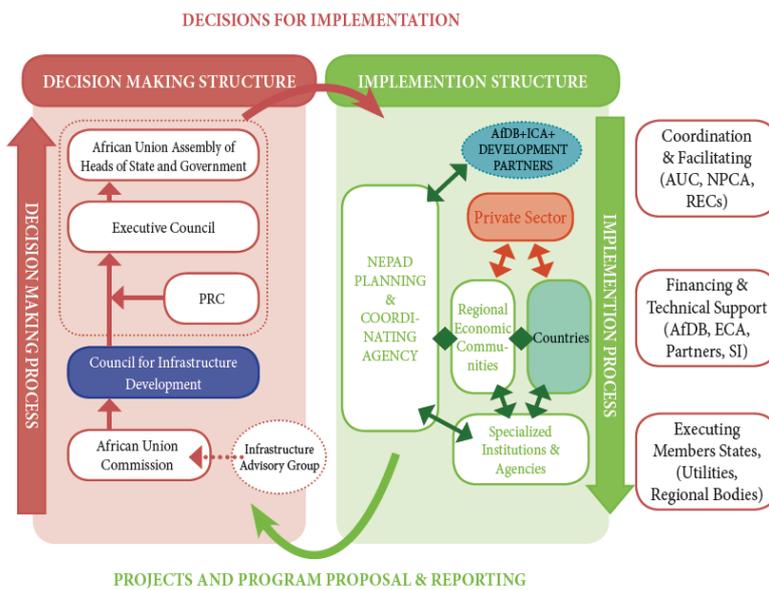


# 2 | PIDA-PAP 2 institutional framework

## 2.1 Mapping of Key Institutional Actors

The Institutional Architecture for Infrastructure Development in Africa (IAIDA) outlines principles behind the roles of PIDA Implementing Partners, both at decision-making and implementation level, as demonstrated in Figure 2.2.<sup>4</sup>

Figure 2-1: IAIDA Mechanism (2010)



PIDA builds on RECs, MS as well as regional technical bodies for implementation of regional infrastructure projects. Projects supported by PIDA rely on several other development partners, notably the PIDA executing agencies (AUC, AUDA-NEPAD, AfDB and ECA), supporting bodies (Council for Infrastructure Development, PIDA Steering Committee and the Infrastructure Advisory Group), other development partners (e.g., Infrastructure Consortium for Africa (ICA) and bilateral donor agencies). PIDA is fundamentally multi-institutional and relies on several players to be successful.

However, the PIDA PAP 1 MTR noted that IAIDA lacks a clear articulation of the allocation of tasks to be undertaken by each institution during the project lifecycle. Moreover, IAIDA needs to be updated to take account of the new mandate of AUDA-NEPAD (discussed in detail below)

Source: Virtual PIDA Information Centre

<sup>4</sup> This figure depicts the original formulation of the IAIDA in 2010, prior to the transformation of the NPCA into AUDA-NEPAD.

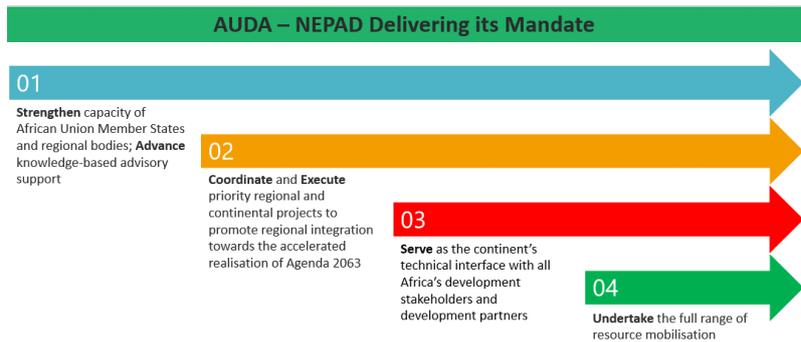


and the new multi-sectorial approach required by the Integrated Corridor Approach.

**2.1.1 AUDA-NEPAD’s Role in the PIDA Institutional Framework**

The NEPAD Planning and Coordination Agency (NPCA) was transformed into AUDA NEPAD in 2018 following the 31<sup>st</sup> Ordinary Session of the Assembly of African Union Heads of State and Government in Nouakchott, Mauritania. The mandate of AUDA-NEPAD (shown in Figure 2-3) was broadened compared to the NPCA in terms of Coordinating and Executing priority regional and continental projects while promoting regional integration towards the realisation of agenda 2063 while providing knowledge-based advisory support, technical interface and capacity building to the AU Member States and resource mobilisation.

Figure 2-2: AUDA-NEPAD Mandate



Thus, in light of its coordination and execution role, AUDA-NEPAD is also responsible for the management of the PIDA PAP 2 portfolio. While PIDA stakeholders (including AUDA-NEPAD) may lead the work on different aspects of the project cycle (e.g., during financing), AUDA-NEPAD is the crucial institution providing oversight, monitoring, and coordination that ensure project implementation and helps projects progress smoothly through the project cycle. The approach used by AUDA-NEPAD to coordinate the progression of PIDA projects through the project development cycle is elaborated further in Section 3.

**2.2 Adjustments to the institutional framework for the implementation of PIDA PAP 2**

The institutional architecture for PIDA implementation supports the efficient delivery of infrastructure services at the national, regional and continental level.

The existing institutional framework provides a clear description of the principles to be followed by institutions. Given that the core mandates of crucial institutions have not changed since the IAIDA was developed (apart from AUDA-NEPAD), the current formulation based on IAIDA is still broadly applicable. However, additional refinements and clarity are required in light of the experience during PAP 1 and the introduction of the Integrated Corridor Approach (discussed below).



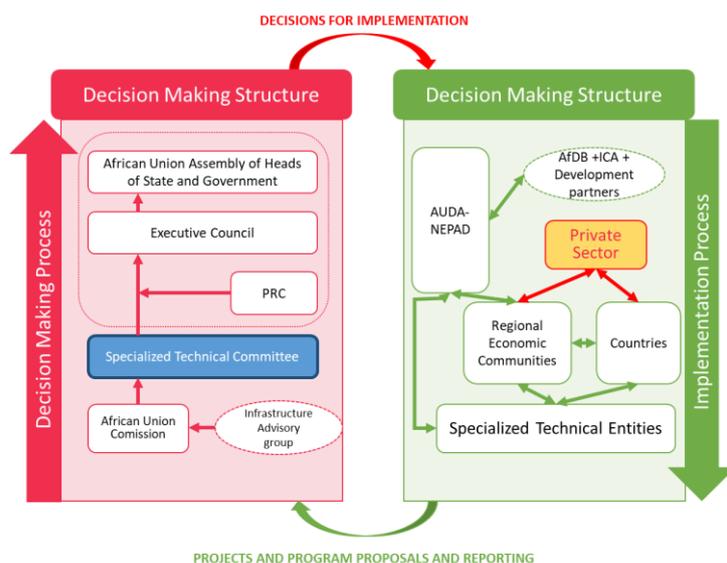
### 2.2.1 Recommended Changes to the Decision Making Structure

To provide general guidance to the PIDA executing agencies, the IAIDA envisaged a decision-making body called “Concil for Infrastructutre Development” (CID). However, the CID was not fully put in place after the endorsement of PIDA-PAP 1 by Heads of States in February 2012.

In practice, the decision-making structure during the implementation of PIDA-PAP 1 has relied on the various Specialized Technical Committees relevant to PIDA Sectors, such as the STC on Transport, Infrastructure, Intercontinental and Interregional Infrastructure, Energy and Tourism (STC-TTIET). The STCs have therefore taken on the role originally envisaged for the CID.

Given the evolution of the decision-making structure during PIDA-PAP 1 through the involvement of the STCs, it is recommended that this structure be formalized within the IAIDA. The following figure outlines the suggested the changes whereby the STCs would replace the CID.

Figure 2-3: Adjustment to IAIDA Decision Making Entities



### 2.2.2 Recommended Changes to the institutional framework based on PAP 1 MTR and market demand study

The PIDA PAP 1 MTR made recommendations for alterations to the framework/process that could be adopted in future, which are reflected in the table below. The PIDA PAP 2 Market Demand Study (MDS)<sup>5</sup> also identified limitations to the implementation of PIDA projects, which have a link to the institutional framework, as summarised in Table 2-1.

<sup>5</sup> The MDS sets out the outlook for demand in infrastructure over the PIDA PAP 2 window as well as capacity gaps to implement PIDA PAP 2.

Table 2-1: Summary of the observations and recommendations MTR about IAIDA

**Observations from the MTR**

MTR Observations / Recommendations	Changes to the institutional framework
The Institutional Architecture for Infrastructure Development in Africa (IAIDA) is primarily a decision-making mechanism, does not take account of all phases of PIDA implementation.	The description of the institutional framework should be articulated across different phases of the project cycle (addressed below).
AfDB takes a larger role in project preparation.	The PIDA Financing Strategy and the AfDB PPP Framework to be taken into account in developing and updating the PIDA PAP 2 Implementation guidelines so as to ensure project bankability.

**Observations from PIDA PAP 2 MDS**

The limitations and implementation issues identified in the MDS go beyond issues related to the institutional framework and touch on critical bottlenecks throughout the project lifecycle, such as the need for:

- enhanced cooperation between RECs and MS,
- clarity on the institutional arrangements at the project level,
- alignment of procurement processes, and
- reinforcement of the capacity of PIDA stakeholders.

However, these issues also highlight the need for the roles and responsibilities of institutions, and the tools available to those institutions, to be articulated to provide clarity on the overall institutional framework for projects throughout the project lifecycle (as provided in this Implementation Strategy). It also highlights the importance of strong coordination throughout the project lifecycle, which should be provided by AUDA-NEPAD under its new mandate.

**2.2.3 Recommended changes to the institutional framework based on the Integrated Corridor Approach**

Though at the implementation stage, the principles of the Integrated Corridor Approach do not necessitate changes to the institutional framework, in general, they do require organisations to adapt their activities and approaches to engaging with PIDA and the PAP 2 process throughout the project lifecycle.

For instance:

- RECs, MS and STEs would need to enhance coordination as the principles of the Integrated Corridor Approach (outlined in Section 3) call for developing multi-sectoral economic corridors anchored on infrastructure. Other commentators, including the European Commission, have also recommended the need for reinforcing cooperation between RECs, MS governments, IFIs and other stakeholders.<sup>6</sup> AUDA-NEPAD would be a crucial resource in this regard, in its capacity as a lead coordinator.

<sup>6</sup> Towards an enhanced Africa-EU Cooperation on Transport and Connectivity, Task Force on Transportation and Connectivity (2020)



**PIDA PAP 2 |** PIDA PAP 2 Implementation Strategy:  
From Project Ideas to Infrastructure Services

- Project owners would have increased responsibilities to ensure that the objectives and principles of the Integrated Corridor Approach are included within the project delivery plan.
- The Integrated Corridor Approach also requires additional monitoring requirements for both AUDA-NEPAD and project owners of PAP 2 projects to ensure their compliance with the Integrated Corridor principles.

The approach to tackle these matters is to ensure that the principles of the Integrated Corridor Approach are embedded in the project cycle (as discussed in Section 3).

### 2.3 The PIDA-PAP 2 institutional framework

Table 2-2 below builds on IAIDA to overcome the missing links discussed above. It shows an overview of the institutional framework at different points in the PAP project cycle, including the specific roles and responsibilities of critical institutions based on their mandates (more information on each institution is provided in Appendix A). These responsibilities can be undertaken as a lead role or support role:

- At the planning stage, the AUC leads and coordinates the efforts on project identification, screening and portfolio building, drawing on submissions from RECs, MSs and STEs.
- At the development and implementation stages, AUDA-NEPAD maintains overall coordination and supports project owners during the development phase. At the same time, AfDB, ECA and other continental institutions remain deeply involved at the various stages of projects (e.g., AfDB at the financing of the project). This support to the project owners may be executed through various PIDA instruments (discussed in Section 3).
- In line with the principle of subsidiarity, project owners (i.e., MS and STEs) are responsible key actors at the contracting phase and eventually execute projects.
- RECs remain the building blocks of PIDA as they act as an interface between the executing agencies and their respective Members States at various stages of the project cycle.

The concept of subsidiarity is key to ensuring that public decision-making is not disconnected from those who should have to respect it and that the ultimate project owner(s) are those who have the greatest incentive to deliver the project. Subsidiarity is a core guiding principle of the AU and continues to be relevant for PIDA PAP 2.

**PIDA PAP 2 |** PIDA PAP 2 Implementation Strategy:  
From Project Ideas to Infrastructure Services

**Table 2-2: Roles of critical institutions in the PDA PAP project lifecycle**

		Planning	Development	Financing	Contracting	Implementation & Monitoring
Yellow highlighting denotes the responsible institutions						
Green highlighting denotes the coordination responsibility						
Executing Agencies	African Union Commission	Leads the planning exercise to prepare the PAPs	Supports as necessary (e.g. by making recommendations to CID)	-	-	Project monitoring through PIDA M&E and Information Management system
	AUDA-NEPAD	Supports AUC in the identification and selection of projects to be included in PIDA-PAPs <b>Responsible</b> for implementing the 'roll-over' of PAP 2 portfolio.	<ul style="list-style-type: none"> <li>Mobilises resources for project preparation</li> <li>Provides technical and implementation support to RECs and MS through PIDA Instruments* &amp; templates</li> </ul>	Provides technical and implementation support to RECs and MS for mobilizing finance through market sounding at PIDA Week and other investment forums	Provides technical and implementation <b>support</b> to RECs and MS	Provides technical and implementation <b>support</b> to RECs / MS and contributes to data collection
	Coordination & Management of PAP 2 Portfolio by AUDA-NEPAD					
	African Development Bank	Supports AUC in the identification and selection of projects to be included in PIDA-PAPs	Invests resources for PIDA project preparation	Provides financing for a number of PAP projects.**	Provides procurement templates and rules to be used by MS at the contracting stage	Works closely with implementing agencies for effective implementation and monitoring
	United Nations Economic Commission for Africa	Supports AUC in the identification and selection of projects to be included in PIDA-PAPs	Supports MS in project development	-	-	-
Supporting Bodies	Council for Infrastructure Development	Reviews selected projects	-	-	-	Reviews programme implementation reports
	Infrastructure Advisory Group	-	Advises AUC on economic and financial aspects of projects.	-	-	-
	PIDA Steering Committee	-	-	-	-	Advises IAG on implementation of PIDA
Key Stakeholders	Regional Economic Communities	Supports the planning process of PIDA-PAPs through work with MS	Support MS (e.g. financing (pre)feasibility studies and transaction advisory services)	Support MS/STEs in researching and mobilizing financing	Support MS/STEs in project contracting	Monitor project implementation and provide information for AID
	Specialized Technical Entities (STE)	STEs' projects are considered within PIDA-PAPs preparation	Undertake and finance preparatory studies	<b>Responsible</b> for financing and/or gathering required financings	<b>Responsible</b> for the contracting process	<b>Responsible</b> for project implementation
	Member States	PIDA projects are based on national strategies and national master planning	Undertake and fund preparatory studies	Allocate budget to the projects as possible and structure/gather financing	<b>Leads</b> the contracting process	<b>Responsible</b> for monitoring project implementation
Development Partners	Fund and/or undertake Technical Assistance (TA) in support of Executing Agencies	Fund and/or undertake preparatory studies to support MS/STEs	Assist MS/STEs through financing projects	Assist MS/STEs through providing support in tendering management	Assist MS/STE in project implementation and can participate in project monitoring	

\* AUDA-NEPAD provides upstream and midstream development support through the SDM (discussed in Section 3).

\*\* AfDB is currently developing its financing strategy. In general, AfDB may provide financing to projects through sovereign (i.e., loans to MS which are passed on to projects) or non-sovereign (i.e., directly to projects) channels.

# 3 | Implementation of PIDA PAP 2 Projects

## 3.1 Guiding principles for project implementation in the PIDA PAP 2 context

The implementation of PIDA PAP 2 projects brings together the PIDA Vision with the guiding principles of the Integrated Corridor Approach, the institutional framework (discussed in Chapter 2) and the existing institutional PIDA instruments that can be leveraged throughout the project development lifecycle.

### Integrated Corridor Approach principles and the implementation process

The Integrated Corridor Approach is a multi-sectoral framework to infrastructure development that works toward a more prosperous Africa by designing and structuring projects to maximise job creation, climate friendliness, improve connectivity between urban and rural areas, link infrastructure with other economic sectors. Projects should also contribute to a people-driven Africa by strengthening the role of women through gender-responsive infrastructure development. PIDA PAP 2 projects should use the Integrated Corridor Approach as a Guiding Principle to develop and implement PIDA PAP 2 Projects. The implementation of PIDA PAP 2 projects should thus be based on the implementation principles set out below.

#### Integrated Corridor Approach implementation principles

- **Infrastructure Corridors:** Adopting a multi-sectoral approach to develop Economic Corridors that are anchored on infrastructure by developing complementary programmes with other sectors such as Tourism, Agriculture, Industrialisation, Services and trade sectors within AUDA-NEPAD, RECs and MS.
- **Job Creation:** Implementing projects with measures to maximise job creation for each project/corridor with precise job creation potential estimates, recommendations to maximise jobs before, during and after construction. Include should be interventions to develop the necessary skills that are key for the successful realisation of job creation potential.
- **Rural-Urban Connectivity:** Developing rural connectivity strategies to stimulate entrepreneurship, access to finance and investment in Social Infrastructure (education and health) in rural communities being traversed by PIDA Infrastructure/corridors. Included are interventions to increase last-mile access, e.g., energy to the grid or through distributed power systems and digital ICT applications.
- **Climate Resilience:** Mainstreaming climate change in the design of climate-friendly and climate-resilient infrastructure. Also included is the promotion of adaptation initiatives along the PIDA Corridors (e.g., re-forestation initiatives in the catchment areas of Hydropower and Transboundary Water projects).
- **Gender Responsive Infrastructure:** Mainstreaming Gender in Infrastructure development and along the economic corridors through, for example, gender-responsive procurement.
- **Innovation:** Promoting innovation in the design and financial structuring of PIDA Projects (e.g., incorporating the 5% Agenda in the financial structure of projects).
- **Financial viability:** Projects should be prepared to keep in mind their bankability aspects to secure finance and comply with bankability requirements of major Development Finance Institutions (DFIs), such as Government ownership/support/fiscal affordability, clear and stable revenue streams, appropriate risk allocation/ mitigation/management, probity in procurement/project management, and private sector involvement.

**PIDA PAP 2** | PIDA PAP 2 Implementation Strategy:  
From Project Ideas to Infrastructure Services

The PIDA PAP 2 Implementation Strategy is therefore guided by the Integrated Corridor Approach implementation principles, bankability perspectives and defined by the institutional actors, their roles/responsibilities and the available PIDA instruments.

This Chapter sets out the relevant institutional instruments that can be leveraged (Section 3.2) and demonstrates how these come together as part of a single overall strategy. This strategy gives a high-level overview of how these principles and PIDA Instruments could be applied, the detailed processes and procedure being contained in the PIDA Implementation Guidelines.

### 3.2 PIDA implementation steps and instruments in the project lifecycle

#### 3.2.1 Presentation of the critical instruments relevant to project implementation

Several instruments have been developed to help advance projects prioritised by PIDA under its PAPs (Table 3-1). These instruments are targeted to help stakeholders (e.g., MS and developers) bridge potential gaps in expertise/capacity, to address critical bottlenecks in project implementation, and to develop the necessary inputs to make projects bankable.

Table 3-1: A selection of instruments to assist infrastructure project implementation

Instrument	Overview
PIDA SDM	Institutional advisory services, legal advice, communications, capacity building targeted at the planning and early/mid-stage development phase.
PQL	Designation for quality in project development: Helps projects to identify gaps in project development and signals quality development to the market.
CBN	A public-private partnership platform for collaboration focussed on addressing issues related to financing and risk management by engaging private sector expertise and financing for infrastructure development. CBN's role has also been extended recently (2020) with the objective to analyse data and formulate intelligence to provide advocacy for emerging infrastructure trends, opportunities and challenges.
AIGM	It is aimed at enhancing access to risk mitigation products. The objective is to provide necessary enhancements to unlock institutional capital. Not yet operationalised.
NEPAD IPPF	Project preparation facility hosted by AfDB, targeted at mid/late-stage development activities.
ANWIn	Promotes inclusive development, providing high-level strategic engagement platform.
REAP	Provides technical assistance, facilitates engagement with investors, and provides capacity building/training programmes
Job Creation Toolkit	Provides project owners with job estimation capabilities and recommendations for maximising job creation.

These instruments have been designed to be leveraged at different stages in the project lifecycle. Some are applicable at the development stage (e.g. PIDA SDM, NEPAD IPPF) while others are relevant to later stages in the project cycle (e.g., during financing and contracting).

The instruments were developed before the introduction of the Integrated Corridor Approach. As such, a process of alignment would be required to customise the use/implementation of these instruments and align them with the critical Integrated Corridor implementation principles set out above.

**PIDA PAP 2** | PIDA PAP 2 Implementation Strategy:  
From Project Ideas to Infrastructure Services

The applicability of PIDA instruments along the project cycle and their customisations are summarised in Figure 3-1: Key Institutional Instruments that can be leveraged throughout the project lifecycle

7

---

<sup>7</sup> A more detailed description of the instruments is presented in Annex B.

**PIDA PAP 2** | PIDA PAP 2 Implementation Strategy:  
From Project Ideas to Infrastructure Services

Figure 3-1: Key Institutional Instruments that can be leveraged throughout the project lifecycle

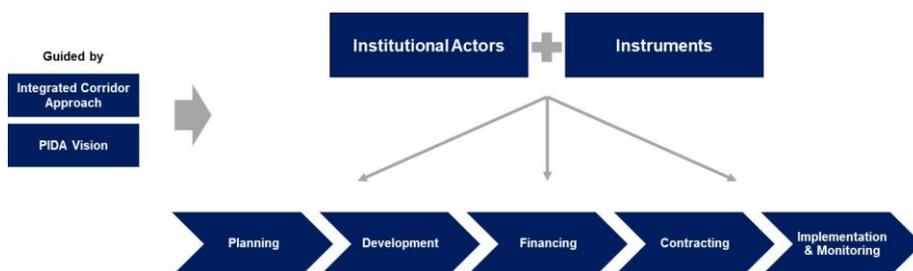


Instrument	Planning	Development	Financing	Contracting	Implementation & Monitoring	Customization of instruments for PIDA PAP 2
PIDA Service Delivery Mechanism						Support provided through the SDM should include requirements to take account of Integrated Corridor principles. (e.g. communications, including preparing project brochures, flyers, publications and communication strategies for projects should highlight expected benefits in regards to the Integrated Corridor Approach – Gender promotion, job creation, climate, etc.)
NEPAD IPPF						Increase focus on gender and inclusive development as part of the scope of the feasibility studies conducted. Re-assessment of performance against Integrated Corridor Assessment selection criteria t planning stage to be evaluated during the feasibility study. (data to inform the roll-over aspect of PIDA-PAP 2?)
PIDA Quality Label						PQL criteria could be broadened to include additional aspects relevant to the Integrated Corridor Approach and project bankability. This should include, , status of Economic Corridor development strategy; Jobs Maximisation Strategy, Rural Urban connectivity interventions; Gende Mainstreaming & gender sensitive procurement interventions use of innovative technologies/ approaches, inclusion of gender mainstreaming policies, contribution to multi-modal corridors, etc.
African Infrastructure Guarantee Scheme						Raise awareness on the benefit of Integrated Corridor Approach (approach to gender, Climate and Jobs especially) to increase the number of public providers of risk mitigation
Job Creation Toolkit						
NEPAD Renewable Energy Access Programme (REAP)						Support PIDA-PAP 2 project owners to meet their commitment towards the climate criteria.
Continental Business Network						Focus CBN on PIDA PAP 2 projects, particularly those with the highest level of bankability.
Africa Network for Women in Infrastructure						Expand scope of ANWIn to make the institution relevant to all steps of the project cycle. The objective will be to assess the commitments of projects owners regarding he gender criteria but also to raise awareness on the ways to meet these commitments

### 3.2.2 Mechanisms of PIDA-PAP 2 project implementation

The PIDA PAP 2 Implementation Strategy is defined by how the different institutional players work together, using the institutional instruments described above (guided by the principles of Integrated Corridor Approach) to implement PIDA PAP 2 projects, as demonstrated in Figure 3-2.

Figure 3-2: PIDA implementation mechanism



The PIDA PAP 2 Implementation Strategy, and how it operates under the Integrated Corridor Approach, can therefore be set out as represented in the table below (assuming that the institutional framework and instruments have been tailored, as described in previous sections).

The table below represents, therefore, the core of the PIDA-PAP 2 Implementation Strategy as it can be used as a guideline to how PAP 2 projects would be developed and progressed through the project lifecycle (from planning to commissioning). It sets out the institutional structure, the tools available under PIDA that projects owners can leverage to accelerate project development and the coordinated use of these tools in the PIDA project ecosystem.

By following the steps represented below, the implementation of PIDA-PAP 2 projects would be streamlined, and the crucial limits identified by the PIDA-PAP 1 MTR and other analyses would be addressed.

**PIDA PAP 2 |** PIDA PAP 2 Implementation Strategy:  
From Project Ideas to Infrastructure Services

**Figure 3-3: Summary of the Implementation of PIDA Projects**

		Planning	Development	Financing	Contracting	Implementation & Monitoring
Who and What	Responsible Institution(s)	AUC, AUDA-NEPAD, AfDB and UNECA responsible for planning PAP 2 and selecting PAP 2 projects.	MS, RECs, STEs: undertake feasibility studies, detailed design and project structuring. AUDA-NEPAD is the lead development agency at continental level	MS, RECs, STEs: responsible for marketing projects and raising funds (e.g. private, public or donor funds). AfDB: provides financing for PAP projects.	MS, RECs, STEs: responsible for procurement	MS, RECs, STEs: responsible for project implementation and monitoring.
	Supporting Institution(s)	MS, RECs, STE: Responsible for bringing projects forward based on national and regional masterplans AUDA-NEPAD provide supports through institutional instruments	AUDA-NEPAD, AfDB, and development partners mobilize resources and sponsor feasibility studies / technical assistance.	AUDA-NEPAD supports with marketing and TA. Development partners assist with TA and/or financing.	AfDB provide support through ALSF (Transaction Advisory) and contract templates. AUDA-NEPAD provide TA and implementation support	AUDA-NEPAD and AfDB provide TA during implementation Within the M&E and Information Management, AUDA-NEPAD make available to Project Owners with data and monitoring tools.
How	Institutional Instruments	<ul style="list-style-type: none"> <li>MS, RECs, STEs leverage the <b>SDM, Expert Services Pool, Job Creation Toolkit</b> to undertake early stage planning</li> </ul>	<ul style="list-style-type: none"> <li><b>SDM</b> used for early/mid-stage development.</li> <li><b>NEPAD-IPPF</b> used for undertaking feasibility studies, structuring, detailed design (<b>REAP</b> can be used for renewables).</li> <li><b>PQL</b> is used to identify gaps in development and signal quality.</li> <li><b>Job Creation Toolkit</b> used during feasibility studies to ensure job creation is analysed in line with the integrated corridor approach</li> <li><b>ANWin</b> ensure gender mainstreaming is included in development phase activities</li> <li>Various expertise of the <b>PIDA Expert Services Pool</b> to be leveraged during project preparation</li> </ul>	<ul style="list-style-type: none"> <li><b>AIGM</b> used to unlock institutional capital</li> <li><b>CBN</b> used to unlock financing bottlenecks and attract private sector financing</li> <li><b>REAP</b> to increase financial resources for PIDA-PAP 2 renewable energy projects</li> <li><b>ANWin</b> to enhance visibility to investors with gender based investment criteria (DFIs, gender-lens investing)</li> </ul>	<ul style="list-style-type: none"> <li><b>Job Creation Toolkit</b> used to maximize jobs and local content during procurement</li> <li><b>ANWin</b> used to maximize gender mainstreaming content during procurement</li> <li><b>CBN</b> used to facilitate participation of African contractors in Infrastructure tenders through joint ventures, consortia and partnerships</li> </ul>	<ul style="list-style-type: none"> <li><b>M&amp;E and Information Management</b></li> </ul>
Why	Integrated Corridor Approach	Projects constituting the PIDA PAP 2 are selected based on the Integrated Corridor Approach principles as guided by the PIDA STC	Use of customized institutional instruments ensures that the Integrated Corridor Approach principles are embedded to the projects	Integrated Corridor Approach leads to a larger number of bankable projects with increased likelihood of financial close and commissioning of a project	Use of customized institutional instruments ensures that the Integrated Corridor Approach principles are embedded to the procurement process and contractual arrangements (infrastructure construction and service delivery)	Performance against Integrated Corridor Approach criteria and principles to be monitored and reported.

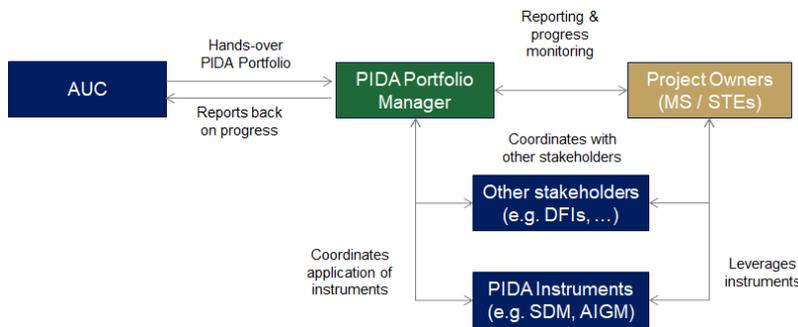
**AUDA-NEPAD’s Coordination Role in the PIDA PAP 2 Implementation Strategy**

While the steps to be followed by the institutions involved in the implementation of PIDA-PAP 2 projects as well as the tools to be leveraged at each step of the project cycle are articulated (see table above), these elements need to be undertaken in a coordinated and coherent fashion.

As demonstrated in Section 2.1.1, in addition to its project development mission, AUDA-NEPAD is also responsible for the implementation and management of the PIDA PAP 2 portfolio. AUDA-NEPAD is, therefore, the critical institution providing oversight, monitoring, and coordination that ensures project implementation and helps projects progress smoothly through the project cycle, i.e., responsible for operationalising this Implementation Strategy.

Given PIDA PAP 2 is a portfolio of projects, AUDA-NEPAD would need to organise its human resources to adopt a portfolio management approach. Portfolio Managers who would be in charge of overseeing a group of PIDA PAP 2 projects should, therefore, be nominated. Portfolio Managers can be arranged along different dimensions, e.g., either by sector or by geography. Throughout the project cycle, the PIDA Portfolio Manager should translate this implementation strategy by coordinating the application of PIDA instruments, reports back to the AUC on progress, and receives updated project data from project owners (Figure 3-4).

Figure 3-4: Generalised example of AUDA-NEPAD coordination

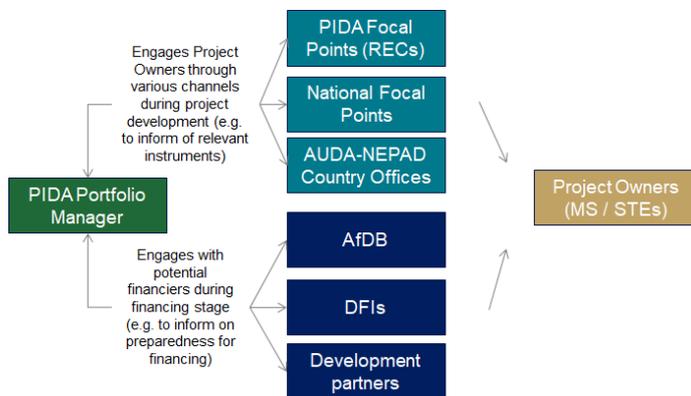


Depending on the stage at which the project has progressed to, the AUDA Portfolio Manager should also coordinate with the executing agencies and other stakeholders (e.g., financiers and development partners).

During the development phase, the PIDA Portfolio Manager should communicate with PIDA Focal Points (at RECs), National Focal Points (at MS ministries) and the AUDA-NEPAD Country Offices, who in turn engage with the project owners. This communication could be, for instance, to inform projects of the PIDA instruments that can be leveraged, and to enhance engagement at the MS level on developing the enabling environment for projects. During later stages of the project cycle, the AUDA Portfolio Manager should communicate with financiers and development partners to facilitate resource mobilisation and continuous engagement with the project owners (Figure 3-5).

**PIDA PAP 2 |** PIDA PAP 2 Implementation Strategy:  
From Project Ideas to Infrastructure Services

Figure 3-5: AUDA-NEPAD coordination of stakeholders



**Illustration of the implementation strategy along the project lifecycle**

It is useful to provide an illustrative example of the process/activities in the PIDA PAP 2 ecosystem and how a project can leverage PIDA instruments throughout the project lifecycle, as per this Implementation Strategy. Table 3-2 provides a high-level generalised description of the process and activities.

**PIDA PAP 2** | PIDA PAP 2 Implementation Strategy:  
From Project Ideas to Infrastructure Services

**Table 3-2: Illustrative Example PIDA PAP 2 Project Implementation**

	<u>Activity</u>	<u>Output/outcome</u>
Planning	Project owners (MS or STEs) propose priority projects to RECs.	Regional projects submitted to PIDA Executing Agencies for consideration
	RECs propose priority projects to the AUC for inclusion in PAP 2.	
	The AUC (with support of AUDA-NEPAD, AfDB and UNECA) screens projects and identifies a short-list which forms the PAP 2 portfolio.	PAP 2 portfolio prepared
	The PAP 2 portfolio is ratified by Heads of State. PIDA PAP 2 Portfolio is handed over by AUC to AUDA-NEPAD.	PAP 2 portfolio ready for implementation
Development (early stage)	AUDA allocates PIDA PAP 2 projects to Portfolio Managers.	Portfolio manager nominated
	The PQL's Quick Check Methodology (QCM) is applied.	Project preparation gaps identified.
	PIDA Portfolio Managers coordinate with project owners and inform them of the PIDA instruments that can be leveraged.	Project Owners submit requests to AUDA for support through PIDA instruments.
	Projects owners receive support for project preparation under the SDM and Expert Services Pool.	Project preparation gaps addressed and early stage project preparation conducted.
	The SDM is used by projects to identify potential PPFs, prepare PPF submissions, and support in discussions with PPFs.	Appropriate PPF identified and agreements reached with PPF. Projects handed over to PPF.
	The second stage of the PQL is applied once a project is ready for submission to PPFs.	Progress of project is recognized.
Development (mid-late stage)	PPFs obtain financing for conducting studies.	Feasibility studies funded and TORs prepared (possibly with AUDA-NEPAD assistance).
	PPFs prepare pre-feasibility and feasibility studies.	Feasibility studies completed. Project is handed back to project owners for financing.
	Once PPF is done, PQL 3 applied.	Progress of project is recognized.
Financing	AUDA-NEPAD helps coordinate between project owners, DFIs, PPFs.	Discussions with potential financiers are held.
	Project owners work with financiers (e.g., AfDB) to arrange and structure finance.	Financial structuring and due diligence takes place.
	AUDA-NEPAD and CBN provide routes to market to the private sector.	Private sector is informed of project.
	AIGM is used to source risk guarantees. Project owners and financiers undertake due diligence, achieve Final Investment Decision (FID) and financing agreements are prepared.	Risk mitigations are obtained. Due diligence is completed and financial close occurs.
Contracting	AUDA provide support to project owners for procurement processes (RfPs, procurement templates, etc.).	Procurement process is outlined and ready to be executed.
	Project owners release tenders to identify the best party (contractor and/or operator) with whom it could contract with for the execution of the project.	Preferred bidder selected.

**PIDA PAP 2 |** PIDA PAP 2 Implementation Strategy:  
From Project Ideas to Infrastructure Services

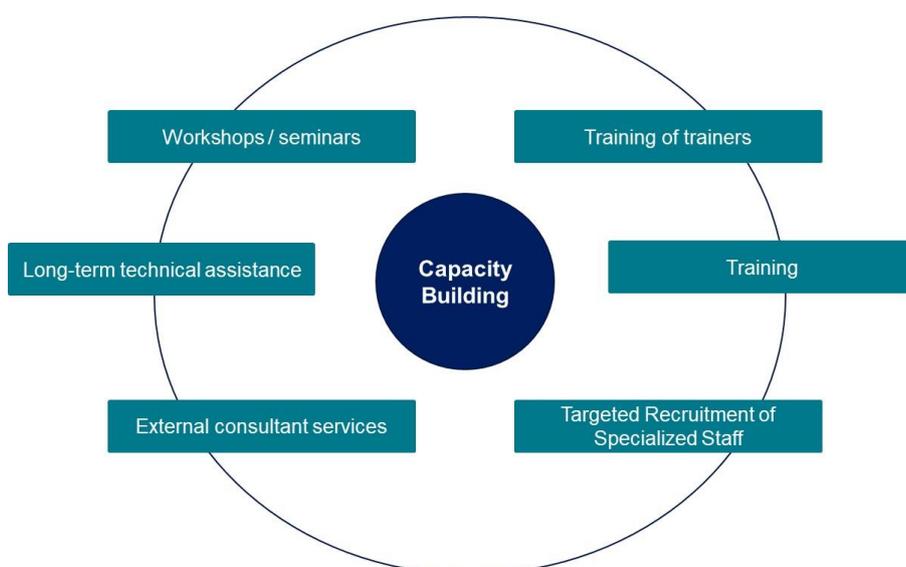
	Development partners may provide transaction advisory support through AUDA-NEPAD and AfDB.	Negotiations with preferred bidder are completed and commercial close achieved.
Implementation & Monitoring	Project monitoring unit is setup.	Project is implemented effectively and in accordance with the applicable legal standards/ contractual conditions.
	Contactors undertake construction and project is commissioned.	Infrastructure is built. Depending on the nature of the contract, the project is handed back to the project owners or handed to the designated operator.
	Infrastructure operator operates and maintains infrastructure.	Infrastructure services are provided.
	Project monitoring unit monitors performance of the operator.	High-quality operations are ensured.

### 3.3 Capacity Needs to Implement the Strategy

The proposed Implementation Strategy entails a significant level of resources and skills to ensure all activities outlined are undertaken. Concomitantly, lack of capacity continues to impede successful development and implementation of infrastructure projects across Africa. Therefore, the translation into reality of this implementation strategy calls for the design and execution of a capacity-building plan.

Capacity building is a long-term, continuing and complex process, which depends on the participation and constant interaction between all the involved stakeholders. It can take several forms, as shown in Figure 3-6 (further descriptions are provided in Appendix C).

Figure 3-6: Capacity-building activities



To bridge the gap in capacity, the PIDA Executing Agencies implemented the PIDA Capacity Building Project (PIDA CAP) through the overall coordination of AUDA-NEPAD and financial support from the AfDB. The first phase of PIDA CAP was aimed at upskilling and bolstering MS and RECs capabilities by seconding Infrastructure Experts at the RECs supported by Sector Experts at AUDA-NEPAD.

Conducted in 2020, the PIDA MDS also identified potential capacity building actions based on experiential limitations in the implementation of PIDA projects (and in regional projects in general) and the observed gaps concerning best practices at each step of the project cycle.

Furthermore, a second PIDA CAP (CAP 2) has been developed and highlights capacity-building needs and resource requirements for implementing PIDA PAP 2. The capacity-building needs to implement PIDA PAP 2 projects identified in the MDS and CAP 2 are outlined below, as well as

additional requirements that are required to address new requirements of the Integrated Corridor Approach.

### 3.3.1 Capacity-building needs for PIDA PAP 2 based on the MDS<sup>8</sup>

Based on the gaps in capacity presented in the previous section, Table 3-3 identifies the capacity-building requirements for the PIDA PAP 2 window.

Table 3-3: Capacity development needs of different phases of the project cycle

#### Development

Capacity gap	Associated capacity building	Capacity-building activities	Institutions
Lack of clear and efficient framework for financing project development	Reinforce capacity of AUDA-NEPAD to support the preparation of bankable projects within the PIDA-PAP 2 list (support in the implementation of the SDM mechanism)	Hiring of portfolio managers	AUDA-NEPAD
	Provide continuous support to AUDA-NEPAD during the project preparation phase	Technical Assistance	AUDA-NEPAD
	Ensure proper visibility on PIDA projects to be prepared	Workshop	AUDA-NEPAD
	Reinforce coordination between AUDA-NEPAD and RECs on project preparation	Workshop	AUDA-NEPAD and RECs
	Reinforce MS capacity to mobilise existing funding mechanisms for project preparation	Workshops	RECs
Lack of decision on project institutional arrangements	Reinforce capacity of RECs and MS in supporting the definition of institutional arrangements for each PIDA PAP 2 project	Training & Twinning	RECs and MS
Inadequately prepared feasibility studies	Reinforce capacity to structure and conduct feasibility studies	Training, Training of Trainers	RECs and MS, AUDA-NEPAD

#### Financing

Capacity Gap	Associated capacity building	Capacity Building Activities	Institutions
Regional project-related challenges in financing	Reinforce AUDA-NEPAD and RECs' capacity to assist MS mobilising project preparation finance for regional projects	Training of Trainers	AfDB and RECs
	Reinforce MS capacities in structuring finance to take into account project-based constraints	Training	AfDB and RECs
	Reinforce MS capacity to identify and secure financing (including domestic financing) for PIDA Projects	Technical Assistance	MS
Absence of a financing strategy and plan	Reinforce RECs and MS capacities in integrating financing plans and financing strategies into the project preparation phase	Workshop	RECs and MS

<sup>8</sup> Working Paper 4.

**PIDA PAP 2 |** PIDA PAP 2 Implementation Strategy:  
From Project Ideas to Infrastructure Services

**Contracting phase**

Capacity Gap	Associated Capacity Building	Capacity Building Activities	Institutions
Conflicting Procurement Regulations	Reinforce MS capacities in public procurement	Training	MS
	Reinforce RECs' capacities in coordination	Technical Assistance	RECs
Difficulty in identifying or agreeing on procuring authorities	Reinforce MS capacities in project negotiation	External consultant assistance	MS
Consistency in procurement instruments	Development of procurement guidelines and templates	External consulting services	MS

**Implementation phase**

Capacity Gap	Associated Capacity Building	Capacity Building Activities	Institutions
Lack of updated monitoring for PIDA projects	Reinforce AUC and AUDA-NEPAD capacities in PIDA Monitoring	Technical Assistance	AUC and AUDA-NEPAD
	Hire a monitoring and evaluation specialist	Targeted recruitment staff	AUDA-NEPAD
Complexity in coordinating among implementing teams	Reinforce the capacity of MS to define implementation teams and implementation teams' roles	Training	MS
Lack of capacity of implementing teams	Reinforce the capacity of RECs to ensure coordination between implementation teams and regarding implementation teams' roles	Training	RECs

**3.3.2 Capacity Building needs to address new requirements of the Integrated Corridor Approach**

As shown earlier, to fully ensure the principles of the Integrated Corridor Approach are well taken into account during project development and implementation, a new type of capacities needs to be developed to adopt PIDA Stakeholders' approaches to engaging with PIDA and the PAP 2 process throughout the project lifecycle.

Table 3-4: Capacity-development needs to address the requirements for the Integrated Corridor Approach

**Development Phase**

Capacity Gap	Associated Capacity Building	Capacity Building Activities	Institutions
New requirements for the Integrated Corridor Approach	Reinforce the capacity of AUDA-NEPAD and IPPF for assessing gender and climate in feasibility studies	Training, Training of Trainers	RECs and MS, AUDA-NEPAD
	Reinforce coordination between RECs/MS and other developers (incl. potential future developers) along the corridor.	Technical Assistance	RECs and MS

### Financing Phase

Capacity Gap	Associated Capacity Building	Capacity Building Activities	Institutions
New requirements for the Integrated Corridor Approach	Explore opportunities to access climate finance	Technical Assistance	RECs and MS

### Contracting Phase

Capacity Gap	Associated Capacity Building	Capacity Building Activities	Institutions
New requirements for the Integrated Corridor Approach	Ensure MS have considered and incorporated job-maximising procurement opportunities	Technical Assistance	MS

### Implementation Phase

Capacity Gap	Associated Capacity Building	Capacity Building Activities	Institutions
New requirements based on the Integrated Corridor Approach	Enhance data collection and monitoring support to projects, e.g., on gender and climate impacts	Training	AUDA-NEPAD
	Enhance data collection and monitoring to capture gender and climate impacts	Technical Assistance	RECs and MS
	Market the corridor to potential future projects/developers of other infrastructure services (to promote the 'multimodal' corridor).	Technical Assistance	RECs and MS

### 3.3.3 Capacity and resource needs identified by PIDA CAP 2

Capacity Development, Technical Advisory and Grant Management form the three key pillars that would anchor the delivery of the proposed support to PIDA under CAP 2. These three pillars would be anchored on a solid administrative and operational support component and would be led by AUDA-NEPAD. CAP 2 has been formulated to cover the 2020-2023 period.

Table 3-5: Summary of the proposed support under CAP 2

Capacity Development	Capacity development would be delivered through specific short and targeted capacity development initiatives and where possible well designed long-term skills development programmes designed by AUDA-NEPAD and its partners that target the key areas of need.  Thematic areas of support would be relative to the project-specific needs and respond to the diagnostics performed. These areas include but are not limited to - project preparation, project packaging, and project data collection, project financing and public-private partnerships. Other specific activities would respond to the emergent thematic needs of the RECs.
Technical Advisory	Technical advisory support would be provided through: - <b>Long-Term Technical Experts:</b> Technical Expert would be located at the RECs and Specialised Institutions (where priority project have been identified). These experts would provide coordination and linkage to NEPAD and AUC. The experts would also be responsible for coordinating with project owners to

**PIDA PAP 2 |** PIDA PAP 2 Implementation Strategy:  
From Project Ideas to Infrastructure Services

	<p>identify gaps/bottlenecks in project implementation, project structuring needs and requirements for technical assistance.</p> <ul style="list-style-type: none"> <li>- <b>Short-Term Technical Experts:</b> The Short Technical Assistance Facility (TAF) is a pool of funds to procure from the market, short terms technical experts that would provide Technical Assistance requested by the Projects. The NEPAD Experts would work with the project owners and RECs to identify the critical areas of need and scope of services required.</li> </ul>
Grants Management	Targeted grant support would be provided to RECs (through direct implementation or sub-delegation mechanisms) to ensure RECS have the requisite resources to complement human resources /technical experts' capacity placements.
Administrative and Operational Support	Operational support would ensure that the activities and PIDA as a whole are delivered in a timely and efficient manner. This unit would consist of task managers based at AUDA-NEPAD who would ensure the smooth delivery of management of Financial Agreements, procurement and task orders.

### 3.3.4 Financing Needs

The capacity building activities identified above would require financial resources to procure external consultants and for AUDA-NEPAD to undertake these activities internally, thus requiring additional human resources.

Table 3-6: Indicative budget to support CAP 2

CAP 2 Programme Needs	USD thousand (2019-2023)
Technical Support Experts (REC)	4,626
Technical Experts NEPAD Agency	4,047
Project Support and Management Unit	4,727
Furniture and Equipment	108
Mobilisation	520
1.1) Priority Project selected and early-stage advisory services provided to regional infrastructure priority projects	2,500
1.2) Harmonized and coordinated policy, the regulatory environment for inclusive infrastructure development (engendered and environmentally compliant)	1,000
2.2) Mobilisation of high-level political support for PIDA projects	750
3.1) Short Term Technical Support Fund for NEPAD, RECS and specialised institutions	10,000
4.1) NEPAD, AUC, RECs and STEs report on crucial aspects of PIDA implementation	500
4.2) Enhanced VPIC and AID and sustained data collection on Projects	1,000
4.3) Enhanced engagement with African and international media to report on PIDA Projects	500
Contingencies and ancillary items	454
<b>Sub total</b>	<b>30,733</b>

The capacity building activities identified by the MDS would also require financial resources to procure external consultants and for AUDA-NEPAD to undertake these activities internally, thus requiring additional human resources. Furthermore, it is critical that AUDA-NEPAD (as the PIDA PAP 2 portfolio manager) has sufficient human resources internally and can procure the necessary external consultancy services to implement and monitor the PAP 2 portfolio.

**PIDA PAP 2** | PIDA PAP 2 Implementation Strategy:  
From Project Ideas to Infrastructure Services

These requirements (i.e., for capacity building and implementation/monitoring of PAP 2) would need to be set out in detail at the operational level (in line with the Implementation Plan and Operational Guidelines) and funded accordingly. Funding for these activities should be factored into the budget for PIDA and reflected in AfDB's forthcoming financing strategy.

# 4 Management of PIDA PAP 2 portfolio

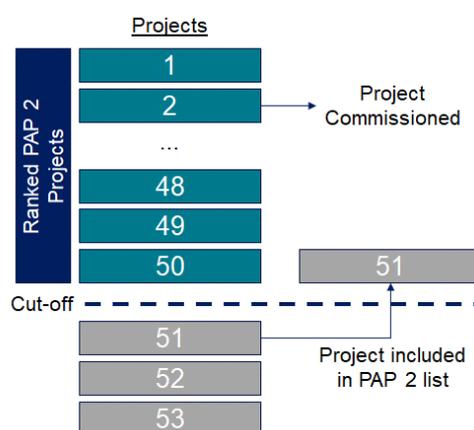
## 4.1 Principles of the roll-over portfolio

The PIDA-PAP 2 is a set of regional infrastructure projects selected based on their ability to best respond to the Integrated Corridor Approach in service of the AU Vision under Agenda 2063.

Lessons learned from PIDA-PAP 1 call for a limit on the total number of priority projects. As such, the initial list was constructed from projects evaluated using the new PAP 2 evaluation criteria and which meet the objectives of the Integrated Corridor Approach. The top ten ranked projects of each region (North, East, West, South and Central) and the multi-regional projects as well as projects in Island Countries were deemed part of PIDA-PAP 2.

While the PIDA-PAP 2 represents the priority pipeline required to meet the PIDA outcomes over the period 2021-2030, the speed at which projects progress would vary, and the infrastructure needs of regions would continue to evolve. As such, the PAP 2 was formulated as a ‘dynamic’ list of projects in which new projects can be added to the list as existing PAP 2 projects are commissioned. Building on the data collected as per the PIDA-PAP 2 monitoring framework (see section 4.2 below), once one project in a region is completed or not considered as a priority anymore, the project with the highest following score becomes part of the PIDA-PAP 2.

Figure 4-1: PIDA PAP 2 Roll-Over



Therefore, the PIDA-PAP 2 can be viewed as a portfolio of projects that should continually evolve, where projects not selected for the initial PAP 2 list could enter at a later stage. This process is known as the “roll-over” approach. In line with the decision by the STC-TTIIET II in November 2019, the roll-over of PAP 2 projects should take place every three years (in 2024, 2027 and 2030 – in preparation of PIDA-PAP 3).

In addition to this, the implementation of PAP 2 ought to be clear on the rules for how new projects would replace commissioned projects as part of the roll-over approach. As per the STC-TTIIET II decision in November 2019 in Cairo, PIDA PAP 2 projects would be comprised of at least one project by sector, by region. Therefore the roll-over approach should take into consideration how sector allocation of projects is to be maintained when new projects enter

the list. For example, if an ICT project is commissioned, it must be replaced by another ICT project, and if there are no more ICT projects in the long list of a given region, then the best scored project (irrespective of its sector) is selected.

**Table 4-1: Different scenarios for roll-over and how they could be addressed**

Scenarios	Description	Observations
<b>Scenario 1</b> Sector allocation is maintained when new projects enter	When a project is commissioned, it is replaced by a project in the same sector (and geography).	This maintains the initial principles of prioritising multimodal corridors. However, if there are few projects in a given sector, then the “next best” project in that sector may have a low scoring.
<b>Scenario 2</b> Sector allocation changes when new project enter	If there are no long-list projects in the same sector as the commissioned project, then the next highest-ranking project in that geography is included, regardless of the sector.	This is more likely to occur in regions with a limited number of projects in a given sector.

## 4.2 Monitoring and evaluation (M&E)

Monitoring is a continuous and periodic function involving the collection of data (both qualitative and quantitative) to keep activities on track. Evaluation refers to the impartial, evidence-based assessment of an activity, and whether or not objectives/targets have been met.

The objective of the PIDA M&E framework should be to report back to AUC and other decision-makers on the advancement of the PIDA portfolio, as well as monitor the effectiveness of PIDA as a programme.

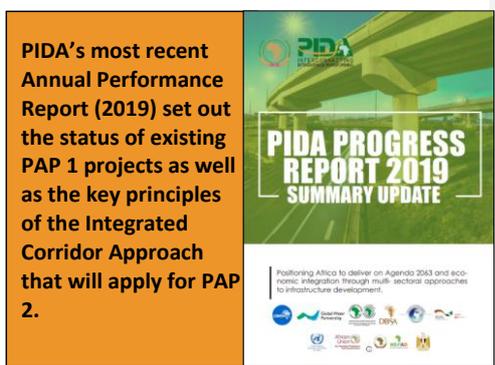
PIDA has an existing monitoring and evaluation (M&E) framework that relies on the participation of all PIDA actors at the national, regional and continental level. In particular, it relies on the participation of MS, RECs, AUDA-NEPAD, the AUC, AfDB, UNECA, development partners and major continental organisations. The existing M&E framework aims to:<sup>9</sup>

- track and report information on PIDA project implementation progress yearly;
- report on interventions that have been provided by all stakeholders to advance project implementation;
- facilitate sharing information and learning on PIDA Project implementations including success stories and lessons learned;
- increase stakeholder participation in advancing the realisation of PIDA PAP.

<sup>9</sup> <https://www.au-pida.org/me-and-information-management/>

**PIDA PAP 2 |** PIDA PAP 2 Implementation Strategy:  
From Project Ideas to Infrastructure Services

The outcome of PIDA’s M&E Framework is communicated through the PIDA Progress Report that is published annually and the Virtual PIDA Information Centre (VPIC) continuously. The PIDA Progress Report provides an update on the priority PIDA initiatives (including the status of PAP projects), a forward-looking perspective on PIDA’s work (e.g., concerning the preparation of PIDA PAPs and mid-term reviews) an overview of the tools available to PIDA partners when developing projects, an overview of crucial PIDA activities undertaken at RECs, and a retrospective on critical highlights from the year in question. The PIDA Progress Report is, therefore, an essential tool used by PIDA to monitor and evaluate its performance and to communicate PIDA’s work to its partners, and should be maintained during the PAP 2 window.



**PIDA’s most recent Annual Performance Report (2019) set out the status of existing PAP 1 projects as well as the key principles of the Integrated Corridor Approach that will apply for PAP 2.**

The underlying process of collecting and disseminating information on PIDA implementation follows the following key features under the PIDA’s M&E framework, namely:

- The collection of project-specific data through the African Infrastructure Database (AID) (discussed in Section 4.3);
- The collection and analysis of data on interventions made by various PIDA Stakeholders, challenges and lessons learned. Presentation of these collected data and project-specific progress data from AID on the Virtual PIDA Information Centre (VPIC) (discussed in Section 4.3);
- The commissioning of a mid-term Review to review the outcomes and lessons learned from PAP 1; and
- The presentation of the status of PIDA projects and PIDA initiatives through the annual progress report.

While the platforms AID, VPIC and PIDA progress report serve as a factual basis for the M&E framework, there are also gaps in the framework that need to be improved going forward.

**Table 4-2: Existing gaps and potential improvements to the PIDA M&E framework**

Gap	Description	Updates to the M&E framework
Lack of targets against which performance can be measured	Other than the successful development and implementation of projects, PIDA does not have any measurable targets against which assesses its performance.	Establish targets for PIDA that are specific, measurable, achievable, relevant and time-bound.
Lack of a formalised external independent review timeline	PIDA has commissioned the Mid-Term review for PAP 1, but there is no defined timeline for undertaking a close-out review, or mid-term / close-out reviews for	Establish a timeline, embedded in the Implementation Strategy, for reviews of the PIDA Implementation Strategy and performance of the PIDA PAP 2. A recommended timeline is set out below.



**PIDA PAP 2** | PIDA PAP 2 Implementation Strategy:  
From Project Ideas to Infrastructure Services

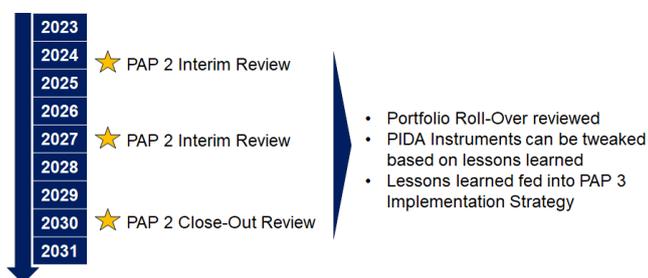
Gap	Description	Updates to the M&E framework
	PAP 2, or a review of the PIDA Implementation Strategy.	
<b>Lack of information disclosure protocols between institutions</b>	Collection of information on PIDA projects needs to be based on an agreed framework on the acquisition and use project data	Clear roles and responsibilities, as well as data disclosure agreements between institutions, need to be defined and formalised

### 4.2.1 Updates to the M&E framework

#### PIDA review timelines

Building on the above, PAP 2 should have key milestones where the performance of the PAP 2 portfolio and the effectiveness of the Implementation Strategy can be assessed. Given the longer window for PAP 2 (10 years) compared to PAP 1 (8 years), at least two interim reviews should be conducted. Figure 4.2 sets out a potential review timeline and scope of reviews during the PAP 2 window, which seeks to evaluate the progress and performance of PIDA every three years.

Figure 4-2: PIDA PAP 2 Review Timelines



#### PIDA performance indicators

In monitoring and evaluating the effectiveness of PIDA PAP 2, a set of performance indicators and targets should be established. These indicators and targets could then be reported in the PIDA annual Progress Report.

Ultimately, the objective of the PIDA is to accelerate the development of regional infrastructure to advance the AU Vision under Agenda 2063. PIDA does this by prioritising projects and contributing to their implementation. For PAP 2, the ideal outcome is to have all priority projects reach financial close on time. Once built, these projects, in turn, contribute to improved outcomes for beneficiaries. In monitoring the progress of PIDA, key indicators should be established (examples are shown in the table below).

Table 4-3: Proposed indicators for M&E

Type of indicator	Description	Indicators
<b>Input</b>	Financial, human, material and information resources used to produce outputs through activities to accomplish outcomes	Funding received, staff employed, PIDA budget

**PIDA PAP 2** | PIDA PAP 2 Implementation Strategy:  
From Project Ideas to Infrastructure Services

<b>Activity</b>	Actions taken or work performed through which inputs are mobilised to produce outputs	CBN meeting minutes, feasibility studies tendered, resources mobilised (e.g., experts from Expert Pool) and instruments updated.
<b>Output</b>	Direct products or services stemming from the activities	Project Concept Memorandum (PCM), Project Information Memorandum (PIM), and Feasibility studies completed under the SDM and capacity-building workshops held.
<b>Outcomes</b>	A change that is expected to occur once one or more outputs have been provided or Delivered	Projects at stage [xx] (e.g. Stage 1, Stage S2A, ...), number of projects with gender mainstreaming in procurement and the share of local input (e.g., finance) in projects.

When developing these indicators, a clear link should be made to the existing “PIDA PAP Progress Monitoring Indicator Protocol” which describes vital indicators relevant to different stages of the project lifecycle.<sup>10</sup> Given one of the critical objectives of PIDA is to accelerate project development, output performance indicators could be directly related to the existing indicators in the PAP Progress Monitoring Indicator Protocol (a sample of these is shown below).

Table 4-4: Indicators from the PAP Progress Monitoring Indicator Protocol

Type of indicator	Project stage	Examples of potential indicators
<b>Output</b>	Development (Project stage 1 to 2B)	Feasibility/pre-feasibility study TORs prepared, Feasibility/pre-feasibility studies approved, Technical Design Studies approved, and Financing plan developed.
	Financing (Project stage 3A and 3B)	Transaction advisory mandates awarded, financial model/business case complete and financing documents agreed.

#### Updates to the M&E Framework for the Integrated Corridor Approach

The principles of the Integrated Corridor Approach should be reflected in the PIDA performance indicators. Once an initial list of key indicators has been established based on the core activities of PIDA, it should be tailored to reflect gender and climate dimensions. Using the potential indicators in the table above as an example, these could be tailored as follows:

- Feasibility/pre-feasibility studies with a gender mainstreaming component; and
- Environmental and Social Impact reports completed during the feasibility stage.

#### 4.2.2 AUDA-NEPAD’s role in the monitoring process

As per its mandate, AUDA-NEPAD is responsible for PIDA portfolio management and monitoring. On the monitoring aspect, AUDA-NEPAD would leverage the SDM as one of its corporate functions relates to monitoring and reporting. The SDM would provide monitoring

<sup>10</sup> <https://www.au-pida.org/download/pida-pap-progress-monitoring-indicator-protocol/?wpdmdl=3475&refresh=5f63cd77eaac71600376183>



capabilities to evaluate the progress of projects in line with the principles of the monitoring framework above.

As highlighted Section 3.2.2, AUDA-NEPAD will ensure dedicated resources are in place for monitoring purposes such as hire a dedicated staff and obtaining specialised technical assistant. These additional resources will work hand in hand with the AUDA Portfolio Managers who will have the data needed to conduct proper monitoring.

#### 4.2.3 Success factors for effective M&E Information Management

The key indicators of success for the M&E framework are:

- Increased awareness of the importance of sharing project information and exchange of knowledge in project development.
- Having a well-defined and approved protocol for collection, validation and reporting of PIDA project implementation.
- Effective and continuously improved information systems to assist in data collection, validation, storage and dissemination.
- Increased commitment of PIDA Implementing agencies to allocate the resources required.

### 4.3 DATA tracking and reporting

There are currently two critical tools used to collect and present data on projects falling under the PIDA PAP 2:

- The African Infrastructure Database (AID) is a data management tool for collecting, validating, storing and disseminating quality assured and up-to-date infrastructure project data in Africa. The contents of the AID are managed by project owners (e.g., RECs, STEs, MSs).
- The Virtual PIDA Information Centre (VPIC) is an online portal that provides users with links to key data sources and documents and presents critical information on PIDA PAP projects through an interactive tool. The interactive tool relies on data submitted through AID.

These are the critical tools for monitoring and disseminating information about the PIDA PAP projects. These tools are still relevant for PIDA PAP 2 and should form the starting point for data collection and dissemination.

However, to accommodate the new requirements of the Integrated Corridor Approach and potential changes to the M&E framework, some changes may be required for these tools, as described in the table below.

Table 4-5: Updated of proposed changes to existing tools for M&E

Requirements	Updates to AID	Updates to VPIC
Representation of Integrated Corridor principles and selection criteria	<ul style="list-style-type: none"> <li>• Submission forms to include inputs related to Integrated Corridor selection criteria and</li> </ul>	<ul style="list-style-type: none"> <li>• Data visualisation tools to include new overlays demonstrating the principles and criteria of the Integrated Approach, including:</li> </ul>

**PIDA PAP 2 |** PIDA PAP 2 Implementation Strategy:  
From Project Ideas to Infrastructure Services

Requirements	Updates to AID	Updates to VPIC
	any other project descriptor deemed necessary <ul style="list-style-type: none"> <li>Updating of performance indicators checklist as per the Integrated Corridor</li> <li>Integration under AID of the PIDA PAP 2 database developed for project selection (e.g., beneficiary countries, technical specifications and expected impacts)</li> </ul>	<ul style="list-style-type: none"> <li>an overlay showing PIDA PAP 2 projects</li> <li>an overlay showing existing infrastructure assets (i.e., from the Market Demand Study), demonstrating how PAP 2 projects contribute to multi-sectoral corridors.</li> </ul>
Tracking of project performance and expected outcomes throughout the project lifecycle	AUDA-NEPAD to coordinate with project owners to update AID data (e.g., annually)	No updates.
Measuring of PIDA PAP 2 performance	No updates.	Include functionality to demonstrate performance against new PIDA performance indicators.

Tracking and presenting data would also help communicate how the PIDA PAP 2 is contributing (through the Integrated Corridor Approach) to the integration of the African continent.

## 4.4 Communication

### 4.4.1 Objectives of the communication strategy

The objectives for the PAP 2 Communication Strategy should be oriented to achieve the following goals:

- **Goal 1: Marketing of PIDA PAP 2 projects:** The strategy should enhance the profile of PIDA PAP 2 projects and seek to generate interest among the investor/developer community.
- **Goal 2: Advocacy of PIDA:** The strategy should market PIDA as a brand and provide essential information to projects and investors on the benefits of working with PIDA.
- **Goal 3: Dissemination of information progress:** The communication strategy should provide essential information that can be used by decision-makers to evaluate the progress of PAP 2 projects.
- **Goal 4: Knowledge sharing:** The communication strategy should facilitate knowledge sharing among all stakeholders.

### 4.4.2 Target audience

The target audience for communications would depend on the key message being delivered. However, key targets should include:

- AUC MS;
- PIDA decision-making bodies (e.g., STC-TTIET);



- PAP 2 project owners and RECs;
- Development partners, potential investors, and potential developers; and
- the general public.

### 4.4.3 Key messages

Based on the communication goals, key messages have been formulated based on the vital messaging principles Figure 4-3.

Figure 4-3: Principles of Messaging

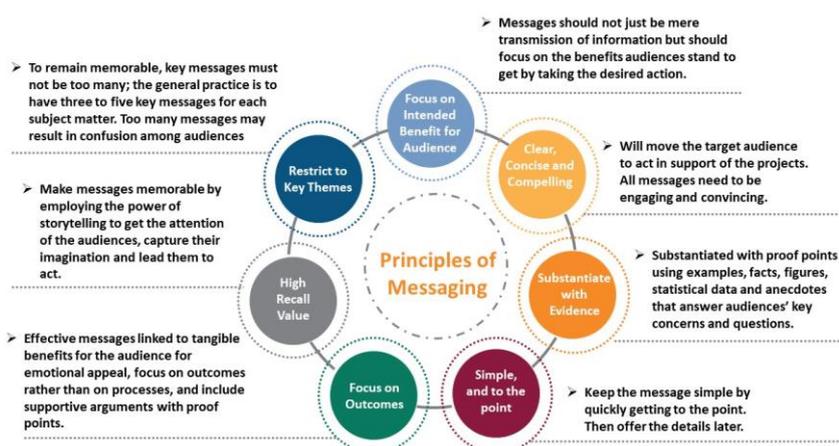


Table 4-6: Potential critical messages in the PIDA PAP 2 communication strategy

Communication needs	Key message	Facts or data
<b>Marketing of PIDA PAP 2 projects</b>	<ul style="list-style-type: none"> <li>• PAP 2 projects would raise living standards and improve regional integration across Africa</li> <li>• PAP 2 projects are priority projects with strong political support</li> </ul>	<ul style="list-style-type: none"> <li>• PAP 2 projects have been selected based on the Integrated Corridor Approach, which prioritises gender, climate, the financial and economic impact of regional projects.</li> <li>• The PAP 2 list includes regional projects from across Africa in four key sectors (energy, water, transport and ICT).</li> <li>• PAP 2 projects have strong political support from MS and continental institutions. MS Heads of State have endorsed the priority list of the project.</li> </ul>
<b>Advocacy for PIDA</b>	<ul style="list-style-type: none"> <li>• PIDA provides projects with a range of instruments that accelerate project development and implementation</li> </ul>	<ul style="list-style-type: none"> <li>• PIDA provides critical resources that can be leveraged by projects. These resources include playing a leading role during the development phase through the SDM and NEPAD IPPF, providing a focal point for project coordination throughout the project lifecycle, and the full range of resource mobilisation support.</li> </ul>

**PIDA PAP 2** | PIDA PAP 2 Implementation Strategy:  
From Project Ideas to Infrastructure Services

Communication needs	Key message	Facts or data
<b>Dissemination on PAP 2 progress</b>	<ul style="list-style-type: none"> <li>The key message is the progress of projects</li> </ul>	<ul style="list-style-type: none"> <li>Key facts and data would be based on how PIDA is performing against its key performance indicators (e.g., advancement of projects along the project lifecycle)</li> <li>This information could be communicated through the PIDA Annual Report (as per section 4.2: Monitoring)</li> </ul>
<b>Knowledge sharing</b>	<ul style="list-style-type: none"> <li>PIDA provides a platform for project owners and other stakeholders to adopt best practices and lessons learned.</li> </ul>	<ul style="list-style-type: none"> <li>The VPIC provides all stakeholders with an overview of the progress on each project. Project owners can access essential documentation from other regional projects through the portal.</li> <li>Communication of success stories through the VPIC and annual Progress Report can be used to highlight lessons learned.</li> <li>PIDA instruments, including the SDM, CBN and expert services pool provide opportunities for project owners to build capacity and tackle key project implementation issues.</li> </ul>

**4.4.4 Communication strategy and activities**

The strategies for communicating the key messages to the relevant target audience should leverage existing activities/tools. Key strategies could, therefore include:

- Strategy 1: Use existing tools and forums to engage stakeholders.
- Strategy 2: Use mass media and social media to publicise PAP 2.

These two strategies could be implemented, for instance, by undertaking activities, as shown in Table 4-6.

Table 4-7: Proposed Communication Activities

Communication Activity	Details
<b>Strategy 1: Use existing tools and forums to engage stakeholders</b>	
Publication of news and updates via VPIC	<ul style="list-style-type: none"> <li>Enhance VPIC so that it provides a ‘one-stop-shop’ for everything PIDA related.                             <ul style="list-style-type: none"> <li>– Include guidance on how project owners can leverage instruments.</li> <li>– Develop and upload FAQ</li> <li>– Publish updates on project-specific news.</li> <li>– Publish news articles related to critical regional and continental infrastructure policy</li> </ul> </li> </ul>
Publicise PAP 2 and project progress through the PIDA Journalist Network	<ul style="list-style-type: none"> <li>Engagement with journalists to enhance positive and in-depth coverage of the PAP 2 and PIDA in general.</li> <li>Clear communications guidelines for journalists to enhance the effectiveness of the Journalist Network, e.g., through the development of a Manual for Journalists<sup>11</sup></li> </ul>

<sup>11</sup> As recommended by the PIDA PAP 1 MTR.

**PIDA PAP 2** | PIDA PAP 2 Implementation Strategy:  
From Project Ideas to Infrastructure Services

Communication Activity	Details
Highlighting PAP 2 projects through the CBN	<ul style="list-style-type: none"> <li>Use CBN to help market PIDA projects to investing community to increase PPP partnership, e.g., through workshops and issuing of project concept notes or teasers.</li> </ul>
Leverage the annual progress report	<ul style="list-style-type: none"> <li>Communicate performance against performance indicators, lessons learned, and the outcome of interim reviews to disseminate critical information to decision-makers, but also lessons learned to project owners.</li> </ul>
Engage project owners to through AUDA-NEPAD to inform them of the range of instruments PIDA offers	<ul style="list-style-type: none"> <li>AUDA-NEPAD should leverage its coordinating role to inform project owners of the tools and instruments available through PIDA. Could be done through PIDA brochures and workshops.</li> </ul>
<b>Strategy 2: Use mass media and social media to publicise PAP 2</b>	
<b>Media Engagement</b>	<p>Engagement with media outlets for visibility of projects and PIDA in general:</p> <ul style="list-style-type: none"> <li>Organise press conferences</li> <li>Organise media briefing sessions</li> <li>Organise media tours/visits to project sites</li> <li>Hold informal one-to-one meetings with reporters/specialty journalists to pitch story angles to journalists to facilitate accurate, in-depth media coverage</li> <li>TV appearances</li> <li>Attend radio talk shows</li> </ul>
<b>Enhancing Social Media Engagement</b>	<p>This entails establishing and increasing PIDA presence on social media platforms and engaging online stakeholders continuously. Specifically:</p> <ul style="list-style-type: none"> <li>Facebook, Twitter, LinkedIn &amp; Instagram accounts</li> <li>Developing a social media plan</li> <li>Design and post social media banners</li> <li>Develop content for daily posts and tweets</li> <li>Track social media performance</li> <li>Engage and respond to social media enquiries</li> </ul>

## Appendix A Key Institutional Actors for PIDA PAP 2 Projects

Executing Agencies	African Union Commission	<p>AUC is AU’s secretariat and undertakes the day-to-day activities of AU. Within AUC, the Department of Infrastructure and Energy holds responsibility for overseeing infrastructure development and operational efficiency in the Energy, Transport, ICT and Tourism sectors. More specifically for PIDA, the AUC:</p> <ul style="list-style-type: none"> <li>Ensures alignment of PIDA priority projects and programmes with regional and continental strategies and policy frameworks</li> <li>Reviews strategic plans, studies and reports prepared by AUDA-NEPAD</li> <li>Makes appropriate recommendations to CID through an independent advisory group</li> <li>Mobilizes resources, notably under the NEPAD Infrastructure Project Preparation Facility (IPPF) and partner funds to support capacity building</li> </ul>
	African Union Development Agency (AUDA-NEPAD) <sup>12</sup>	<p>AUDA-NEPAD is mandated to facilitate and coordinate the implementation of regional and continental priority development programmes and projects, and to push for partnerships, resource mobilisation and research and knowledge management. It is the implementing arm for AU’s Agenda 2063 development strategy. AUDA-NEPAD’s mandate is to:</p> <ul style="list-style-type: none"> <li>Provide knowledge-based advisory services and technical assistance to AU MS and RECs to strengthen their capacity</li> <li>Act as the continent’s technical interface on policy development recommendation and implementation with partners and stakeholders</li> <li>Coordinate and execute priority regional and continental projects to accelerate regional integration.</li> <li>Undertake the full range of resource mobilisation.</li> <li>Monitor and evaluate the implementation of programmes and projects.</li> </ul>
	African Development Bank	<p>AfDB’s role as one of PIDA’s executing agencies covers the responsibility for contractual, financial, technical and administrative management of the programme including responsibility for procurement procedures, in conformity with its existing regulations, budget management and disbursements.</p>
	United Nations Economic Commission for Africa	<p>Among other things, UNECA researches to enhance private sector investment in PIDA projects. UNECA has prepared a comprehensive mapping of risks that affect investment in infrastructure. UNECA has also undertaken research to gain a better understanding of the applicable policies, laws and regulations about investment in infrastructure as a way to unlock opportunities for private sector investment, which resulted in the development of a continental legal framework.</p>
Supporting Bodies	Council for Infrastructure Development	<p>The primary function of CID is to review selected projects and ensure coherence and harmonisation across sectors, arbitrate and approve priority projects, as well as provide strategic guidance for resource mobilisation and technical cooperation. It also reviews project or programme implementation reports and may resolve any issue brought to its attention. CID advises the AU Executive Council</p>

Commented [BL1]: Multiple researches or is it UNECA researching?

<sup>12</sup> Formerly the NEPAD Planning and Coordination Agency (NPCA).



**PIDA PAP 2 |** PIDA PAP 2 Implementation Strategy:  
From Project Ideas to Infrastructure Services

		on ways of tackling challenges in the implementation of PIDA projects.
	Infrastructure Advisory Group	IAG advises AUC on technical economic and financial relevance of infrastructure projects and programmes. IAG is in charge of alignment of programmes to African priorities; resource mobilisation strategies and policies; and lobbying and advocacy.
	PIDA Steering Committee	PSC is an ad-hoc organisation that provides advice to the IAG on the implementation of PIDA. The AU Director for Infrastructure and Energy and the AUDA-NEPAD Head of Economic Integration co-chair it.
Key Stakeholders	Regional Economic Communities	RECs include organisations such as Common Market for Eastern and Southern Africa (COMESA), Economic Community of West African States (ECOWAS), Southern African Development Community (SADC), East African Community (EAC), Arab Maghreb Union (UMA), Community of Sahel-Saharan States (CEN-SAD), Economic Community of Central African States (ECCAS) and Intergovernmental Authority on Development (IGAD). RECs' strategic or programmatic frameworks are used as guidelines. PIDA activities at the REC level include: <ul style="list-style-type: none"> <li>▪ Sensitising MS to ensure continued alignment of national infrastructure priority projects and plans with Regional Master Plans and the PIDA-PAP</li> <li>▪ Prioritising regional projects</li> <li>▪ Providing regular information on the implementation status of the regional PIDA-PAP projects to be included in the Africa Infrastructure Database (AID)</li> <li>▪ Assessing available capacities and gaps for implementing PIDA-PAP projects on time and identifying studies and training for human capacity building.</li> </ul>
	Specialized Technical Entities (STE)	STEs include organisations such as Power Pools, Transport Corridors (e.g., Central Corridor Transit Transport Facilitation Agency (CCTTFA)) and Lake and River Basins Organizations (e.g. Nile Basin Initiative). Some PIDA PAP projects rely on STEs for their implementation in their respective sector/geography.
	Member States	AU MS are ultimately responsible for implementing PIDA-PAP projects that are implemented in their territory, meaning they have to mainstream those projects in national infrastructure development plans and allocate adequate budgets to the projects. MS also plays a role in raising awareness of the PIDA-PAP projects at the national level, placing PIDA on the national agenda, mobilising the necessary resources for the implementation of the projects. Further, MS are actively involved in monitoring the progress of PIDA projects.
Development Partners	Infrastructure Consortium for Africa	Many different institutional partners are supporting the implementation of PIDA and its projects through infrastructure investment as well as capacity building. To facilitate this involvement, ICA serves as a critical platform for donor and partner coordination for organised approaches towards infrastructure development in Africa. ICA works to facilitate the development of infrastructure projects through regional and country-specific initiatives.
	European Union	EU is supporting PIDA implementation in various forms, by promoting infrastructure investments for regional integration through the EU-Africa Infrastructure Trust Fund and the new African Investment Facility, by supporting the preparation of studies, infrastructure sector reforms and good governance.
	Forum on China-Africa Cooperation	FOCAC is an official forum between the People's Republic of China (PRC) and the African States. FOCAC plays a role in the infrastructure sector in Africa. As per the Ministers Declaration (Ministers from China and 44 African countries) on the Program for China-Africa Cooperation in Economic and Social Development, "The Minister

**PIDA PAP 2 |** PIDA PAP 2 Implementation Strategy:  
From Project Ideas to Infrastructure Services

		positively appraise the cooperation between the two sides in engineering projects in African countries. China would continue to encourage well-established Chinese enterprises to participate in economic and infrastructure construction and development projects in African countries.”
	Bilateral donor agencies	PIDA’s main bilateral partners are the Development Bank of Southern Africa (DBSA), Japan International Cooperation Agency (JICA), German Federal Ministry for Economic Cooperation and Development (BMZ). These development partners provide a range of services including capacity building, project identification, feasibility assessments, technical assistance, financial structuring, financing, project preparation, monitoring and reporting and marketing. While they can be deeply involved in some projects, they do not have a defined role within PIDA that would require them to intervene on all PIDA-PAP projects.

## Appendix B Overview of Key Institutional Instruments

Instrument	Description
PIDA Service Delivery Mechanism (SDM)	<p>The SDM was developed and established by the African Union Commission and NEPAD as a specific instrument to address the bankability constraints of regional projects. The SDM targets the lack of technical and financial capacity during the project preparation phase by providing technical advisory services to PIDA projects in the project preparation cycle. The core mission of the SDM is to make cross-border infrastructure projects technically sound, economically feasible, and politically acceptable.</p> <p>The SDM provides:</p> <ul style="list-style-type: none"> <li>- <b>Institutional advisory services</b>, encompassing the institutional design of SPVs that oversee the preparation, construction, operation, management and maintenance of projects.</li> <li>- <b>Legal advice</b>, including drafting and vetting legal instruments needed to develop an SPV</li> <li>- <b>Communications</b>, including preparing project brochures, flyers, publications and communication strategies for projects</li> <li>- <b>Capacity building</b>, such as workplace training, workshops and the drafting of practical manuals, lessons learnt and best practices</li> </ul> <p>The SDM complements the activities and mandate of NEPAD IPPF and acts as a feeder, or supporter, to IPPF's project pipeline.</p>
PIDA Quality Label (PQL)	<p>The PQL is a designation given to projects that have been excelling in project preparation at an early stage. It is granted to projects under the SDM.</p> <p>The objectives of the PQL are to:</p> <ul style="list-style-type: none"> <li>- Shorten the period needed by PIDA projects to reach the feasibility and bankability stage;</li> <li>- Identify project preparation gaps and to help project owners to access PPF funding; and</li> <li>- Certify excellence in project preparation with a label recognised by PIDA stakeholders.</li> </ul> <p>The PQL is a collaborative process between institutional and financial partners. The PQL has three primary gateways through which projects must pass:</p> <ul style="list-style-type: none"> <li>- Quick Check (QC) Stage (PQL1): a first filter aimed at identifying project preparation gaps and helping RECs and MSs to structure project information and knowledge.</li> <li>- Pre-feasibility Stage (PQL2): identifies PPFs potentially interested in project technical support according to their submission requirements and helping owners to be considered as eligible for the financing of technical studies.</li> <li>- Advanced Stages (PQL3): facilitates support to project owners to establish bankability of their project and strengthen potential financial close.</li> </ul> <p>The PQL relies on an evaluation of project against specific criteria (e.g., at the PQL1 stage). As discussed in the OECD's recent report on infrastructure in Africa, there is potential for the PQL to be expanded to capture other aspects that reflect a robust approach project preparation, such as the use of common digital platforms and technologies and transparent information sharing.<sup>13</sup></p>

<sup>13</sup> Quality Infrastructure in 21<sup>st</sup> Century Africa, OECD/ACET 2020.

**PIDA PAP 2 |** PIDA PAP 2 Implementation Strategy:  
From Project Ideas to Infrastructure Services

Instrument	Description
Continental Business Network (CBN)	<p>The CBN is an initiative that serves as an infrastructure investment advisory platform for African Heads of State to engage and interface with high-level African policymakers and captains of industry on a range of strategic issues as well as the overall promotion of regional and domestic infrastructure investment projects to the private sector.</p> <p>The CBN aims to “crowd-in” financing and support for infrastructure projects by creating a platform for collaboration between the public and private sectors. It focuses on:</p> <ul style="list-style-type: none"> <li>- mobilising public-sector support and private-sector engagement for early-stage PIDA project development;</li> <li>- project structuring, finance and operation;</li> <li>- managing regional project investment risks;</li> <li>- accelerating and incentivising private-sector procurement;</li> <li>- developing practical and effective working relationships with African heads of state; and</li> <li>- enabling governments and public entities responsible for implementing projects to access high-quality, independent technical advisory services.</li> </ul>
African Infrastructure Guarantee Scheme (AIGM)	<p>The AIGM is aimed at encouraging pension and sovereign investment into Africa’s infrastructure. The AIGM has not yet been operationalised but is envisaged that it would provide credit enhancements to infrastructure projects that could unlock institutional investor capital.</p> <p>While four options for the AIGM were initially considered, the preferred option was to develop a “blended market-based scheme.” This scheme effectively seeks to enhance the existing market for credit enhancement and reinsurance such that commercial providers or risk mitigations could provide solutions that meet the requirements of institutional investors. The AIGM would create a one-stop-shop that aggregates demand for risk mitigation (i.e., infrastructure assets and potential lenders) and supply (i.e., providers of risk mitigations), focussing on enhancing the market for development phase risk mitigation.</p>
PIDA Experts Service Pool	<p>The Expert Service Pool has been set up by NEPAD under the SDM to rapidly deploy infrastructure experts (e.g., sector-specific, financial, legal) as part of the early stage advisory process.</p>
NEPAD IPPF	<p>Part of AUDA-NEPAD, the NEPAD Project Preparation Facility (NEPAD-IPPF) is a multi-donor special fund hosted by AfDB. Its mandate is to spur sustainable infrastructure development on the African continent through the preparation of bankable, investment-ready projects. The NEPAD-IPPF provides grants and expertise to help African countries, RECs and STEs to prepare viable and bankable projects in the areas of energy, transport, ICT and transboundary water resources.</p> <p>The missions and strategic objectives of NEPAD-IPPF are to:</p> <ul style="list-style-type: none"> <li>- Increase the number of economically, environmentally, socially and gender-responsive regional infrastructure projects prepared and implemented.</li> <li>- Increase funding for the preparation of bankable regional infrastructure projects.</li> <li>- Improve interaction among stakeholders in the preparation of regional infrastructure projects.</li> </ul> <p>As such, NEPAD-IPP is a tool and in the project preparation phase.</p>
African Network for Women in Infrastructure (ANWIn)	<p>The ANWIn was established to promote an inclusive approach for transformational and sustainable infrastructure development under PIDA. The goal of the ANWIn is to provide a high-level strategic engagement platform that</p>

**PIDA PAP 2** | PIDA PAP 2 Implementation Strategy:  
From Project Ideas to Infrastructure Services

Instrument	Description
	<p>should bring all stakeholders together for ensuring gender-responsive planning and implementation of infrastructure.</p> <p>The ANWIn is anchored in the following principles:</p> <ul style="list-style-type: none"> <li>- Inclusion: Account for including women, skilled and unskilled, those in rural and urban areas, and those from fragile states</li> <li>- Sustainability: ensures women’s comprehensive participation</li> <li>- Coherence: Establish a unified understanding of integrating women’s participation for all stakeholders and partners to align their respective efforts</li> <li>- Scale: Provide a transformational and not only incremental approach to women’s participation via linkage to AUC and AUDA-NEPAD instruments and initiatives</li> <li>- Leverage: Integrate and cooperate with women’s participation in infrastructure development initiatives of other institutions at the country and regional level</li> <li>- Partnership: Be a thought leader and reference group for championing women’s participation in infrastructure development in Africa</li> </ul>
<p>NEPAD Renewable Energy Access Programme (REAP)</p>	<p>The focus of REAP is to accelerate the development and implementation of Africa’s high priority renewable energy projects.</p> <p>For projects that are not bankable yet, NEPAD provides technical assistance to develop the projects to bankability. For projects that have reached bankability, NEPAD arranges for investor roundtables to raise finance for their implementation. NEPAD REAP also provides capacity building and focussed training programmes.</p>
<p>Job Creation Toolkit</p>	<p>The Job Creation Toolkit is an online tool provided by PIDA that is aimed at maximising the African jobs resulting from the preparation, construction, and operation of Africa infrastructure projects. Project Owners, technical partners, and government policymakers can estimate the total job impact from their projects (including indirect, induced, and economic spill-over jobs) and also think through possible ways to increase the number and quality of African jobs. The Job Creation Toolkit has three key modules:</p> <ol style="list-style-type: none"> <li>1. Job Estimation Module. Allows project owners to input project information to calculate detailed job estimates, including direct, indirect, induced and secondary jobs over the useful life of the asset.</li> <li>2. Job Projection Module. The user visualises the total estimated number of jobs created by projects across Africa.</li> <li>3. Maximising Jobs. Provides a set of possible interventions and recommendations that could be used to maximise job creation during the development, financing and operational phases of projects,</li> </ol>

## Appendix C Capacity Building Activities

### Description of Capacity Building Activities

Capacity-building activities can take several forms, depending on their objectives, the challenges to tackle or what the logistics allow in terms of location of participants or available budget. This section presents the capacity building types that might be relevant for PIDA.

#### Long-term Technical Assistance (TA)

Where a specific institution faces challenges in terms of organisational or technical skills given the missions it is expected to undertake, long-term TA can support the organisational changes as well as human resources needs as required.

#### External Consultant Services

Each infrastructure project, especially those at the regional scale, involves some unique specificities, which might present challenges to the core team in charge of its implementation. Therefore, it might be necessary to complement the expertise of the implementation team by support from external experts in relevant subject matters (technical, financial and legal). A consulting firm would typically assist the implementation team by undertaking the required studies for the project. Such support is on an ad hoc basis, and the profiles and content of the support would depend on the project's characteristics.

#### Targeted Recruitment of Specialized Staff

While consultancy services are of a short-term nature and specialised aim, a few large projects might call for constant support throughout the project implementation. In such a case, it might make sense to recruit relevant specialised staff, with a deep understanding of the topic at hand. This individual (or several individuals) would be a core staff of the implementation team and could be involved during several steps of the project cycle.

#### Training

Training is defined as teaching or developing any skills and knowledge that relate to specific useful competencies in project implementation. Training has specific goals of improving one's capability, capacity, productivity and performance. Training may also continue beyond initial competence to maintain, upgrade and update skills throughout a given period. This professional development could be implemented at each step of the project cycle and would reinforce the skills of the implementation teams.

#### Training of Trainers

The Training of Trainers (ToT) model is intended to engage master trainers in coaching new trainers that are less experienced with a particular topic or skill, or with training overall. A ToT workshop can build a pool of competent instructors who can then teach the material to other people. The training would create a leverage effect where several stakeholders, at various levels, would benefit from an improvement.

**PIDA PAP 2** | PIDA PAP 2 Implementation Strategy:  
From Project Ideas to Infrastructure Services

The approaches to ToT vary among the different strategies/initiatives. However, many common elements can be found, such as working with local partners (institutions and universities), identifying potential training providers and equipping them with the necessary skills to implement training (training skills, training methods but also knowledge transfer on, e.g., renewable energy technology), as well as encouraging trainers to train other trainers to achieve multiplication effects and twinning.

### **Workshops/Seminars**

---

Group training, such as workshops or seminar, can be organised to go over the fundamentals of a given topic, to set a common understanding within a large group of people on a given topic. This is especially true for regional projects involving multiple stakeholders. Workshops can be done on-site or virtually, and their duration can vary: from a few hours to several missions spread over on a few months.

## Appendix D PAP 1 Limitations Identified by MDS

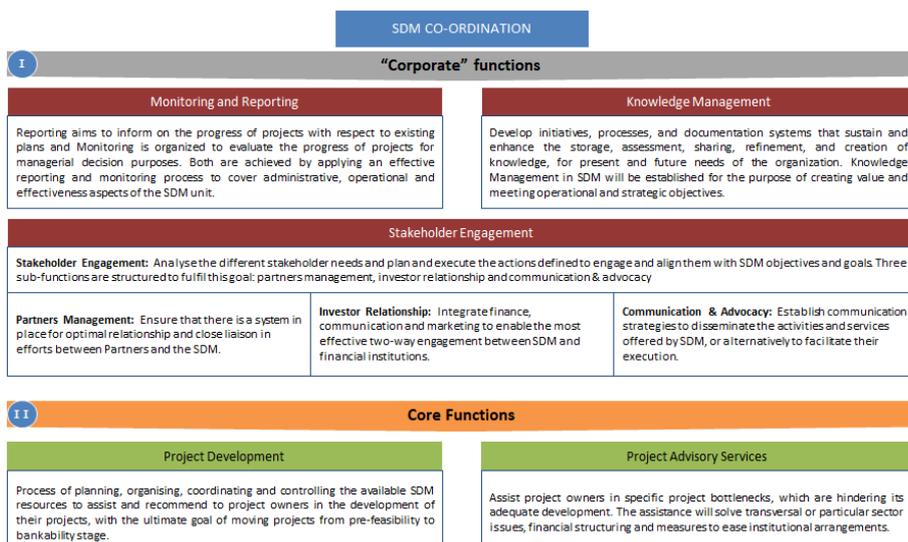
Figure 4-4: Limitations Identified for Implementation of PIDA’s Projects at Each Step of the Project Cycle



Source: PIDA PAP 2 MDS

## Appendix E Critical Functions of the SDM

Figure 4-5 Key Functions of the SDM



**PIDA PAP 2** | PIDA PAP 2 Implementation Strategy:  
From Project Ideas to Infrastructure Services

This report has been prepared by



**CONTACT INFORMATION**

Suite 200, 979 Bank Street,  
Ottawa, Ontario, Canada K1S 5K5

P: +1 (613) 237 2500

T: +1 (613) 237 4494

[Ottawa@cpcs.ca](mailto:Ottawa@cpcs.ca)

[www.cpcs.ca](http://www.cpcs.ca)

Technical Partner



**german  
cooperation**

DEUTSCHE ZUSAMMENARBEIT

Supported by

**giz** Deutsche Gesellschaft  
für Internationale  
Zusammenarbeit (GIZ) GmbH

