



**EVALUATION OF UNDP'S SECOND
REGIONAL COOPERATION FRAMEWORK FOR**

AFRICA

2002 – 2006

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RCF for the Arab States 2002-2005, (2005)

RCF for Asia and the Pacific 2002-2006, (2007)

RCF for Latin America & the Caribbean 2002-2007, (2007)

EVALUATION TEAM	
Team Leader	Richard Beattie
Team Members	Pamela Branch Bjorn Johansson Hubert LeBlanc, Adviser Asif Chida, Adviser Ahmed Mohiddin, Adviser Elaine Ward, Gender Specialist Bruce Branch, IT Specialist Ian Cameron, Researcher
Evaluation Office Task Manager	Ruth Abraham

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United Nations Development Programme
Evaluation Office
One United Nations Plaza
New York, NY 10017, USA
Website: <http://www.undp.org/eo>
Email: evaluation.office@undp.org

FOREWORD

This report presents the findings of the evaluation of the Second Regional Cooperation Framework for Africa. It is one of three evaluations of regional programmes carried out this year. The aim of the evaluation is to assess performance, and help identify successful approaches and lessons which would feed into the development of the third regional cooperation framework for Africa.

The particular aims of the RCF were support to good governance, globalization, peace building and disaster management, HIV/AIDS, and management of energy and environment for sustainable development. Managed by the Regional Bureau for Africa (RBA), it provided a framework for the implementation of regional projects and programmes and a provision of policy and advisory services.

The evaluation examined UNDP's regional programme and its contributions to regional development in terms of its relevance, effectiveness, efficiency and sustainability. It found that the themes of the RCF were aligned well to regionally expressed priorities, and with UNDP's global programme, and that UNDP's presence and reputation throughout Africa gave it a natural and viable role to play in the areas of democratic governance, globalization and conflict resolution and peace building. The regional programme was found to be successful in implementing initiatives of a sensitive nature, in conducting policy analysis and advocacy, in handling trans-boundary issues and in enhancing capacity. It was successful in bringing partners from throughout Africa together to share best practices and lessons learned and to develop joint action plans to address trans-boundary issues. Opportunities were availed moreover for building relationships and confidence between groups, particularly among countries that otherwise had little access to official development assistance resources or had a long history of not interacting with one another. The programme was also found to be successful in mobilizing funds for the programme.

However the evaluation found that generally links between the regional programme and country programmes were absent; coordination and communication were weak as were gender mainstreaming and integration of environment concerns. The programme also lacked indicators, baseline and timeline data which limited attribution, and links between expected results, required resources and monitoring and evaluation needed improvement. The evaluation also found that the time horizon for capacity development initiatives were generally unrealistic and exit strategies were not developed during the design stage of an initiative.

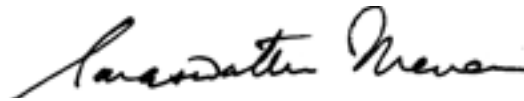
Some key lessons learned from UNDP's experience in implementing the regional programme in Africa include: first, maximum impact from relatively limited resources came from focusing on those areas where African priorities and UNDP strengths intersected (governance, conflict prevention and peace building). Second, building partnerships and capacities was easier when UNDP established a direct relationship with local institutions rather than working through an executing agency. And third, strong financial and management systems and performance measures must be in place for effective management, including an integrated system of reporting, monitoring and evaluation. It is expected that in the development of the third regional cooperation framework for Africa, these lessons will provide a useful basis for learning what worked well and what didn't work so well.

A number of people contributed to this evaluation, particularly the evaluation team composed of Richard Beattie, team leader, and Pamela Branch and Bjorn Johansson, team members. Ruth Abraham was the task manager of the evaluation at the Evaluation Office. We would also like to thank Kutisha Ebron, Thuy Hang To and Anish Pradhan of EO and Khadidiatou Sylla-Ba of UNOPS, who provided excellent administrative and technical support. We would also like to express our appreciation to Shreya Dhawan, Editor of this report.

The preparation of the evaluation was also thanks to the excellent collaboration of the Regional Bureau of Africa led by the Regional Director, Gilbert Houngbo, Martin Fianu, Chief of Staff, Lamin Manneh, Head of the Strategic Regional Initiatives Unit, and the support of many UNDP staff members in New York and in the field, especially, Illuminate Maerere, Jessie Byron and Habiba Ben Barka, New York, Aguerre Yilma and Hannah Gutema in Addis Ababa, Nardos Bekele-Thomas and Jacqueline Anyona in Nairobi, Isaac Chivore and Chris Opar in Pretoria, Kristan Schoulz and

Jonas Ottosen in Gaborone, Fatoumata Maiga in Bamako, Laba Toure and Seynabou Diop in Dakar and Eloi Laouroui in Geneva. This report would not have been possible without the interest and support of African government representatives, Advisory Board members, regional partners, donors, representatives of civil society, and executing agencies.

I hope that the findings and recommendations of this evaluation will assist in improving the effectiveness of UNDP's regional level assistance in Africa in the coming period, and contribute to the achievement of its development goals.

A handwritten signature in black ink, reading "Saraswathi Menon". The signature is fluid and cursive, with a long horizontal stroke at the end.

Saraswathi Menon
Director, Evaluation Office

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ACRONYMS AND ABBREVIATIONS

ACP	African, Caribbean and Pacific States (Trade Agreement European Union)
AfDB	African Development Bank
AGOA	Africa Growth and Opportunity Act (of the United States)
AMSCO	African Management Services Company
APRM	African Peer Review Mechanism
AU	African Union
BDP	Bureau for Development Policy (UNDP)
BRSP	Bureau for Resources and Strategic Partnerships (UNDP)
CCF	Country Cooperation Framework
CIDA	Canadian International Development Agency
CO	Country Office (UNDP)
COMESA	Common Market for Eastern and Southern Africa
DAC	Development Assistance Committee
DFID	Department for International Development (United Kingdom)
DBSA	Development Bank of South Africa
ECA	Economic Commission for Africa (also UNECA)
ECCAS	Economic Community of Central African States
ECOSAP	ECOWAS Small Arms Programme
ECOWAS	Economic Community of West African States
EO	Evaluation Office (UNDP)
FAO	Food and Agriculture Organization
GCF	Global Cooperation Framework
GDI	Gender-related Development Index
GDP	Gross Domestic Product
GEF	Global Environment Fund
GTZ	German Technical Cooperation
HDI	Human Development Index
HIV/AIDS	Human Immunodeficiency Virus/Acquired Immune Deficiency Syndrome
HPI	Human Poverty Index
ICT	Information and Communication Technology
IDRC	International Development Research Centre (Canada)
IF	Integrated Framework
IFC	International Finance Corporation
ILO	International Labour Organization

IMF	International Monetary Fund
ITC	International Trade Centre
JITAP	Joint Integrated Technical Assistance Programme
LFA	Logical Framework Analysis
MDG's	Millennium Development Goals
MYFF	Multi-Year Funding Framework
NEPAD	New Partnership for African Development
OAU	Organization of African Unity
OAS	Organization of African States
ODA	Official Development Assistance
OHADA	Organization for the Harmonization of Business Law in Africa
OHCHR	Office of the High Commissioner for Human Rights
PCASED	Programme for Coordination and Assistance for Security and Development
PSI	Project Services International
RAF	Regional Africa (used for UNDP project identification)
RBA	Regional Bureau for Africa (UNDP)
RBM	Results-based management
RCF	Regional Cooperation Framework
RSAP-IWRM	Regional Strategic Action Plan on Integrated Water Resource Management
RSC	Regional Service Centre
SACI	Southern African Capacity Initiative
SADC	Southern Africa Development Community
SIDA	Swedish International Development Agency
SRIU	Strategic and Regional Initiatives Unit (RBA)
SSA	Sub-Saharan Africa
TICAD	Tokyo International Conference on Africa's Development
UNAIDS	Joint United Nations Programme on HIV/AIDS
UNCDF	United Nations Capital Development Fund
UNCTAD	United Nations Conference on Trade and Development
UNDESA	Nations Department of Economic and Social Affairs
UNDP	United Nations Development Programme
UNECA	United Nations Economic Commission for Africa
UNOPS	United Nations Office for Project Services
UNV	United Nations Volunteers
US	United States (of America)
WD	Water Division
WHO	World Health Organization
WTO	World Trade Organization
WSCU	Water Sector Coordination Unit

EXECUTIVE SUMMARY

I. INTRODUCTION

The present report provides a summary of the findings of the independent evaluation of the regional cooperation framework (RCF) for Africa which the Evaluation Office submits to the Executive Board. The evaluation of the second RCF for Africa (2002-2006) was carried out between September 2006 and January 2007. The second RCF was originally approved for the period 2002-2006, but was extended to 2007 so that it could be harmonized with the cycle of the multi-year funding framework (MYFF) 2004-2007.

The main objectives of the evaluation were to: (a) assess the achievement of the intended organizational goals and development results, highlighting key results of outputs and outcomes, lessons learned and good practices, both as they relate to the specified programme goals of UNDP and in relation to broader national strategies in the region; (b) assess performance of the RCF and specify the development results achieved in the area of policy advice, capacity development and knowledge management within the core results areas on which the regional programme has focused, as well as assessment of the scope and range of strategic partnerships formed; (c) based on the actual results, ascertain how the RCF has contributed to positioning UNDP strategically to establish its comparative advantage or niche as a major upstream global policy advisor for poverty reduction and sustainable human development and as a knowledge-based organization in the region; and (d) identify innovative approaches used within the RCF programme and project portfolio, their related outcomes and lessons learned within UNDP and in programme countries. The evaluation sought to address key questions in terms of the relevance, effectiveness, efficiency and sustainability of the regional programme.

The RCF evaluations were to be conducted as a 'meta-evaluation', drawing on the results and conclusions of independent outcome evaluations undertaken during the period of the RCF for each

of the regional programmes. The meta-evaluation methodology required a review and validation of findings and data from existing evaluations (such as a comprehensive desk review and analysis of outcome and project evaluations and other self-assessment reports); conducting selective spot checks (in-country project visits and consultations with RCF stakeholders on the ground, for example); and triangulation of the available data and information.

The outcome evaluations provided were found to be uneven in quality and inadequate in terms of their coverage of the second RCF for Africa. Nor did the evaluations capture programme-level results. As it was not possible to conduct the planned meta-evaluation, the results reported for a sample of projects were reviewed and the resulting outcomes assessed.

Key reports and reference documents for the RCF were reviewed, as were more than 100 other reports and related documents. RCF Africa II project documents were reviewed for 55 of the ongoing projects in the portfolio. Interviews and focus group discussions were conducted with a wide cross-section of stakeholders. These included representatives of African governments, regional and sub-regional organizations and NGOs; advisory board members, representatives of non-UNDP executing agencies, the UNDP regional service centre and sub-regional resource facilities (SURFs); UNDP staff in the field working on RCF initiatives, headquarters staff and in UNDP country office staff. Visits to these sites covered activities under the major thematic areas of the RCF – HIV/AIDS, conflict prevention and peacebuilding, gender and environment, governance and globalization. All projects valued over \$4 million were also visited. In addition to the selected countries, visits were made to donor partners in Brussels and London, and interviews were conducted in Canada with the Canadian International Development Agency.

II. MAIN FINDINGS

A. RELEVANCE

The evaluation found that the themes of the RCF Africa (2002-2006) are relevant to the needs and development priorities of the region and to the issues that African leaders have identified in the NEPAD as critical for the region's development – good governance, economic development, conflict prevention and peace building. The themes of the RCF also address problems with trans-boundary implications, in which joint action and greater regional integration and coordination can add value. It is also aligned with the strategic goals of the UNDP MYFF, 2004-2007, particularly in the areas of poverty reduction and democratic governance, but also in crisis prevention and gender mainstreaming and to a lesser extent in the environment. The evaluation also found that the thematic areas of support for the RCF are in line with the global programme principles and its practice areas. The second RCF for Africa is working in areas – democratic governance, globalization and conflict resolution/peace building – in which UNDP's presence throughout Africa, along with its reputation and stature, gives it a natural and viable role to play, and the RCF initiatives are having policy and advocacy impacts.

B. EFFECTIVENESS

The evaluation looked at the effectiveness of RCF in terms of organizational goals, institutional criteria and approaches, such as policy advice and advocacy, support to the MDGs, communication, coordination and building capacity, partnerships and synergies; and in terms of the developmental results of the themes: democratization and participatory governance, globalization, conflict prevention, peacebuilding and disaster preparedness, HIV/AIDS, and 'other', which includes the cross-cutting themes of gender and environment as well as energy and water resources.

Capitalizing on the reputation of UNDP as politically neutral, the RCF was successful in supporting dialogues and exchanges on sensitive issues and in a very timely fashion. In addition, the programme has supported analysis and advocacy-level activi-

ties through a variety of initiatives such as studies, regional workshops and conferences on various issues, including conflict management, public sector ethics, reinventing government in Africa, and human rights, as well as promoting improved human development reports. Those activities were very valuable in bringing partners from throughout Africa together to share best practices and lessons learned. The forums helped to build relationships and confidence between groups and permit the development of joint plans of action to address transboundary issues. This was particularly true for countries that otherwise have little access to official development assistance resources or have a long history of not interacting with one another. In some cases periodic follow-up meetings resulted in peer pressure to either participate or progress, and at times the events were catalysts for further action (such as the Regional Centre for Small Arms workshop for police, military and customs officers responsible for enforcing laws to prevent the proliferation and cross-border movement of small arms in the Great Lakes region).

The RCF identifies capacity development as the 'lens' through which African development issues are perceived, and measures to address them are formulated and implemented in the RCF. Although it endorses effective capacity development principles and practices, including the recognition that capacity development is a long-term process, the RCF has only a four- or five-year horizon, and many of its initiatives of short duration. The institutional development support to the New Partnership for Africa's Development (NEPAD), for example, was approved for a period of 14 months. Although that was extended for an additional year, this sort of short-term support is contrary to stated UNDP capacity development principles. In another case, the addition of small arms control to the Economic Community of West African States (ECOWAS), UNDP did not carry out a proper assessment of the capacity, mandate or priorities of the institution prior to implementation – another precondition to effective capacity development.

Through its support at the regional level, UNDP worked in partnership with over 15 regional organizations and entities, including inter-governmental bodies and civil society groups such as the Africa 2000 Network, the African

Futures Institute, the African Leadership Forum, ECOWAS, and the Southern Africa Development Community (SADC). They included some of the key African institutions and initiatives such as the African Union, NEPAD, and the African Peer Review Mechanism. UNDP worked with several international development partners, (including the Department for International Development, CIDA, Belgium, the European Union and Japan), and mobilized resources from a variety of development partners, raising \$74.1 million.

The evaluation team found that RBA operated on two parallel tracks, with very little coordination or communication between country programmes and regional programmes. The RCF and its individual projects were seen as emanating from UNDP headquarters, and neither the countries nor the country offices understood how to access regional programmes or resources in order to participate or conduct complementary activities. The lack of communication between the regional programme and country offices has made it difficult for country offices to coordinate the regional projects with their in-country programming. It has also limited the ability of UNDP to leverage its reputation and knowledge base in promoting development policy with other donors and with country governments.

The effectiveness of the RCF in attaining intended development results was mixed, and the level of the programme contribution to those results is impossible to assess with rigour due to the lack of indicators of achievement and the lack of baseline and timeline data. Without agreed indicators of programme achievements, reporting is not uniform, and meaningful aggregations at the programme level are impossible. There are clear indications that the initiatives supported by the RCF are contributing to the achievement of desired programme-level results in the 'strengthening democratic and participatory governance' thematic area. Overall, progress in Africa has been in the desired direction during the life of the RCF, with the African Peer Review Mechanism – among others – promoting improved accountability; capacity-building efforts with the African Union improving the effectiveness of democratic systems; and the African Governance Forum promoting more effective participation of civil society. However, it is difficult to discern the level of the RCF contribution. For example, while

more countries have democratically elected governments and the Forum of Former African Heads of State – which is supported under the RCF – is working to promote and consolidate democratic governance in Africa, it is not easy to establish a causal link between the two, since the Forum of Former African Heads of State constitutes only one influence on the progress toward greater democratic governance in Africa.

Objectives under the globalization theme included strengthening regional and subregional economic cooperation and integration in the areas of trade, market and enterprise development; and strengthening pro-poor economic governance and public finance management. As with that for democracy and governance, general progress is in the right direction, but again attribution to the RCF poses problems, since the improved economic performance of Africa over the past five years is the result of many influences. Nonetheless, the RCF was praised for the flexible and responsive support it provided to African ministers and African World Trade Organization (WTO) negotiators in Geneva preparing for WTO meetings, as well as for support to SADC and the Organization for the Harmonization of Business Law in Africa (creating an enabling environment for greater economic development in West and Central African states through training on regional and global trade regimes). The capacity development work with African partners in government, regional institutions and the civil and private sectors helped bring Africa into the world economy and lessen its marginalization, for example through supporting studies related to mobility of business persons, trade and investment, as well as policy development work with African government institutions.

In spite of ongoing and emerging challenges, the RCF is contributing directly to African efforts to prevent conflicts and build peace. There are good indications that RCF Africa II is on track to achieve the desired results at the outcome level, through support to ECOWAS and the Regional Centre on Small Arms Control, as well as by training faculty members in the region on conflict analysis, mediation, and negotiation. While the institutions supported by the RCF are also supported by others, several found RCF support important. For example, the Peace and Security Directorate of the African

Union found the funding of analysts, who are the focal points for providing up-to-date information and analysis on conflict situations to the African Union, and the funding of special envoys to ensure that African Union member states ratified the Protocol Relating to the Establishment of the Peace and Security Council of the African Union in July 2002, were critical in moving operations forward to the point where African Union peacekeepers could be fielded.

Several initiatives have been funded under the RCF, although the data available do not demonstrate any outcome level results as yet for some of them. It is also difficult to differentiate the results of the regional programme from those of the country offices and other specialized United Nations agencies, the World Health Organization and UNAIDS, as well as a plethora of projects and programmes addressing HIV/AIDS at all levels, funded by virtually every bilateral and multilateral organization. Following an evaluation that found that “there was no chance that the project would produce the outputs”, the Southern Africa Capacity Initiative – one of the key HIV/AIDS interventions under RCF Africa II – is now addressing government capacity-building more generally rather than solely for HIV/AIDS.

Most projects report giving consideration to gender balance in selecting project participants and/or beneficiaries but, in general, there is little analysis of gender concerns and challenges in project documents. There is no outline of the specific roles and responsibilities of men and women, boys and girls, nor any indication of how resources will be allocated to facilitate the participation of the various groups. In addition, while quite often noting that women’s participation will be supported, project documents rarely set specific targets or strategies to achieve this, and gender disaggregated data are rarely available. In those instances in which a regional activity is based in an existing institution, there is no indication of an assessment of the capacity of that institution to deliver a gender-focused programme or activity.

Integration of environmental concerns is weak. With the exception of the initial undertaking to mainstream environmental concerns, the documents reviewed appear to be more or less silent on

this issue. Energy and water resources were added during the reorientation of RCF Africa II in 2004. RCF has supported the development of an ECOWAS regional white paper on increasing access to energy for rural and peri-urban populations, which has been ratified by the member states. The document is being used to engage financing and donor interest and the member states have approved guidelines on the development of MDG-based energy access strategies and costing methodologies. These are being piloted, but it is too early to see outcomes as yet.

C. EFFICIENCY

Efficiency was measured by looking at programme oversight and governance, including resource mobilization, organizational strategy, execution and implementation modalities, and performance measurement. While funds mobilization was successful, oversight, management, coordination and communications were weak. Accountability and reporting lines and decision-making authorities were unclear. Links between expected results, required resources and monitoring and evaluation systems were missing or weak. Reporting was highly variable and did not seem to be used for management and control. Use of policy advisors, including the advisory board, was limited. The external advisory board, established at the beginning of RCF Africa II in order to provide policy guidance and ensure that the programme remained “closely grounded in African priorities and emerging realities”, met infrequently and was under-utilized. Members of the advisory board described their terms of reference as vague, and the board did not meet until after the parameters of RCF Africa II were finalized.

While overall resource mobilization was effective, financial management has not been. Financial information was not available to field managers on a timely basis, and the budget fluctuated, dropping by 25 per cent during the approval of the MYFF in 2004, and then increasing again in 2006, when the end date of the programme was extended. The uncertainties in financing created some implementation difficulties for initiatives on the ground, as budgets that had been approved were cut and later reinstated. Those uncertainties, compounded by the lack of timely financial information, made planning and results achievement difficult for the individual

RCF Africa II initiatives. In addition, the evaluators were told that difficulties in obtaining financial and other information has led some bilateral donors to raise questions about the capacity of UNDP to be accountable and manage resources in an effective and timely fashion.

The RCF has a complex organization, with the Strategic and Regional Initiatives Unit (SRIU) of the Regional Bureau for Africa (RBA) acting as the key planner and manager of the programme. The programme is executed by 10 different organizations in partnership with over 15 African organizations, from project management sites in North America, Europe and 14 African countries. This may help to explain some of the difficulties in coordination and communication. Operating out of New York, SRIU carries out central management of the regional programme and makes essential decisions regarding project funding and operations. The regional projects and programmes are implemented by different implementing agencies. Roles and responsibilities are not completely clear: some project managers reported not being sure which decisions they could take themselves and which required approval from New York. Some reporting lines are also difficult to understand; for example, the Assistant Resident Representative/Representation to the African Union and Liaison Office with the Economic Commission for Africa (ECA) – both key partners – reports to the UNDP Resident Representative in Addis Ababa, who has no direct reporting relationship to SRIU. The Senior Regional Coordinator/Regional Support for NEPAD, also based in Addis Ababa and the liaison with another important partner, on the other hand, reports directly to SRIU in New York.

Most regional programme coordinators state that although SURFs/regional service centres have provided and can continue to provide good technical advice, especially at the project planning stage, they rarely call upon them. This may be a function of the centralization of programme planning and management decision-making in New York. However, the Bureau for Development Policy also reports that SRIU does not consult them, including on key issues such as integrating gender and environment. Many key programme management functions, financial management, procurement, and administrative support are provided by UNOPS,

which is the executing agency for most RCF initiatives. Field managers reported delays as long as six months in getting financial information from UNOPS, which UNOPS attributed to difficulties in implementing the Atlas system. In addition, the UNOPS chart of accounts is not particularly well set up for producing institutional-level financial management information and does not link well with those financial management information systems. This is not efficient, and several partners reported running duplicate systems in an attempt to ascertain their current financial position, or to link their RCF funding to their institutional financial management system.

While SRIU had created a results-oriented tracking system, performance measurement, review and reporting functions were found to be inadequate. At the time of this evaluation, there were multiple objectives for each theme but results were not usually measurable and indicators of achievement had not been developed. Without clear indicators of achievements, the reports generally provided activities and outputs against key results statements, but provided little information on outcomes or programme level results. The evaluation team noted a general absence of poverty and gender objectives in project documentation and, in line with the general absence of results-formulation and monitoring processes, did not find any established means to determine the extent and nature of the RCF contribution to poverty reduction or gender equality. No attempt was made to compare, compile or roll up the information in these reports to either the thematic or the programme level. As most individual project reporting and monitoring to date has focused on output rather than outcome achievements, it is not surprising that most project evaluations conducted to date have restricted themselves to evaluating project outputs, thereby limiting their usefulness for meta-evaluation purposes.

D. SUSTAINABILITY

While the RCF has been successful in enhancing the capacity of many of the African organizations with which it works, the long-term sustainability of results for several initiatives is doubtful. In the case of the African Union and the Regional Centre on Small Arms, the availability of funds is central to sustaining the institutions and their regional

programmes. In both cases, although the participating governments are making contributions to help support the institutions, those contributions are rarely sufficient to pay for capacity development and to allow the institutions to fulfil their regional mandate.

In some cases UNDP has created implementing partner institutions whose ability to continue to produce regional benefits once donor funding ends is questionable. For example, the Africa 2000 Network, a regional initiative, was transformed into a linked group of nationally registered NGOs, some of which have been successful in mobilizing funds from UNDP country offices and other donors, while others have not. The coordinating body for Africa 2000 is completely dependent on funds from the RCF, which end in 2007, and that coordinating body is responsible for sharing lessons learned, conducting field visits, and collecting success stories. It is difficult to see how the regional links will be maintained following the end of RCF funding. The Africa 2000 coordinating body has been linked to Capacity 2015, another UNDP-funded initiative, in order to continue its activities, but this continued dependence is still not a sustainability or an exit strategy. In general, sustainability and exit strategies are missing from RCF initiatives.

III. CONCLUSIONS AND LESSONS LEARNED

A. CONCLUSIONS

Outcome-level results are indicative rather than exhaustive, due to the lack of data and the somewhat short time-frame. While progress has been made toward all the objectives for RCF Africa II since its inception in 2002, projects within each development theme are dispersed geographically, chronologically and by executing agency. Consultations and anecdotal evidence indicate that the regional programme has contributed to key results within each thematic area; however, it is difficult to detect synergies or complementarities among them or to measure the aggregate development outcome for that theme objectively. However, in some cases there have been subsequent project phases that have built up to an outcome level result, such as ‘capacity-building for

trade and development’. In others, more than one initiative may have promoted a particular outcome, such as ‘addressing small arms in the Great Lakes’ and ‘support to Peacebuilding in the Great Lakes’.

Working with and through regional institutions as partners has been a good model for producing synergies between partners and countries in the region. However, the short-term nature of the support provided by the RCF may not be appropriate for capacity development programming with young and fragile institutions that will require concentrated assistance for several years.

The performance of the RCF portfolio is stronger in the thematic areas that build on the core mandate of UNDP and its recognized strengths in policy, governance and conflict resolution, and less so in areas such as globalization, HIV/AIDS, and energy and water supply. Other United Nations agencies such as WHO and UNAIDS have better technical capacity on HIV/AIDS; the United Nations Commission on Trade and Development, WTO and the International Trade Centre have a better defined comparative advantage, technical skills and mandates than UNDP in globalization and trade capacity development; and the United Nations Capital Development Fund has skills in economic development programmes to reach the poor. Given scarce resources, including person hours and skills, greater focus of resources on areas where UNDP has a strong comparative advantage may result in a higher level of development impact.

Poor attention to internal monitoring and reporting on results undermines the ability of UNDP to leverage its reputation and knowledge base in promoting development policy with other donors and country governments. Weak monitoring and evaluation systems hamper the ability to assess the level of impact, including in relation to financial and other inputs.

The comparative advantage of the UNDP field presence is undermined by inadequate coordination between the regional programme (managed from New York) and the decentralized country offices, and also between RCF Africa and the RCF for Arab States, which would be required to implement truly pan-African initiatives.

While flexibility is needed in order to continue to respond to emerging needs, a greater focus on selecting and working in partnership with key African institutions would enhance the performance and sustainability of results.

B. LESSONS LEARNED

Focus. RCF Africa II had a stronger impact, both developmentally and on institutional criteria like policy and advocacy, when it responded to the priorities of African stakeholders and built on the comparative strengths and advantages of UNDP. Maximum impact from relatively limited resources comes from focusing on the areas where African priorities and UNDP strengths intersect, such as in governance, conflict prevention and peacebuilding.

Partnerships are difficult to develop; dependencies are not. Building a partnership is easier by establishing a direct relationship with local institutions than by working through an executing agency. Capacity development requires a clear assessment of needs, followed by a plan to address those needs. Capacity-building takes time and a long-term commitment. Young and fragile institutions do not have the capacity to manage and mitigate the impact of fluctuating budget and development priorities, and will only develop that capacity through self-management, not by being managed by others.

What gets measured gets done. Responsibility for management cannot be delegated without strong financial and management systems and measures of performance, including an integrated system of reporting, monitoring and evaluation that fills both internal management and external reporting requirements. As initiatives were not required to develop and report on quantitative and qualitative gender-sensitive indicators of performance, integration of gender mainstreaming received only lip service. This is also true for environment, the other cross-cutting dimension.

Weak monitoring and reporting: weak evaluation base. An ex-post evaluation cannot fill the data gaps left by inadequate internal monitoring and reporting. Evaluations build on indicators of achievement, baseline data and continuous monitoring and measurement of progress. Meta-evaluations are only possible if existing evaluations are sufficient in number, coverage and quality.

IV. RECOMMENDATIONS

Based on the findings of the evaluation, the recommendations set out below are presented for consideration by RBA.

(a) Maximize African ownership of the regional programme. Greater use of the advisory board should be made, to ensure that the RCF has the capacity to identify and respond to evolving African development challenges and remains firmly anchored in African realities. This would help ensure that institutional and capacity development targets are being achieved. RBA should revise the terms of reference for the advisory board to ensure regular board meetings, and board members should be provided with regular reports on the progress of the framework against agreed gender-sensitive, quantitative and qualitative indicators and changes in the environment. Moreover, this flexibility must take place within the context of, rather than as a substitute for, a long-term strategic plan.

(b) Streamline the focus of the next RCF to a maximum of three clearly defined themes, with fewer outputs and outcomes under each theme. It should continue to focus on the regional priorities of strengthening democratic and participatory governance, conflict prevention, peacebuilding, and disaster management. In addition, RCF resources should be concentrated on capacity-building for a smaller number of larger interventions, linked to existing regional African institutions. Many of the current programmes and activities should be phased out prior to the end of the second RCF. Decisions to allow current projects to be carried over into the next RCF implementation period need to be based on clear, consistent criteria, with a cap of project funding allowed for carry-over – suggested at 25 per cent of RCF total funding.

(c) Improve coordination between regional and country programmes in Africa. This can be achieved by decentralizing two regional Bureau Deputy Directors, with joint responsibility both for the RCF and UNDP country programmes, to locations in Africa. The regional programme in Africa needs to develop the capacity of regional and pan-African institutions to deliver their mandates. Partner institutions need to be provided with financial planning and management tools and training. Maximum responsibility should be transferred to them as a component of overall capacity development and institutional strengthening.

(d) Enhance pan-African synergies through improved information sharing and enhanced cooperation between RBA and the Regional Bureau for the Arab States. Establish a joint UNDP-Africa and Arab States representative office in Addis Ababa for respective accreditation to pan-African institutions such as the African Union and ECA. This would facilitate the participation of North African countries in pan-African activities.

(e) Incorporate gender equality and environment across all interventions. Both should be required in the planning and formulation of future initiatives. Sufficient financial resources for gender mainstreaming and environmental sustainability (in every project) should be allocated for all future projects if gender and environment are to be integrated as cross-cutting themes.

(f) Clarify roles, responsibilities, accountability and reporting structures to implement results-based management effectively. The RCF should adopt an enhanced results-based performance management, measurement and reporting system. Similar performance measurement frameworks, including clear programme-level indicators of achievement, should be developed at the thematic and RCF levels. Project-level reports should be rolled up into thematic and regional programme-level reports, at a minimum annually, for presentation to the advisory board.

(g) Include in project budgets funds explicitly earmarked for monitoring systems, including development of indicators, baseline data, data sources and collection methods, as well as responsibility and timing of collection for the outcomes and impact levels.

Chapter 1

Introduction

In 2004, the Associate Administrator committed UNDP to conduct forward-looking evaluations of the Regional Cooperation Framework (RCF) prior to drafting and submitting a new RCF for the Board's approval. UNDP's Evaluation Office (EO) therefore conducted the evaluation of the second RCF for Africa (RCF Africa II) in September 2006. The terms of reference of this evaluation are provided in Annex A of this report.

A review of the first RCF (1997-2001) for Africa noted that it was making important contributions to developing the capacity of institutions and human resources in the region, and had established partnerships with many government, non-government and private sector organizations as well as with bilateral and multilateral donors. However, it also noted several shortcomings. Key among these was a failure to mobilize the resources required; conceptual and implementation deficiencies, including poorly defined 'areas of concentration'; and a need to improve initiatives to build the capacity of African partners. It recommended that in future the programme should "...serve as a platform for operationalization of the United Nations global mandates..." and be focused on "... a selected number of high priority African regional objectives...", which are more clearly defined in thematic areas with shared outputs, outcomes and indicators in order to promote synergies.¹

In its first regular session of 2002, the Executive Board of UNDP approved RCF Africa II, a US \$171 million programme running from 2002 to 2006. In 2004, during the approval of UNDP's Second Multi Year Funding Framework (MYFF) for 2004-2007, the RCF Africa II budget was dropped to US \$128 million. Subsequently, in 2006, the end date for RCF Africa II was extended to 2007 to align it with the MYFF and the budget was increased by US \$8 million.

The main objectives of this evaluation are to: (a) assess the achievement of the intended organizational goals and development results, highlighting key results of outputs and outcomes, lessons learned and good practices both as they relate to UNDP's specified programme goals and in relation to broader national strategies in the region; (b) assess performance of the RCF and specify the development results achieved in the area of policy advice, capacity development and knowledge management within the core results areas that the regional programme has focused on and also assess the scope and range of strategic partnerships formed; (c) based on actual results, ascertain how the RCF has contributed to strategically positioning UNDP to establish its comparative advantage or niche as a major upstream global policy advisor for poverty reduction and sustainable human development and as a knowledge-based organization in the region; and (d) identify innovative approaches used within the RCF programmed project portfolio, their related outcomes and lessons learned within UNDP and in programme countries.

The key questions addressed by the evaluation related to relevance, effectiveness, efficiency and sustainability:

- **Relevance:** Is the strategic focus of RCF support relevant to regional development issues and priorities, as well as to the Millennium Development Goals (MDGs)?
- **Effectiveness:** To what extent has the RCF attained its intended organizational and development results?
- **Efficiency:** How efficient are the institutional and management arrangements for programming, managing, monitoring and evaluating the regional programmes?
- **Sustainability:** Will benefits continue after major development assistance has been completed?

1. Review of the RCF for Africa, 1997-2001, DP/RRR/RBA/1, 24 July 2000.

The key audiences for this report are the regional programme’s ‘stakeholders’, which include:

- UNDP – including Regional Bureau for Africa (RBA), EO, UNDP country offices, and Bureau of Development Policy (BDP);
- African partners from the public, private and civil society sectors in participating countries;
- regional and sub-regional organizations;
- donors; and
- executing and implementing agencies.²

1.1 EVALUATION METHODOLOGY

As stated in the Terms of Reference (see Annex A), EO designed this evaluation to be conducted as a ‘meta-evaluation’, drawing on the results and conclusions of independent outcome evaluations undertaken during the period of the RCF for each of the regional programmes, and thus largely based on secondary data. The meta-evaluation methodology required the team to review and validate findings and data from existing evaluations (i.e. comprehensive desk review and analysis of outcome and project evaluations and other self assessment reports); conduct selective spot checks, i.e. in-country project visits and consultations with RCF stakeholders on the ground; and triangulate the available data and information.

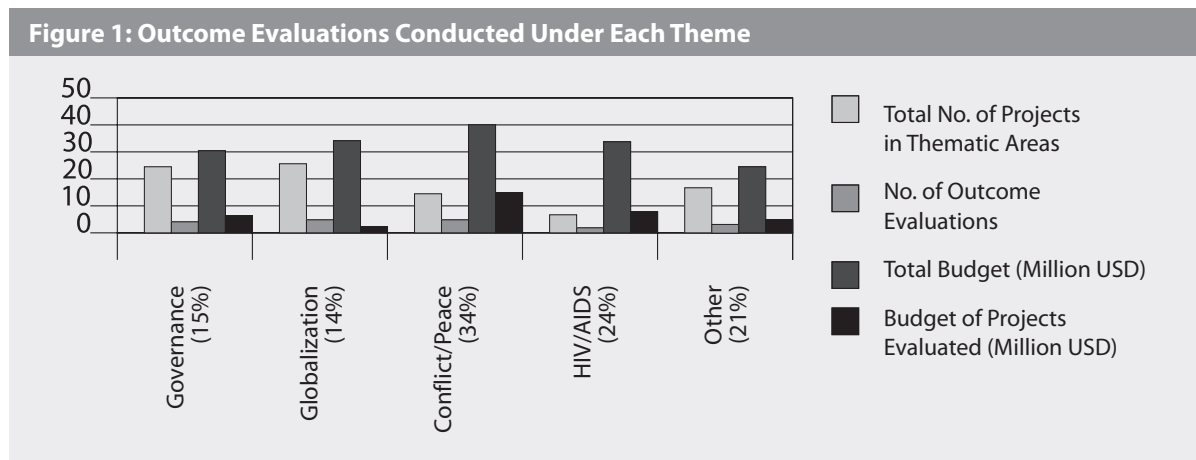
Following a review of the existing evaluations, the team and the EO agreed that these evaluations did not allow for a proper meta-evaluation as they were uneven in quality and did not represent a fair and

complete picture of either the overall programme or of each theme within the programme. As Figure 1 shows, the outcome evaluations provided are inadequate in terms of their coverage of RCF Africa II – only 13 percent of the number of initiatives and 18 percent of the portfolio value were evaluated. Also, the evaluations were not adequately representative of the thematic areas, covering only 4 percent of globalization initiatives. Six of the projects evaluated were carried over from RCF I and two of the evaluations pre-date the start of the RCF Africa II. Nor did the evaluations capture programme-level results.

Thus, the agreed Evaluation Work Plan, prepared following a preliminary review of key documents and a consultative meeting between the Evaluation Team and UNDP/EO in New York, outlined an alternative approach that relied more heavily on project documents and interviews than was originally intended. As a meta-evaluation was impossible, the evaluators were forced to identify and assess the outputs produced in RCF Africa II practice areas by reviewing the results reported under each of the 55 randomly selected sample projects and then assessing what outcomes resulted from them.³

DOCUMENTATION REVIEW

The EO identified and assembled key reports and reference documents for RCF Africa II and provided the evaluation team with access to project files and documents. In addition, the team received and reviewed numerous other reports and related documents. Annex B contains the most important



2. These stakeholders are itemized in Chapter 2.

3. The Evaluation of UNDP’s Regional Cooperation Framework for Arab States (2002-2005) followed a similar approach for the same reasons, see pp. 10 -11. However, given the higher number and variety of initiatives contained in RCF Africa II, it was not possible to use case studies to illustrate programme outcomes.

of the more than 100 documents reviewed by the evaluation team. RCF Africa II project documents were reviewed for 55 of the on-going projects in the RCF Africa II portfolio listed at Annex D.

INTERVIEW OF KEY RESPONDENTS

Additional data to support the analysis was provided by structured and semi-structured interviews and consultations with the list of persons attached as Annex C using the data collection instruments listed in Annex E.

The evaluators interviewed and had focus group discussions with over 150 people including 67 representative of RCF Africa II's beneficiaries (40 representatives of African governments, 19 representatives of regional and sub-regional organizations and 9 representatives of non-governmental organizations – NGOs), six members of the Advisory Board, 15 representatives of non-UNDP executing agencies (UNOPS, UNAIDS, International Finance Corporation, and United Nations Conference on Trade and Development – UNCTAD), five representatives of the Regional Service Centre/SURF, 12 UNDP staff in the field working on RCF Africa II initiatives, members of RBA in New York, 16 persons from HQ, and 32 UNDP country office staff. In addition, 15 representatives of other donors, including the Belgian Development Corporation, Canadian International Development Agency, the European Union and the United Kingdom's Department for International Development, were interviewed.

UNDP was responsible for identifying and contacting stakeholders in the countries visited and arranging an interview itinerary for the evaluators. The evaluation team developed semi-structured interview questionnaires that encouraged discussions between the interviewees and the interviewer (see Annex E). The main questionnaire was shortened and targeted for meetings with Trade Ambassadors in Geneva, and the questionnaire was produced in English and French.

SAMPLE SELECTION

During the preliminary phase of the evaluation, a sample of seven countries in Africa and three countries in Europe – Southern Africa, Senegal, Ethiopia, Mali, Kenya, Uganda, Botswana, United

Kingdom, Belgium and Switzerland – was selected by EO in consultation with RBA. Swaziland was added during the mission. (See Annex F for the itinerary of visits.) As shown in Figure 2, these countries are the sites of the project offices for almost 60 percent of the portfolio, by value. In addition, 41 initiatives (50 percent of the portfolio) had activities in the African countries selected. By theme, visits to these sites covered all of the HIV/AIDS initiatives, 67 percent of the conflict prevention and peace-building initiatives, 65 percent of the 'Other' initiatives, 45 percent of the governance initiatives and 26 percent of the globalization initiatives by number of projects, and all of the projects with budgets of more than US \$4 million. The visits also covered five of the executing agencies and all agencies managing more than one project.

In addition to the selected countries, the evaluators visited Brussels and London to meet with donor partners; conducted interviews in Canada with representatives of the Canadian International Development Agency; and were invited to attend a regional strategic conference for the Southern Africa Capacity Initiative (SACI) Project in Swaziland, which allowed them to interact with numerous representatives of programme country governments and UNDP representatives from countries in Southern Africa.

1.2 LIMITATIONS OF THE EVALUATION

While the evaluators are satisfied that the methodology adopted and the data collection exercise conducted are sufficient to support the findings and recommendations laid out in this report, there were several challenges. Establishing a frame of reference for evaluating performance proved difficult. The 'universe of projects to be considered' (see Annex D) was derived from multiple source documents. As noted above, the objectives and budget of RCF Africa II changed in 2004, along with the definition of the 'Other' theme. In addition, many of the organizations involved in oversight and management were restructured during the period covered by the evaluation including the Regional Service Centre/SURFs.

Despite very intensive schedules and great volumes of information collected, the team would have benefited from more time in each country to verify

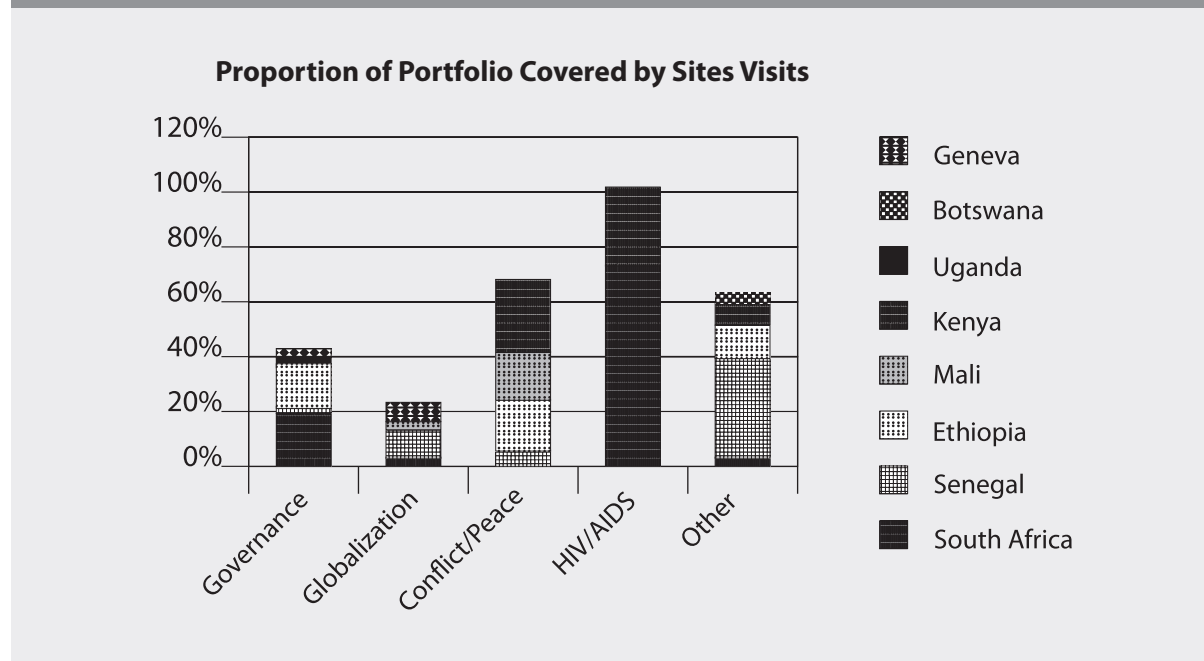
documentary evidence and conduct more extensive triangulating interviews. The evaluation team conducted telephone interviews to compensate.

The RCF Africa II document does not identify the criteria or indicators to be used in measuring programme results. The individual initiatives note their expected contribution to RCF but statements are not consistent. The initiatives also lack defined indicators of how results will be measured, and do not have baseline data. Although RBA introduced a results-oriented tracking system early in the implementation of RCF Africa II, it did not develop consistent results statements or clear and consistent indicators of achievement. As a result, these reports usually cover activities and short-term achievements and are impossible to aggregate in a meaningful fashion at the RCF level. The varied data sources used also make meaningful aggregations difficult.

When those interviewed could not ascertain that the support they received was that provided under RCF Africa II, the results reported could not be attributed to the programme without substantiation, which was often difficult to find. Broad national indicators show progress, but attributing this to UNDP programmes is a problem, as in most cases support from RCF Africa II was not the only influence on events. While triangulation was used to verify and validate findings, naturally there is an element of judgement involved in attributing results at the outcome level without clear documentation of causality.

Following this chapter, Chapter 2 outlines the development context and provides a general factual description of RCF Africa II. Chapter 3 presents the evaluation's findings, and is followed by conclusions, lessons learned and recommendations for the future in Chapter 4.

Figure 2: Portfolio Coverage by Sample Sites



Chapter 2

Background

This chapter describes the development context for UNDP's work in Sub-Saharan Africa, and highlights the progress made on MDG targets. The objectives, financial allocations and current status of RCF Africa II are presented, as well as oversight and management arrangements for the regional programme.

2.1 THE AFRICAN DEVELOPMENT CONTEXT

More than two-thirds of Sub-Saharan African countries have had democratic elections since 2000 and *“Most African economies are now better run: inflation, averaging 8 percent a year, is at historic lows in many countries. Last year [2005], Africa's economy grew by almost 5 percent, and is expected to do even better this year and next. There have been welcome advances on debt relief, as well as encouraging initiatives on aid and investment. The world has also recognized HIV/AIDS as a major challenge and a brake on development, and begun to confront it.”*⁴

However, Sub-Saharan Africa remains the least developed region of the world and presents the greatest challenge for poverty reduction and sustainable human development. In spite of abundant natural and human resources, between 1975 and 1999, the average gross domestic product per capita in Africa declined by 1 percent annually. Although the last few years have seen an improvement in most countries, many are still below their 1975 levels and current rates for growth are not sufficient to have a significant impact on poverty.⁵

The human development index 2006 shows that out of 177 countries, the bottom 23 countries are all in Sub-Saharan Africa, as are 35 of the 40 countries

with the lowest rankings on the human poverty index. “Since the mid-1970s almost all regions have been progressively increasing their HDI score. ... The major exception is Sub-Saharan Africa. Since 1990 it has stagnated, partly because of economic reversal but principally because of the catastrophic effects of HIV/AIDS on life expectancy. ... Sub-Saharan Africa as a whole has lower life expectancies today than three decades ago.”⁶ Sub-Saharan Africa has the lowest life expectancies on the planet – 46.1 years, compared to the world average of 67.1. Sub-Saharan Africa has just over 10 percent of the world's population, but is home to 64 percent of the world's HIV positive people. The UNAIDS 2006 Report on the global AIDS epidemic estimated that there were 38.6 million people living with HIV/AIDS worldwide and 24.5 million living in Sub-Saharan Africa, of whom 13.2 million (59 percent) were women aged 15 to 49. The high AIDS-related mortality in Africa is responsible for the estimated 12 million AIDS orphans in Africa compared to 15 million globally.

Sub-Saharan Africa continues to suffer from a ‘capacity gap’ in the public, private and civil society sectors, making it difficult to manage the increasingly complex and interrelated challenges of social, economic, environmental and political development. Governance issues in all these areas continue to be at the forefront of African development challenges at both the national and regional levels. Progress in creating the strong regional institutions needed to address Africa's problems has been slow, although the launching of the African Union (AU) and the New Partnership for African Development (NEPAD) are steps in the right direction.⁷

4. Former UN Secretary-General Kofi Annan's address at Georgetown University in Washington, D.C, October 2006.

5. This is an overview of the region: there are very significant differences between the individual countries.

6. Human Development Report 2006, United Nations Development Programme.

7. The NEPAD strategic framework document arises from a mandate given to the five initiating Heads of State (Algeria, Egypt, Nigeria, Senegal and Southern Africa) by the Organisation of African Unity (OAU) to develop an integrated socio-economic development framework for Africa, which was formally adopted at the 37th Summit of the OAU in July 2001. See Section 3.1.

Uniquely, Sub-Saharan Africa is the only region in the world that is not expected to reach any of its 18 MDG targets according to UN MDG Report 2006. Furthermore, in 11 of the 18 categories the region is classified as showing “...no progress

or a deterioration or reversal.” The following table shows, for selected targets, the baseline for Sub-Saharan Africa from 1990 or 1990/91 compared to the figures from the 2006 Report, which usually date from 2003 or 2003/04.

Table 1: Progress of Sub-Saharan Africa on selected MDG targets ⁸			
Goal	Target	Sub-Saharan Africa	
		Baseline	2006 Report
Eradicate extreme poverty and hunger	Halve, between 1990 and 2015, the proportion of people whose income is less than \$1 per day	44.6%	44.0%
	Halve, between 1990 and 2015, the proportion of people who suffer from hunger	33%	31%
Achieve universal primary education	Ensure that, by 2015, children everywhere, boys and girls alike, will be able to complete a full course of primary education (school age children in school)	53%	64%
Promote gender equality and empower women	Eliminate gender disparity in primary and secondary education preferably by 2005, and in all levels of education no later than 2015 (% of girls of primary school age out of school compared to boys)	N/A	42% girls compared to 38% boys
Reduce child mortality	Reduce by two-thirds, between 1990 and 2015, the under five mortality rate	185/1000 live births	168/1000 live births
Improve maternal health	Reduce by three-quarters, between 1990 and 2015, the maternal mortality rate	42% assisted deliveries	46% assisted deliveries
Combat HIV/AIDS, malaria and other diseases	Have halted by 2015 and begun to reverse the spread of HIV/AIDS (decline in prevalence rates – those infected by HIV/AIDS – as a % of adults aged 15 to 49)	About 2%	About 6%
	Number of new TB cases per 100,000 of population, excluding people who are HIV positive	148	281
Ensure environmental sustainability	Halve by 2015 the proportion of people without sustainable access to safe drinking water and basic sanitation (% using improved sanitation)	32%	37%
Develop a global partnership for development	In cooperation with developing countries, develop and implement strategies for decent and productive work for youth (% youth unemployment)	18%	18.3%

8. Indicative excerpts from Progress Charts in the Millennium Development Goal Report 2006, UNDP.

2.2 OBJECTIVES OF RCF AFRICA II

RCF Africa II is designed to eradicate poverty and bring Africa into the mainstream of world development. Its goal is to "...support the consolidation of democracy in Africa, and assist Africans in their struggle for lasting peace, poverty eradication, and sustainable development, thereby bringing Africa into the mainstream of the world economy."⁹ More specifically, as laid out in UNDP's MYFF for 2004-2007, the goal is to reduce human poverty and achieve the MDGs. The purpose of RCF Africa II is to:

- strengthen democratic and participatory governance;
- make globalization work for Africa;
- prevent conflict, build peace and manage disasters;
- reduce the threat and impact of HIV/AIDS on Africa; and

- manage energy and environment for sustainable development (added in 2004 as part of the MYFF).

Gender equality and addressing environmental concerns are cross-cutting themes that are integrated into all programming according to RCF Africa documents. Figure 3 shows the budget by theme.

RCF Africa II (2002-2006), which was submitted to the UNDP Executive Board in November 2001, states the overall objectives and the outcomes expected from each practice area or 'theme', but does not outline what criteria or indicators will be used to measure the achievement of these results.¹⁰ The expected and achieved results of each of the four themes – Democracy and Governance; Globalization; Conflict Prevention, Peace Building and Disaster Management; HIV/AIDS and Other/Emerging Issues – at the output and outcome levels are discussed in Chapter 3. In 2004, the 'Other' theme was redefined to focus on the third strategic goal of the MYFF, "managing energy and environment for sustainable development."¹¹

Figure 3. RCF Africa Budget by Theme in \$US millions



9. Second Regional Cooperation Framework for Africa (2002-2006), United Nations, DP/RCF/RBA/2, 01-65643 (E) 041201

10. RCF Africa II documents refer to themes, pillars, development dimensions, areas of focus, strategic support areas, etc. The Global Cooperation Framework refers to practise areas. A standard lexicon would be useful.

11. Second MYFF, 2004-2007, United Nations, DP/2003/32, 03-46923 (E) 260803

2.3 CURRENT STATUS

Within RCF Africa II, UNDP has carried forward 28 initiatives from RCF Africa I (of which 16 were closed as of 30 June 2006 and three were to be closed by the end of 2006) and approved support of 53 additional initiatives (of which six were closed and another 10 were to be closed) for a total of 81 initiatives, of which 46 are ongoing in 2007 (see Annex D). These initiatives are in one of five thematic areas:

- strengthening democratic and participatory governance;
- making globalization work for Africa;
- conflict prevention, peace-building and disaster management;
- reducing the threat and impact of HIV/AIDS on Africa; and
- 'other', including energy, water, environment and gender.¹²

Annex D contains a complete list of all the initiatives in the RCF Africa II portfolio, including

data on budgets, amount spent, thematic area, site, status (on-going, closed, to be closed), and executing agency.

2.4 FINANCIAL RESOURCES

At the time it was approved by the Board, the total value of RCF Africa II was estimated at US \$171 million – US \$101 million (59 percent) from UNDP core resources and US \$70 million (41 percent) from government cost sharing, third party cost sharing, trust funds and other sources. Of this amount, as of 30 June 2006, a total of US \$160.4 million (94 percent of the estimated budget) had been committed and US \$97.7 million (61 percent of committed funds) had been spent, leaving a balance of US \$63 million (39 percent of committed funds), as shown in Table 2. UNDP provided US \$86.3 million (53 percent) of the financial resources.¹³

Cost sharing provided US \$32.3 million (20 percent) of funds and other financial contributors to RCF Africa II provided US \$41.8 million (26 percent).¹⁴

Table 2. RCF Africa II Financial Resources 2002-2006

Theme/ Practice Area	No. Of Proj- ects	UNDP TRAC US \$	Cost Sharing US \$	Other US \$	Total Budget US\$	% of total	Spent US \$	% of budget
Gover- nance	23	23,741,654	5,890,013	--	29,631,667	18%	17,537,618	59%
Globaliza- tion	23	18,031,211	7,872,215	8,604,414	34,507,840	21%	23,804,646	69%
Conflict/ Peace	12	17,533,814	8,263,240	14,461,108	40,258,162	25%	26,207,928	65%
HIV/AIDS	6	16,378,553	--	16,892,769	33,271,322	21%	14,590,863	44%
Other	17	10,636,128	10,227,530	1,856,548	22,770,206	14%	15,533,509	67%
Total	81	86,321,360	32,302,998	41,814,839	160,439,197	100%	97,674,564	61%

12. This counts RAF/99/022 and RAF/U22, RAF/01/005 and RAF/01/B05, which are two phases of a project, as one initiative, the three numbered RAF/03/015 as one initiative, and all four initiatives numbered RAF/05/024 as part of one initiative.

13. Source: Regional Bureau for Africa, UNDP; figures represent cumulative figures to 30 June 2006, the most recent period for which figures were available. RBA more recently provided some amendments to some of the figures, which are reflected in Annex D. While the evaluators corrected addition errors in the spreadsheet provided by RBA (which should total US\$160,439,197 not US\$160,739,178 as reported) they were unable to verify each number provided. Project briefing documents, for example, often have different budget figures than those provided in the spreadsheet. We have used the figures reported by RBA in the spreadsheet, although one RCF Africa II project, RAF/01/005, was not included in this spreadsheet.

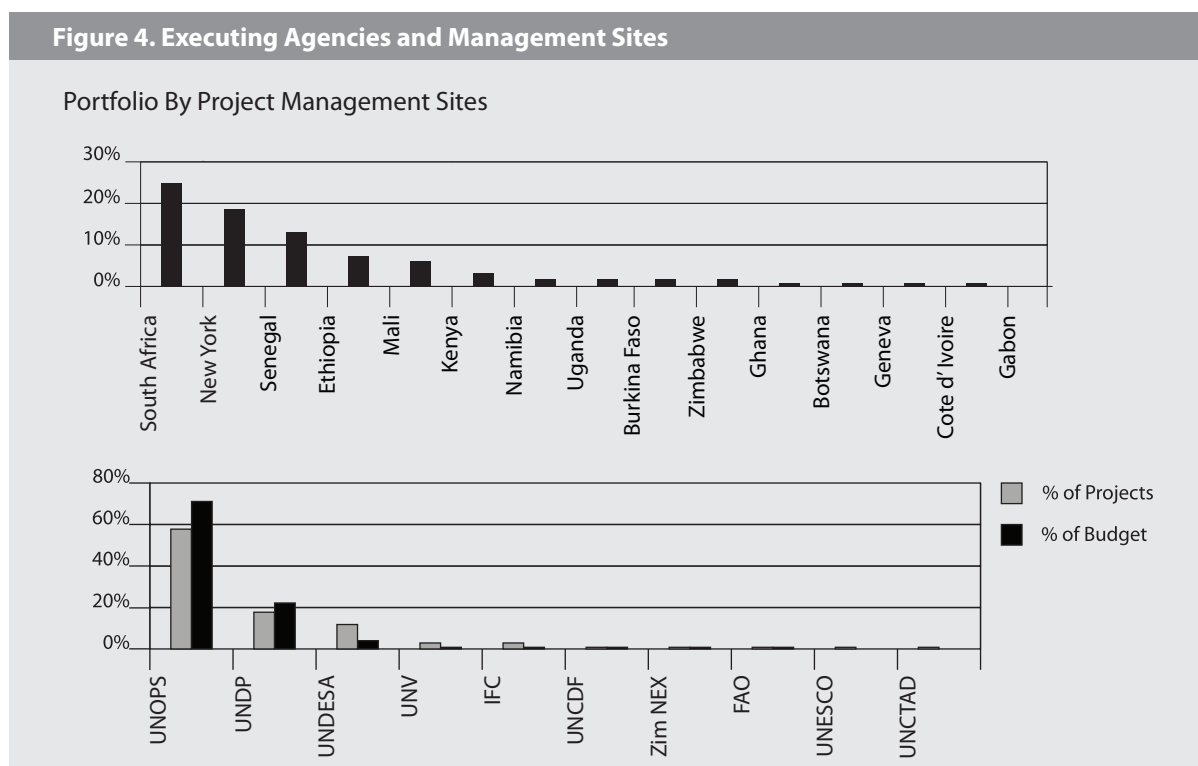
14. They include the United Kingdom's Department for International Development, Belgium, Canadian International Development Agency, Denmark, the European Union, France, Finland, Germany, Ireland, Italy, Japan, the Netherlands, Norway, Spain, the Swedish International Development Agency, Switzerland, the International Labour Organization, Office of the High Commissioner for Human Rights, United Nations Agency for AIDS, United Nations Capital Development Fund, and United Nations Conference on Trade and Development, according to RBA project documents. The amounts provided by other UN agencies are usually very small.

2.5 OVERSIGHT AND MANAGEMENT ARRANGEMENTS

RCF Africa II is intended to reach all Sub-Saharan Africa countries and has conducted activities in 45 countries; management is complex, with 10 executing agencies and 17 project management sites. RCF Africa II worked in partnership with more than 15 regional organizations including: the Africa 2000 Network, African Futures Institute, African Governance Institute, African Leadership Forum, African Management Services Company, African Millennium Villages Initiative, African Peer Review Mechanism (APRM), AU/Organization of African States, the Common Market for Eastern and Southern Africa, the Economic Community of Central African States, the Economic Community of West African States (ECOWAS), the Economic Commission for Africa (ECA), NEPAD, the Organization for the Harmonization of Business Law in Africa, the Regional Centre on Small Arms (Great Lakes) and the Southern Africa Development Community (SADC). Figure 4 shows the distribution of initiatives by executing agencies and management sites.

The detailed implementation strategy for RCF Africa II was designed to involve African partners from the public, private and civil society sectors to ensure African ownership, enhance cooperation, and strengthen African institutions in the focus areas. Joint decision-making and mutual accountability were to be ensured by giving all partners clearly defined roles and responsibilities at all stages of the project cycle. The main vehicle for ensuring this participation was a high level Advisory Board of eminent Africans, both men and women, that was established at the beginning of RCF Africa II to provide regular policy guidance and to act as an oversight body intended to help strengthen the relevance and ownership of the activities.

Management of RCF Africa II initiatives was predominately centred in New York with the Strategic and Regional Initiatives Unit (SRIU) within the RBA. The implementation strategy for RCF Africa II called for "...a strategic alliance with the United Nations Office for Project Services (UNOPS) and other United Nations organizations with regard to the execution of programmes under the RCF..."¹⁵ UNOPS was the executing agency for most RCF



15. Second Regional Cooperation Framework for Africa (2002-2006), United Nations, DP/RCF/RBA/2, 01-65643 (E) 041201

Africa II initiatives (58 percent of projects and 71 percent of budget), but management was dispersed, with projects being executed by UNOPS, UNDP, United Nations Department of Economic and Social Affairs, the International Finance Corporation, United Nations Capital Development Fund, UNCTAD, United Nations Volunteers, the International Trade Centre, the United Nations Educational Scientific and Cultural Organization, the Food and Agriculture Organization, and the UNDP country

office in Zimbabwe. Project offices were based in New York, Washington, Geneva and 14 different African countries.¹⁶

Technical support for RCF Africa II programmes was provided by BDP and the Regional Service Centre in Johannesburg, which was formed through the amalgamation of the former Sub-Regional Facilities (SURFs) in Addis Ababa and Johannesburg, as well as by the SURF in Dakar.

16. The spreadsheet provided by RBA shows that 49 out of the 85 entries are UNOPS executed, or 58%. These initiatives are worth US \$114,128,796 out of a total of US \$160,439,197, or 71%.

Chapter 3

Analysis and Findings

This chapter analyses the key results and outcomes of the regional programme and its contributions to the five themes presented in chapter 1 - democratic and participatory governance; globalization; conflict/prevention, building peace and managing disasters; HIV/AIDS; and energy, gender and environment, and presents major findings. This chapter also presents an assessment of the RCF's performance against UNDP's overall programming goals; it examines the RCF's contribution to strategically positioning UNDP in the region and achieving its institutional objectives of being a global leader in development through advocacy and innovation. Findings on the programme's relevance, effectiveness, efficiency and sustainability of results are also presented. Three boxes provide examples of a partnership, coordination with a country office, and capacity development, and a summary by theme of indicative achievements is also presented.

3.1 RELEVANCE

Poverty reduction and sustainable human development are at the heart of RCF Africa II. It is primarily designed to strengthen capacity in Africa to address African problems, including the high-priority challenges of good governance, globalization, peace-building and HIV/AIDS. RCF Africa II aims to add value to, complement and inspire national-level programming under the various country cooperation frameworks. In addition, initiatives under RCF Africa II aim to: 1) meet the programming criteria of the RCF and the Global Cooperation Framework (GCF); 2) respond to the needs and priorities of Africa, as identified by Africa's leaders in NEPAD (see Box 1); and 3) address the priorities identified in the Millennium Declaration and the MDGs. The relevance of RCF Africa II was reviewed against these three criteria.

RCF Africa II is aligned with the strategic goals of UNDP's MYFF 2004-2007, particularly in the areas of poverty reduction and democratic governance, but also in crisis prevention and gender mainstreaming and, to a lesser extent, in energy and the environment. In terms of UNDP's GCF - which allows UNDP global programmes and policy support to be integrated through closer vertical integration and linking of country, regional and global programmes to reinforce major policy shifts¹⁷ - the evaluation of the second GCF found that the thematic areas of support for RCF Africa II are in line with GCF principles and its practice areas, as shown in Table 3 below. However, as discussed below under partnerships and synergies, coordination with country programmes was more problematic.

SUPPORTING NEPAD

The evaluation found that RCF Africa II is also well aligned to regional development priorities and to the issues that African leaders have identified in NEPAD as critical for the region's development. In addition to being well aligned to the African priorities of good governance, economic development, conflict prevention and peace-building, the themes of the RCF address problems with trans-boundary implications, in which joint action and greater regional integration and coordination can add value.

NEPAD's objectives include eradicating poverty, which is the overall objective of RCF Africa II; and "...to place African countries, both individually and collectively, on a path of sustainable growth and development and to halt the marginalisation of Africa in the globalisation process and enhance its full and beneficial integration into the global economy...", which corresponds to the objectives of the 'Globalization' theme of RCF Africa II.

17. Evaluation of the Second Global Cooperation Framework of UNDP, UNDP Evaluation Office, 2004.

NEPAD's principles include "Good governance as a basic requirement for peace, security and sustainable political and socio-economic development...", which corresponds with several themes in RCF Africa II, namely democratic governance, and conflict prevention and peace-building. RCF

Africa II can also contribute to the "Acceleration of regional and continental integration..." and to "...ensuring that all partnerships with NEPAD are linked to the Millennium Development Goals and other agreed development goals and targets."¹⁹

Table 3. GCF II and RCF Africa9II¹⁸	
GCF II	RCF II Africa
Analysis and Advocacy	
Global advocacy and analysis	Advocacy
Policy advice and support	Policy advice and support
Knowledge networking	Networking for building on shared experience, knowledge and best practice
GCF II	RCF II Africa
Practice and Cross-Cutting Areas	
Poverty	Poverty reduction and sustainable development
Energy and environment	Managing energy and the environment
Democratic governance	Strengthening democratic and participatory governance
HIV/AIDS	Reducing the threat and impact of HIV/AIDS
Gender	Integrating gender as a cross-cutting issue
Information and communication technology	Not stated as an objective of RCF Africa II but addressed by RAF/97/021 Internet Initiative for Africa, RAF/01/003 African IT Initiative
Capacity development	Strengthening and enhancing capacities

Box 1. Partnership with NEPAD

NEPAD is an integrated socio-economic development framework for Africa that was developed and adopted by the Organization of African Unity in July 2001. In late 2002, RCF Africa II approved support to establish the NEPAD Secretariat, develop a five-year strategic plan for NEPAD's operations, and support outreach activities including the African Peer Review Mechanism (APRM). The support period, February 2003-April 2004, was later extended for another year and the total funding was US \$3.5 million, with US \$1.9 million from UNDP. UNOPS was the Executing Agency and the Development Bank of Southern Africa was the local implementing agency.

In the view of a 2005 evaluation, while the project achieved full beneficiary buy-in, the lack of any effective role for UNOPS/UNDP and the donors in the management decisions and oversight of the project prevented a meaningful partnership. The evaluation noted that the impact of the project was not properly defined and project management was weak; there were no formal written project reports or planning documents and financial figures were delivered so late that they served only to confirm the past. The evaluation stated that while many activities created desired outputs, these were not utilized, were incomplete or were not sufficiently coordinated to produce the expected outcomes.

However, the APRM component took off more quickly than expected; many donors diverted their attention to it and the project devoted a larger amount of resources to the establishment of a separate APRM Secretariat and Trust Fund.

Following a change in Chief Executive Officer in August 2005, NEPAD has tried to re-establish and re-confirm its inter-agency links to the ECA and AU. The operational links between ECA and NEPAD were formalized in a Memorandum of Understanding in the fall of 2006. Discussions are on-going with UNDP's regional programme regarding a follow-up project that will likely involve technical assistance for capacity development purposes.

18. Ibid, p. 7, and Second Regional Cooperation Framework for Africa (2002-2006), United Nations, DP/RCF/RBA/2, 01-65643 (E) 041201, p. 5, Objectives, strategic areas of support and expected results

19. <http://www.nepad.org/2005/files/>

ADDRESSING THE MDGs

UNDP promotes and incorporates MDGs in all programming. At the time RCF Africa II was conceived, MDGs had not been fully formulated and adopted. In 2004/05 however, during the second MYFF 2004-2007, RCF Africa II was reoriented to better align its expected outcomes with MDGs.

There is a clear conceptual link between the initiatives supported by RCF Africa II and MDGs, through support to governance, equitable distribution of the benefits of globalization, and conflict resolution. RCF Africa II initiatives help foster an environment in which MDGs can be more readily realized, as shown in Table 4.

In addition, RCF II has supported training for Sub-Saharan African governments on pro-poor economic policies and on integrating the MDGs into planning and reporting. According to RBA, "...largely as a result of interventions under RCF II, at least 40 of the 44 RBA countries have put in place MDG-based processes by December 31st 2006."²⁰

However, the further we move along the results chain toward MDGs, the longer it takes to have an impact, and the more difficult attribution becomes. RCF Africa II spends on average US \$21.7 million per year in Sub-Saharan Africa. By comparison, the average annual expenditures of UNDP in Sub-Saharan Africa during the period totalled US \$510.8 million and annual Official Development Assistance (ODA) flows to Sub-Saharan Africa were around US \$22.5 billion.²¹ As most ODA is now aligned around MDGs, it is promoting generally the same objectives as RCF Africa II.²²

Relatively speaking, RCF Africa II's contribution to achieving these objectives is very modest in monetary terms. Nonetheless, RCF Africa II is most likely contributing to the achievement of MDGs. However, it is too early to see an impact at this level as MDGs were incorporated as objectives only in 2004. In addition, although the programme documents now link RCF Africa II outcomes to MDGs, currently RCF Africa II reports focus on project results at the output level, and only in some instances at the outcome level, without much effort to monitor and link these results to the objectives of the thematic area, RCF Africa II, MYFF or MDGs.

Table 4: RCF Africa II and the MDGs	
MDGs	Goals of RCF Africa II
Eradication of extreme poverty and hunger	Poverty reduction and sustainable development
Achievement of universal primary education	
Promotion of gender equality and empowerment of women	Integration of gender as a cross-cutting issue
Reduction of child mortality	
Improvement in maternal health	
Combating HIV/AIDS, malaria and other diseases	Reducing the threat and impact of HIV/AIDS
Ensuring environmental sustainability	Managing energy and the environment
Developing a global partnership for development	Making globalization work for Africa

20. RBA, March 2007. Note, however, that the World Bank Group, among others, also works with countries to integrate the MDGs into national Poverty Reduction Strategy Papers.

21. UNDP, RBA and Human Development Report 2006.

22. The Paris Declaration on Aid Effectiveness, Ownership, Harmonization, Alignment, Results and Mutual Accountability, March 2005, which follows up on the Rome Declaration on Harmonization (2003), Marrakech Roundtable on Managing for Development Results (2003) and the Monterrey International Conference on Financing for Development (2002). All confirm the convergence of key donor countries and organizations (including the United Nations Development Programme) along with developing countries, to harmonizing ODA around the achievement of MDGs.

3.2 EFFECTIVENESS

The evaluation reviewed the effectiveness of RCF Africa II in achieving both its organizational and developmental objectives. The organizational or institutional criteria include: policy advice and advocacy, partnerships and synergies, coordination with other initiatives and capacity development. Effectiveness in achieving organizational objectives is discussed in the next section, followed by a discussion of development results under each of the thematic areas.

POLICY ADVICE AND ADVOCACY

RCF Africa II funded meetings, workshops, conferences or forums on various issues including conflict management, public sector ethics, reinventing government in Africa, and human rights. Capitalizing on UNDP's reputation for political neutrality, RCF Africa II was successful in supporting workshops or conferences on sensitive issues in a very timely fashion. The ability to respond to emerging needs is one of the strengths of the programme, but may impose high transaction costs in terms of the time and effort required to organize activities such as multinational seminars and workshops. This makes strategic selection of partners and initiatives critical in order to maximize policy and advocacy influence.

Policy advocacy can be sensitive at the national level, and thus addressing issues regionally helps move the discussion away from national sensitivities. In addition, a regional programme can be very valuable in bringing partners from throughout Africa together in forums that allow them to share best practices and lessons learned. These forums build relationships and confidence between groups and permit the development of joint plans of action to address trans-boundary issues.

This is particularly important for countries that otherwise have little access to ODA resources or have a long history of not interacting with each other.

In some cases periodic follow-up meetings have resulted in peer pressure to either participate or progress. As one government representative said: "No minister wants to be the only one with nothing to report." At times the events are catalysts for further action. For example, the Regional Centre on Small Arms has coordinated training workshops for the police, military and customs officers responsible for enforcing laws to prevent the proliferation and cross-border movement of small arms in the Great Lakes region. These workshops allowed key line staff to get to know each other and develop friendships and trust, and they now call their counterparts in other countries to discuss and take joint action on problems.

UNDP is seen as politically neutral, has a presence throughout Africa even in the so-called 'fragile' states, and has a unique 'convening authority' at both a country and regional level, all of which create for it a position of influence and leverage. RCF Africa II is working in areas – democratic governance, globalization and conflict resolution/peace-building – in which UNDP's presence throughout Africa, along with its reputation and stature, gives it a natural and viable role to play, and RCF Africa II's initiatives are having policy and advocacy impacts. In addition, the programme has supported analysis and advocacy-level activities through a variety of initiatives such as studies, regional workshops and conferences, and promoting improved human development reports. Table 5 below shows specific initiatives supported by RCF Africa II that were designed to support UNDP's global analysis and advocacy objectives.²³

23. Note that workshops on the cross-cutting gender theme were conducted under the Gender Mainstreaming project and are discussed below.

Table 5. RCF Africa II Analysis and Advocacy Initiatives		
Analysis and Advocacy Areas	RCF II Africa Initiatives	June 2006 US \$ Spent
Programme preparation/review	RAF/95/015 Programme preparation and review	\$408,183
	RAF/03/001 Trade and Investment Promotion SPPD for Project RAF/04/006	\$152,517
Conferences, workshops and forums	RAF/97/001 SADC Round Table on Water Resources	\$284,707
	RAF/03/010 Conflict Management	\$229,897
	RAF/03/017 Public Sector Ethics	\$173,315
	RAF/04/010 Support to Round Table Conferences	\$131,267
	RAF/05/022 Forum Reinventing Government in Africa	\$93,324
	RAF/05/014 Bamako Symposium	\$125,000
	RAF/05/017 Sixth African Governance Forum	
	RAF/05/022 Global Forum on Reinventing Government Trust	\$0
Studies	RAF/97/021 National Long Term Studies	\$1,097,064
	RAF/01/001 National Long Term Studies War Torn Countries	\$583,527
	RAF/02/016 National Long Term Studies Transition Phase	\$1,936,393
	RAF/02/020 Higher Quality National Human Development Reports	\$498,082
	RAF/04/003 African Governance Inventory	\$242,239

PARTNERSHIPS AND SYNERGIES

Partnerships with African organizations including “...public, private and civil society sectors ... and interregional institutions”, was seen to be a strategy for “...optimizing African ownership...”²⁴ In addition, the approach would create synergy by capitalizing on the joint efforts and resources of UNDP and other organizations addressing the same development problems.

RCF Africa II supports some of the most important African initiatives and institutions, including AU, NEPAD (see Box 1), and APRM.²⁵ By partnering with and providing capacity development for key

African institutions, UNDP is supporting NEPAD’s vision that African leaders will be at the forefront of new efforts to address the challenges facing the African continent. RCF Africa II has worked with 15 main regional partners (see list in section 2.5), all of which are also being funded by other donors. In some cases the partnerships have encountered difficulties, as shown in Box 1.

In addition to selecting key African partners (as discussed below) RCF Africa II was successful in mobilizing resources from a variety of development partners (see list in section 2.5).

24. Submission to the UNDP Executive Board, November 2001, Second Regional Cooperation Framework for Africa, 2002-2006, pp. 7-8.

25. The APRM is a collective self-monitoring mechanism acceded to by the member states of the AU to ensure that the policies and practices of participating states conform to agreed political, economic and corporate governance values, codes and standards.

COORDINATION WITH OTHER INITIATIVES

RCF Africa II was also to coordinate its efforts with UNDP country offices and with other donors in order to leverage the efforts and resources of UNDP. RCF Africa II was successful in mobilizing resources from other donors (see section 3.3), raising US \$74.1 million. Unfortunately, this strategic advantage is being undermined by several problems:

- lack of coordination between UNDP regional and country programmes;
- lack of coordination between regional programming in North Africa, which is under the RCF for Arab States, and Sub-Saharan Africa, which is under the RCF for Africa;²⁶ and
- lack of field-level representation for the regional programme resulting in poor linkages with other donor harmonization efforts.

Some bilateral partners expressed increasing frustration with UNDP's lack of attention to internal monitoring and reporting on results, and felt that

UNDP tends to operate independently of established donor coordination processes and structures. In addition, weak liaison with UNDP country offices is also a problem, as illustrated in Box 2.

The evaluation team found, as did the team responsible for the evaluation of UNDP's Regional Cooperation Framework for Arab States (2002-2005), that the regional bureau clearly "...operates on two parallel tracks, with very little coordination or communication between the country programmes and regional programmes."²⁷

Many country office staff members and programme country government officials whom the evaluation team met stated that they were not consulted or involved in either the design of RCF Africa II or of its individual initiatives. RCF Africa II and its individual projects were seen as emanating from UNDP Headquarters, and neither the countries nor the country offices understood how to access RCF Africa II programmes or resources in order to participate or conduct complementary activities. Country offices noted that it was difficult for them

Box 2. Coordination Between RCF Africa II and a Country Office

In 1997, RCF I approved support to the SADC Water Sector Secretariat, which focused on building capacity to enable the SADC Water Sector Coordination Unit (WSCU) to effectively manage the five-year Regional Strategic Action Plan on Integrated Water Resources Management (RSAP-IWRM) 1999-2004. Continued support was approved under RCF Africa II (RAF 02/008) and UNOPS was asked to manage US \$600,000 largely to contract a Water Management Specialist to be attached to WSCU from June 2003 till the end of May 2006. In the first half of 2003, WSCU was relocated to the SADC head office in Gaborone (Botswana) and reconstituted as the Water Division (WD).

The RCF-funded Water Management Specialist assumed, on behalf of the regional programme, the role of Regional Water Sector Donor Coordinator. This role included helping to formulate elements of the new RSAP-IWRM 2005-2010, which has engaged 22 donors (including UNDP/GEF and UNEP) and accumulated pledges of about US \$98 million. However, both the Water Management Specialist and RCF management grew impatient with SADC's unfulfilled promises to staff the required number of indeterminate positions in the WD, and in light of reluctance to commit to a project extension, the Water Management Specialist resigned from his position in December 2005.

The UNDP country office in Botswana was then forced by circumstances to assume the role of interim Regional Water Sector Donor Coordinator on behalf of the regional programme. The country office expressed concern that it was not conversant with the situation and had not been assigned a formal management and supervisory function. Eventually, the country office relinquished donor coordination to Germany (GTZ) following the termination of the RCF project. GTZ has more recently initiated staffing and job classification studies that will hopefully lead to measures to stem the negative trend in staff retention experienced since the move to Gaborone in 2003.

26. The AU is the most important of the partners covering the whole of Africa - North African as well as Sub-Saharan Countries - and the division of African countries within UNDP between Africa and Arab States creates problems in integrating programmes of support within two uncoordinated RCFs.

27. Evaluation of UNDP's Regional Cooperation Framework for the Arab States (2002 - 2005), pp.42, 43.

to support activities in their respective countries that came out of regional conferences, seminars etc. if they only learned of these activities when they were asked to find participants for them and to organize logistics.

RBA/SRIU (see organization chart in Annex H) expressed similar frustrations with country offices, noting that the latter did not understand the parameters of the regional programme and tried to get funding for inappropriate activities. The lack of communication between the regional programme and country offices has made it difficult for the latter to coordinate regional projects with their in-country programming. It has also created problems in cases (for example, support to the SADC Water Sector) where regional activities require support at the country level. In addition, it has resulted in missed opportunities for leverage, for example, UNDP country office staff working on peace-building in northern Uganda could have been usefully linked to lessons learned and best practices emerging from the support to peace-building programme in the Great Lakes.

Given the lack of communication between the regional programme and the country offices, and the lack of designated representation or decision-making authority on RCF programming at the country office level, coordination among donors in the field for RCF Africa II has been limited. And typically, much of donor coordination effectively takes place in the field. Although UNDP has a strong field presence in most African countries through country offices, there is no 'voice' for the regional programme in most countries and therefore no channel to communicate the content, results and lessons learned from the regional programme within the respective donor community. This undermines UNDP's credibility as a coordinator of regional activities among donors and limits RCF Africa II's channels for sharing knowledge and experiences with other donors. The lack of communication and coordination between the country

and regional programmes also limits the ability of UNDP to leverage its reputation and knowledge base in promoting development policy with other donors and with country governments. The fact that most regional activities receive central directions from SRIU in New York does not help to overcome these coordination problems.²⁸

CAPACITY DEVELOPMENT

In line with both GCF and evolving UNDP policy and programming, capacity development is the underpinning of RCF Africa II interventions. By virtue of the regional level of its interventions, while RCF Africa II's main partners for capacity development are regional institutions, RCF Africa II capacity development targets both regional institutions (like the AU), and government officials from individual Sub-Saharan African countries (for example, the trade ambassadors in Geneva). UNDP endorses effective capacity development principles and practices and recognizes that capacity development is a long process that "...eludes delivery pressures, quick fixes and the search for short-term results."²⁹ However, RCF Africa II has only a four or five year horizon, and many of its initiatives are approved for a short duration – the institutional development support to NEPAD, for example, was approved for a period of 14 months. Although this was extended for an additional year, and extensions are fairly common, this sort of short-term support is contrary to UNDP's capacity development principles.

RCF Africa II's capacity development efforts face the additional challenges of: assessing institutional capacities; establishing and monitoring institutional capacity milestones; evaluating achievement of institutional capacity development efforts; designing and following realistic implementation strategies including appropriate exit strategies; and reinforcing local and institutional ownership to create the basis for sustainability.³⁰

28. The lack of coordination is being addressed by the UNDP and United Nations reform processes: "UNDP has to be an integrating organization, a strategic organization that helps integrate the activities of the United Nations Funds, Programmes, and specialized agencies at the county-level." Kemal Dervis, to the Executive Board, January 2007.

29. UNDP and Earthscan, 'Ownership, Leadership and Transformation: Can We Do Better for Capacity Development? 2003

30. The International Development Research Centre (IDRC), for example, has created a framework for institutional assessment that can be used to create baseline and timeline information on institutions that allows comparisons and benchmarking, 'Organizational Assessment: A Framework of Improving Performance', IDRC with IADB, 2002.

In some cases, such as the addition of small arms control to ECOWAS, it is not clear that UNDP properly assessed the capacity, mandate or priorities of the institution prior to implementation (see Box 3).

DEVELOPMENTAL RESULTS

RCF Africa II is a complex programme comprising 81 initiatives in five thematic areas. With that number and variety of programmes, it proved impossible to follow the example of the evaluation of the RCF for Arab States, which used seven representative case studies to illustrate development results. Results at the output and outcome levels have been defined for each of the thematic areas, and although indicators of achievement were neither defined nor tracked, the evaluators used project documents, supplemented with interviews in New York and the field, to identify achievements for each of these results statements. In the absence of clear and consistent data, these results are not

exhaustive but are a series of brief snapshots that are indicative of the progress of RCF Africa II toward its intended development results.

DEMOCRATIC AND PARTICIPATORY GOVERNANCE

Overall, progress has been in the desired direction during the life of RCF Africa II. There are clear indications that the initiatives supported by RCF Africa II are contributing to the achievement of the desired programme-level results in the ‘strengthening democratic and participatory governance’ thematic area. Table 6 shows that for each of the target outputs of the democracy and governance theme – improved accountability, improved effectiveness of parliamentary systems, rule of law, participation of civil society, sustainable development, and enhanced gender equity – the initiatives that have been designed and implemented are producing relevant results.

Box 3. Capacity Development Lessons Learned

The Programme for Coordination and Assistance for Security and Development (PCASED) was initiated in 1999 under RCF I and terminated at the end of 2004 under RCF Africa II. PCASED was established to “Assist Member States of ECOWAS in their collective efforts to address the security and development problems associated with the proliferation and widespread availability of small arms and light weapons in the sub-region.” RCF supported PCASED through the ECOWAS Secretariat in Abuja and a project management unit was set up in Bamako under the arm’s length supervision of the ECOWAS Secretariat. The Secretariat was at that time a fledgling organization with limited capacity to carry out its mandate of economic coordination in West Africa and without the resources to take on coordinating a small arms programme. PCASED made no provision for building the capacity of the Secretariat to rectify this situation.

The PCASED management unit established in Bamako had near total autonomy in most of its functions including recruiting and remuneration packages. PCASED was so geographically and structurally remote from the Secretariat that some states in West Africa thought that PCASED was a Malian programme for combating small arms proliferation. This limited PCASED’s credibility as a source of capacity development for the member states. UNDP offices in the countries concerned were not in a position to offer support due to limited consultation among the offices. All these elements hindered the development of the Secretariat’s long-term capacity to manage a small arms control programme and militated against a possible eventual transition to the Secretariat.

In 2004, PCASED was terminated and in 2005, it was replaced by the ECOWAS Small Arms Control Programme, which incorporated lessons learned that led to several changes including:

- provision for capacity-building of ECOWAS and of the national arms control commissions;
- definition of the roles and responsibilities of the actors;
- delegation of the responsibility for human resources management in line with ECOWAS terms and conditions of employment; and
- a clear transition plan to hand over management of the small arms programme to the Secretariat.

Table 6. Indicators and Examples of Output Results – Democratic Governance Theme	
Target Outputs	Indicative Achievements to Date
Improved accountability of public administration systems	<p>RAF/02/17 African Peer Review Mechanism (APRM) base documents, including objectives, standards, criteria, indicators, organization, process guidelines and Memorandum of Understanding.</p> <p>RAF/05/017 High level stakeholders workshop, national consultations, national reports on challenges and opportunities, Steering Committee, Governance Forum, sharing of experiences and information.</p> <p>RAF/05/018 Preparation of Country Background Papers, participation in Country Support and Country Review Missions, Country Reports.</p> <p>RAF/04/004 Sixteen countries that have acceded to APRM are to be supported in implementation.</p>
Improved effectiveness of parliamentary systems and their ability to interact with other branches of government and civil society	<p>RAF/02/002 and RAF/05/021 are developing capacity in AU, which has led to the adoption of an AU Strategic Plan for 2004-07.</p> <p>RAF/99/002 and RAF/05/022 Twenty-four national electronic databases on governance programmes and projects in Africa contain over 1000 initiatives; an Africa Governance Portal provides information; guidelines, training, etc. on database management and information are being developed.</p> <p>RAF/03/017 Public Service Ethics Study and African Charter for the Public Service disseminated and promoted to senior government officials.</p> <p>RAF/04/001 Stocktaking of leadership training initiatives and lessons learned in Nigeria, and others in progress.</p>
Rule of law upheld by creating efficient legal and judicial sectors capable of protecting and promoting human rights and development	<p>RAF/02/021 Training and workshops held to promote greater understanding and awareness of international human rights standards (e.g. CEDAW) for government, civil society and United Nations field staff; Swaziland incorporates human rights standards in its new constitution; regional website created.</p> <p>RAF/05/004 has increased the ratification of human rights instruments by African States and has increased the awareness and capacity of government and civil society.</p>
More effective participation of civil society organizations starting with decentralized local communities as building blocks of development planning and management	<p>RAF/96/012 African Governance Forum provides a platform for governments, civil society, NGOs and external partners to discuss and build consensus around pivotal issues for the advancement of good governance.</p>
Better gender balance	<p>RAF/02/012 African Women's Governance and Peace Forum recommended that an Observatory for Women's Rights be set up by AU and ECA.</p>
Sustainable development frameworks in place in most countries and cross-boundary water and energy resources managed more effectively	<p>RAF/03/013 ECOWAS White Paper on increasing access to energy services approved by ECOWAS Heads of State and is being used to engage financing and donors; Member States approve guidelines on the development of MDG-based energy access strategies; costing</p>

These initiatives are also producing higher level results, although attribution at this level becomes more difficult. For example, while more countries have democratically elected governments and the Forum of Former African Heads of State, which is supported by RCF Africa II, is working to promote and consolidate democratic governance in Africa, it is not easy to establish a causal link between the two as the Forum of Former African Heads of State is only one influence on the progress toward greater democratic governance in Africa.

Support to the APRM has led to the development of an organization and a process that has enabled peer reviews to be conducted for a few countries. The governments of Kenya and Ghana have received their APRM findings, and the Government of Ghana has taken action by setting up a Ministry to address the problem of weak gender equity noted by their peer review. While this result is highly desirable, and a direct link can be made between the results and APRM, RCF Africa II is not the only supporter of APRM and it is difficult to know how much of the desired outcome is due to RCF Africa II's support.³¹

GLOBALIZATION

With the globalization theme, as with democracy and governance, general progress is in the right direction, but attribution to RCF Africa II poses problems. Africa's improved economic performance over the last five years owes a great deal to the expansion of global demand. Improved economic policies and enabling environments, including RCF Africa II support for trade policy formulation, have assisted many African countries, as have higher levels of foreign direct investment in Africa and debt relief. Although growth needs to be much higher in most countries to achieve MDGs, inflation is low and increased oil prices have not devastated oil importers.³²

As Table 7 on the opposite page shows, there are RCF Africa II initiatives working and producing outputs for each of the objectives set for the globalization theme.³³ However, there are many factors influencing the improved economic performance of Sub-Saharan Africa in the world economy; evidence showed that RCF Africa II programming has assisted in this improvement, but it is not clear how much can be attributed to the programme. Analysis and studies along with capacity development efforts for governments have supported improvements in enabling environments, policies and negotiating positions.³⁴

31. A comprehensive review of legislative and regulatory changes effected in each of the Sub-Saharan Africa countries was outside the scope of this evaluation, but where RCF Africa II may have influenced national policies, such as in Nigeria, Swaziland, Kenya and Ghana, these are noted.

32. Brookings Papers on Economic Activity, 1: 2004 "Ending Africa's Poverty Track," Jeffrey Sachs, et al.

33. With the exception of the two projects targeting ICT: RAF/97/021 and RAF/01/003.

34. Other multi-lateral initiatives working on bringing Africa into the mainstream of the world economy include the Integrated Framework for Least-Developed Countries, Trade Development supported by the International Monetary Fund, ITC, UNCTAD, UNDP, World Bank and the World Trade Organization (WTO), the Joint Integrated Trade Assistance Programme, which mobilizes the expertise and support of the WTO, UNCTAD and the ITC to help African country partners benefit from the new Multilateral Trading System, and the Tokyo International Conference on African Development, which receives some support from RCF Africa II.

Table 7. Indicators and Examples of Output Results - Globalization Theme	
Target Outputs	Indicative Achievements to Date
Established network of national and sub-regional trainers and institutions knowledgeable in regional and global trade rules and their implications	RAF/97/029 Training activities and studies funded by RCF and other donors as well as funding of staff salaries are assisting the Organization for the Harmonization of Business Law in Africa (OHADA) to create an enabling environment for greater economic development in the West and Central African OHADA member states.
Increased capacity for trade negotiations based on regional or sub-regional negotiating platforms	RAF/04/006 created research/studies and common positions in African sub-regional economic groupings, a commodity institutional framework, and enhanced capacity of government and private sector to benefit trade; developed and got agreement/commitment to the Tunis Roadmap and work plan for post-July 2004 negotiations, the Cairo Roadmap embodying the African position on the Doha Work Programme, the Arusha Declaration and Plan of Action on African Commodities, the Arusha Development Benchmarks for the 6th WTO Ministerial Meeting.
Improved capacity of national governments and inter-governmental organizations to formulate effective trade and investment strategies and policies	RAF/02/015 has conducted a sub-regional meeting related to the mobility of business persons (including the gendered aspects) and studies related to trade and investment opportunities in the Central African States. RAF/99/006 and RAF/03/003 have built the capacity of African corporations (management, corporate governance), allowing them to grow and attract capital, including, hopefully, direct foreign investment.
Methodologies and tracking indicators tested and developed for better integration of poverty reduction and equity into economic policy formulation	RAF/02/004 Diagnosis of information systems and institutional arrangements, and design and dissemination of standardized data collection undertaken; analysis and reporting instruments have been completed and technical assistance has been provided to the national statistical services of participating Francophone countries to enable them to integrate poverty reduction and equity, including gender equity, into economic policy formulation.
Increased capacity of national information and communication technology (ICT) policy formulation and rural connectivity initiated through selected pilot programmes	RAF/97/021 Internet Initiative for Africa and RAF/01/003 African IT Initiative are addressing ICT issues, but the evaluators were unable to assess impact on ICT policy formulation or rural connectivity.
Higher levels of women's participation in programmes and positive impact on women living in poverty	RAF/01/005 supported an increase of 128,403 in the number of microfinance clients in the region, 80% of whom are women. RAF/02/012 convened a Round Table on Economic Empowerment of African Women Through Poles of Convergence and developed a subsequent implementation plan.
Environmental concerns effectively addressed in programmes	RAF/99/021 has conducted research on sustainable development of products such as mushrooms and seaweed and promoted their production, consumption and export for income generation (mainly for women).
Regional capacities to sustain action on immediate objectives strengthened	RAF/02/006 programmes implemented in 17 countries and over 4000 enterprises assisted; 360 new entrepreneurs trained; export and investment development assistance provided to 4 countries; 40 SMEs' capacity developed to access new markets.

Clearly, the trend is in the desired direction, but establishing clear links between RCF Africa II and overall positive economic outcomes proved very difficult. For example, RCF Africa II was praised for the flexible and responsive support provided to African ministers and African WTO negotiators in Geneva preparing for WTO meetings, and for support to institutions like the Organization for the Harmonization of Business Law in Africa and SADC. It is likely that the capacity development work with African partners in government, regional institutions and the civil and private sectors helped bring Africa into the world economy and decrease its marginalization. However, data to demonstrate the extent of RCF Africa II influence and to support attribution to RCF Africa II are lacking. In addition, some donors stated that the interesting and compelling aspect of the trade project was that RCF Africa II made an effort to link the trade agenda to poverty alleviation and the MDGs. However, these donors also expressed disappointment with the actual implementation, which followed a traditional approach of focusing on macro aspects of central trade negotiations and made virtually no progress on addressing the issue of how to link trade to the micro aspects of poverty alleviation and achieving MDGs.

CONFLICT PREVENTION, PEACE-BUILDING AND DISASTER PREPAREDNESS

In spite of ongoing and emerging challenges, RCF Africa II is contributing directly to African efforts to prevent conflicts and build peace, and several initiatives under RCF Africa II are working to produce the results to “...reduce the incidence and recurrence of conflict...” and “...increase the effectiveness of peace-building and recovery efforts...”. Work with ECOWAS and the Regional Centre on Small Arms Control (for the Great Lakes) has been critical in getting national commissions established in the 13 ECOWAS countries and legally binding protocols on small arms proliferation signed by all 12 Great Lakes countries. In Uganda and Kenya, national plans have been approved to implement the signed protocol. The Peace and Security Directorate of the AU is a key partner, and capacity development efforts with this directorate, including providing analysts, has been critical in allowing it to function. Again, however, these high profile institutions enjoy support from several other donors.

RCF Africa II initiatives are producing results for each of the desired outputs under conflict prevention, peace-building and disaster preparedness, as shown in Table 8 on the opposite page.

Table 8. Indicators and Examples of Output Results-Conflict Prevention and Peace-Building Theme	
Target Outputs	Indicative Achievements to Date
A reduction in the incidence and recurrence of conflict	RAF/05/007 produced a convention on the import, export and production of light weapons which was adopted by ECOWAS countries. RAF/02/001 produced a legally binding protocol on small arms proliferation that has been ratified by all countries; best practice guidelines have been created and disseminated; and Uganda and Kenya have national plans to implement the protocol.
Increased effectiveness of regional peace-building and recovery processes	RAF/04/002 has built the capacity of ECOWAS in conflict prevention and peace-building. RAF/05/016 An international conference on the Great Lakes led to an agreement on a Pact on Security, Stability and Development. RAF/98/006 followed up on the Declaration on the Moratorium on Import, Export and Manufacture of Light Weapons by assisting in the establishment and training of National Commissions in 13 ECOWAS countries, and training of border and security forces to strengthen border controls; a harmonized text for national legislation was also produced. RAF/01/002 supported research and dissemination through workshops and forums on sustainable peace and good governance for Africa, and projects to implement sustainable peace and good governance in both ECOWAS and SADC regions have been formulated. A declaration on peace-building has been signed by civil society organizations.
Vulnerable countries with improved disaster preparedness and management capacities	RAF/03/010 has trained 26 faculty members from 14 universities and management development institutes on the practical application of conflict analysis, mediation, negotiations, etc. for onward transmission. A peace-building web portal containing 2000 organizations working in conflict prevention and peace-building has been developed. RAF/99/014 Supported the development and management of a data base and analysis for SADC to help improve food security in the region.
Environmental dimensions of conflicts and disasters effectively addressed	RAF/01/001 National Long Term Perspective Studies produced for Sierra Leone and Mozambique included small sections on environment.
High level of women's participation in programmes at all stages and gender balance in programme impacts	RAF/02/012 Facilitated the Mano River Women's Peace Networks in partnership with Femmes Africa Solidarité and conducted workshops on the gendered impact of conflicts in Africa.
Regional capacities strengthened where needed for sustained action	RAF/97/028 and RAF/02/018 developed the capacity of the Peace and Security Directorate of the AU, including funding analysts who are designated focal points for conflict situations and provide up to date information and analysis to AU. Special Envoys ensure that AU member states ratify the Peace and Security Protocol.

There are good indications that RCF Africa II is on track to achieve the desired results at the outcome level. Following ratification of the AU Peace and Security Protocol by member states, support to the Security Directorate of the AU has led to the development of an AU Continental Early Warning System and an African Standby Force. A Common African Defence and Security Policy was prepared and adopted, and the AU Peace and Security Council

was launched. The AU has peacekeeping forces in Darfur. Though RCF Africa II is not the only supporter of the Peace and Security Directorate, it is one of the most important ones. While attribution in the case of a regional agreement like the Peace and Security Protocol is complex, as there are always multiple factors weighing on the signatories, it is likely that RCF Africa II played an important role in this achievement.

Table 9. Indicators and Examples of Output Results – HIV/AIDS Theme

Target Outputs	Indicative Achievements to Date
National strategic plans adopted and implemented in at least five countries	This result has been achieved, and National AIDS Committees/Councils say that UNDP support was an important factor, but the input of RCF Africa II (as opposed to UNDP country programmes and UNAIDS) to this result is not clear.
Common methodologies and approaches for assessing the impact of HIV/AIDS on development elaborated and adopted	RAF/99/022 has helped to create strategic partnerships around national policy dialogues on responding to HIV/AIDS. It has also developed a typology of national planning systems and their links to HIV as well as increased understanding of the relationships between the spread of HIV and human development efforts and trends.
Inter-country strategies adopted and implemented for managing the cross-border spread of HIV/AIDS	RAF/03/015 Gender is incorporated in all the national AIDS strategies and plans reviewed.
Regional and sub-regional development agenda that integrates HIV/AIDS management strategies implemented by major sub-regional groups (e.g. ECOWAS, SADC)	RAF/99/022 Mid-term review concluded that there was no chance that the project would produce this output.
Increased awareness of the male responsibilities in preventing HIV/AIDS infection and decreased vulnerability of women and girls	No direct programming activities on male responsibilities or decreasing the vulnerability of women and girls.
Increased recognition and protection of the human rights of people living with HIV/AIDS	No direct programming activities on HIV/AIDS and human rights.
Decreased vulnerability to infection of people living in poverty	RAF/06/001 activities have just started, results are not yet clear, but the gender dimensions of HIV/AIDS and poverty will be key points to be addressed.

HIV/AIDS

RCF Africa II identified the reduction of the HIV/AIDS threat in Africa as one of its priority themes, and has funded six initiatives working to produce the target outputs (outlined in Table 9, above) in most areas, although the data available do not demonstrate any results as yet for four out of the seven desired results.

The effect of RCF Africa II interventions on HIV/AIDS in Sub-Saharan Africa is limited. Following a mid-term review of RAF/99/022 (HIV/AIDS and Development) in December 2003, which recommended “an adjustment”, the HIV/AIDS project presented a proposal to transform itself into the Southern Africa Capacity Initiative (SACI). This was approved and many of the staff moved in 2003 to the new project. SACI has assisted the nine SADC countries in addressing the triple threat of

food insecurity, weakened capacity for governance, and AIDS by fielding United Nations Volunteers in the areas of human resources, agriculture, health, integrated decentralized planning, education, disaster management and HIV/AIDS. However, it is more generally concerned with capacity building of government. As stated in the evaluation report of UNDP’s Role and Contributions in the HIV/AIDS Response in Southern Africa and Ethiopia “SACI endeavours to respond to the threats to African capacity from HIV/AIDS. However, the project is too new for this evaluation to be able to report outcomes.”³⁵

It is difficult to differentiate the results of the regional programme from those of the country programmes and other specialized United Nations agencies, the World Health Organization, UNAIDS (of which UNDP is one of 10 co-sponsors) and a plethora of

35. HIV/AIDS: Evaluation of UNDP’s Role and Contributions in the HIV/AIDS Response in Southern Africa and Ethiopia, UNDP, Evaluation Office, May 2006.

projects and programmes addressing HIV/AIDS at all levels, which are funded by a multitude of bilateral and multilateral agencies.³⁶ Beneficiaries noted that United Nations support was important in many areas but were unable to pinpoint the UNDP programme that provided the support; in the view of beneficiaries, the United Nations is one organization. Some of those interviewed raised questions about UNDP's ability to add value in the area of HIV/AIDS, given the panoply of other national, regional and continental initiatives. Others, however, pointed out that some aspects of HIV/AIDS related to governance and public sector management of responses to HIV/AIDS, human rights and gender, were within UNDP's mandate and institutional strengths.

EMERGING ISSUES AND CROSS-CUTTING THEMES

RCF Africa II documents recognize that gender equality and environmental management are of such importance that they must be mainstreamed in all programming. In practice, SRIU financial reports include initiatives involving the cross-cutting issues in the 'Other' theme or pillar. As shown in the tables above, much of the gender analysis work has been conducted under one project, RAF/97/034 Gender Mainstreaming, which is actually categorized under the 'Other' theme. The 'Other' pillar was defined in the RCF Africa II document as a flexible programming category to meet 'emerging needs' but it was reoriented during the MYFF process to cover environmental sustainability, African energy needs, and water resources. Table 10 below provides the indicators and examples of achievements in this theme.

GENDER MAINSTREAMING

Most projects report giving consideration to gender balance in selecting project participants and/or beneficiaries; several, when asked about gender analysis, referred to work done by the Gender Mainstreaming project (RAF/97/034). This project has coordinated interesting workshops on a variety of topics, and has produced reports with useful suggestions on how to ensure more effective gender mainstreaming. However, as noted by the 2005 Gender Mainstreaming Audit of 16 regional projects, while there is "...awareness of and a commitment to incorporating gender concerns and considerations into programmes/projects and operational structures and practices, there is also significant scope for enhancing gender mainstreaming and promoting the advancement of women."³⁷

In general, there is little analysis of gender concerns and challenges in project documents. There is also no outline of the specific roles and responsibilities of men and women, boys and girls, or an indication of how resources will be allocated to facilitate the participation of the various groups. In addition, while often noting that women's participation will be supported, project documents rarely set specific targets or strategies to achieve this. Gender disaggregated data are rarely available, although the database currently being developed by the African Management Services Company under the African Training and Management Services Project (RAF/03/003) will incorporate the tracking of gender dimensions for project support provided to enterprises. In those instances in which a regional activity is based in an existing institution, there is no indication of an assessment of the institution's capacity to deliver a gender-focused programme or activity.

36. The Evaluation of UNDP's Role and Contributions in the HIV/AIDS Response in Southern Africa and Ethiopia compared UNDP's total spending in the case study countries (US \$21 million) with the total spending of the Global Fund to Fight AIDS, Tuberculosis and Malaria (US \$312 million), and concluded that "UNDP is becoming a smaller player on the HIV/AIDS scene than it was in the 1990s."

37. Rogers, Veronica, Gender Mainstreaming Audit of Regional Projects, RBA/UNDP New York, November-December 2005

ENVIRONMENT

Integration of environmental concerns is also weak. With the exception of the initial undertaking to mainstream environmental concerns, the documents reviewed appear to be more or less silent on this issue. There are two projects under RCF Africa II that address environmental issues: RAF/99/023 Sustainable Livelihoods in Artisanal Mining and RAF/02/008 SADC Water. Potentially, RAF/97/032, Management of Farm Animal Resources in SADC, which is closed, might have had environmental considerations. It should be noted that as most of the interventions funded under RCF Africa II do not involve construction or modification of infrastructure, they are unlikely to give rise directly to environmental concerns. However, the potential environmental dimensions of energy and water projects are very large and it is expected that these initiatives would integrate environmental considerations, including conducting environmental impact screening if needed and ensuring inclusion of environment considerations in policies.

ENERGY AND WATER RESOURCES

Since the reorientation of RCF Africa II in 2004, a new initiative on energy has been approved, but no additional water resources initiatives have been added to those supporting water resources management in the ECOWAS and SADC regions. There are initiatives being implemented under RCF Africa II to address each of the targeted results; however, as noted above, the integration of environment and gender in each initiative has been weak.

The documented achievements at the outcome level by RCF Africa II in other themes are limited. It should be noted that energy only became a focus area in 2004, and therefore results at the outcome level are not yet expected. The ECOWAS member states, which are starting to implement MDG-based energy access strategies and are piloting the costing methodologies, should produce outcomes in the near future. The performance in integrating gender and environment, which were part of the original RCF Africa II document, is disappointing.

Table 10. Indicators and Examples of Output Results – Gender and Environment

Target Outputs	Indicative Achievements to Date
Programming on emerging issues critical for bringing Africa into the mainstream of world development	<p>RAF/97/001 Support SADC Round Table Conference on water resources.</p> <p>RAF/02/008 SADC Water supported secretariat and coordination unit.</p> <p>RAF/03/013 supported the development of the ECOWAS Regional White Paper on Increasing Access to Energy of rural and peri-urban populations, which was ratified by the member states.</p> <p>RAF/05/024 is codifying knowledge on energy access, and is assisting with the formulation of MDG-based energy investment strategies, knowledge management for energy in Africa, and an Energy Access Strategy for the East African Community.</p>
Integration of environmentally sustainable development practices	RAF/02/004 supports environmentally sustainable rural/community lively hoods.
Integration of gender equality	RAF/02/012 – Gender Mainstreaming has conducted workshops and developed partnerships on integrating gender into government, economic development, conflict, and HIV/AIDS areas, yet the integration of gender issues in most initiatives remains weak. Gender disaggregated data is not available for most projects and programmes and few (AMSCO, Gender Mainstreaming) have gender-sensitive indicators of achievement. Most believe that gender equality means employment equity or equal numbers of women and men beneficiaries, but few have thought through the gender differentiated impact of, for example, conflict, and what this might imply for their programme. When asked, the usual response is that they think the gender mainstreaming project is doing something on this issue.

OUTCOME-LEVEL RESULTS

It should be noted that outcome-level results are indicative rather than exhaustive, due to the lack of data at the RCF level and the difficulties with attribution at this level. In addition to the lack of data at the outcome level, results for initiatives involving advocacy, support to policy, or capacity development, are difficult to measure quantitatively, and are often characterized by ‘process results’. For example, APRM is expected to improve the accountability of public administration systems in the long run, but the intermediate or enabling result consists of putting the process or mechanism in place. With regard to attribution, it is worth repeating that RCF Africa II is only one of several actors in these areas, and other key actors include bilateral donors, the International Finance Institutions, UNDP country offices as well as other United Nations agencies (e.g. UNAIDS, WTO, UNCTAD) and other multilateral agencies.

Within each theme, projects are dispersed geographically, chronologically and by executing agency. For this reason, in addition to the constraints outlined

in previous sections, it is difficult to detect synergies or complementarities among them and to objectively measure the aggregate development outcome for that theme. However, in some cases there have been subsequent project phases that have built up to an outcome-level result, for example, RAF/96/001 and RAF/04/006 Capacity Building for Trade and Development. In others, more than one initiative may have promoted a particular outcome, for example, RAF/02/001 Addressing Small Arms in the Great Lakes and RAF/02/011 Support to Peace Building in the Great Lakes.

Nonetheless, UNDP’s interventions under RCF Africa II contributed to the achievement of the desired results according to the subjective assessment of staff, government and other stakeholders. Table 11 below shows the status of the RCF portfolio against the targeted outcomes at the time of this evaluation; although RCF Africa II likely contributed to this status, it is not possible to assess the level of that contribution.

	Target Outputs	Indicative Achievements to Date
Democratic Governance	Democratic and participatory governance is strengthened (in Sub-Saharan Africa)	Although not all countries have acceded to APRM, more are joining as the process becomes clearer; changes have been made in countries that have gone through the process, which incorporates the participation of all players – government, civil society, the press, etc. Examples of government action on APRM findings include the admission by the President of Kenya that corruption was a problem and the introduction of a ministry for women in Ghana.
	Democracy is consolidated	Promotion and consolidation of democracy is being actively pursued through the Forum of Former African Heads of State and Government. More African governments have been elected, including in Burundi and the Democratic Republic of the Congo. More than two-thirds of Sub-Saharan Africa countries have had democratic elections since 2000 and power has changed hands in several nations, including Senegal, Tanzania, Ghana, Zambia and Nigeria.

Table 11. Indicators and Examples of Outcome Results Under RCF Africa II *(continued)*

	Target Outputs	Indicative Achievements to Date
Making Globalization Work for Africa	Africa is brought into the mainstream of the world economy	Many countries have increased exports by more than 8% a year since the late 1990s despite falling prices in some commodities (e.g. agricultural products). Export successes show that Africa is capable of diversifying and building a constructive relationship with global markets. ³⁸
	The marginalization of Africa in the globalization process is halted	In 2006, the World Bank reported that “GDP in Sub-Saharan Africa, bolstered by strong world demand and rising commodity prices, increased 5.2 percent in 2005, marking the second year in a row that regional growth exceeded 5 percent ... Growth in the region also benefited from increased official development assistance (ODA) [which], excluding debt relief, topped \$24 billion in 2004 (the last year for which data are available). It rose by 1 or more percent of GDP in a number of countries, helping to fund domestic investment projects and providing much needed foreign currency. Debt relief also increased significantly, reaching \$5 billion in 2004, up from \$1.2 billion in 2000. Exports from Africa grew from an average of 4.2% annually in 1991 to 2000 to 6% in 2005.” ³⁹
Conflict Prevention/Peace-Building/Disaster Management	Conflicts prevented	Compared to a decade ago, there are fewer inter-state conflicts and many civil wars have ended. However, about half the world’s armed conflicts, and some three quarters of the United Nations’ peacekeepers, are still in Africa.
	Peace is built	In Burundi, the peaceful and democratic conclusion of the transitional process was a milestone for that country and, hopefully, for the Great Lakes region. Wars have stopped in Angola, Congo, Ethiopia-Eritrea, Liberia, Mozambique, Sierra Leone and southern Sudan. Guinea-Bissau, Togo and Madagascar have all been through peaceful restoration of constitutional order.
	Disasters managed	The AU Continental Early Warning System has been developed.
	Crisis prevention and recovery are supported	The African Standby Force has been developed, a Common African Defence and Security Policy prepared and adopted, and the AU Peace and Security Council has been launched. Activities are ongoing, at the AU for example, but it is still too early to see results. Institutions must first be built.
	Africans are assisted in their struggle for lasting peace	AU peacekeeping forces are on the ground in Darfur.
HIV/AIDS	The threat and impact of HIV/AIDS on Africa is reduced	While prevalence rates have dropped in some countries, the threat and impact of HIV/AIDS in Sub-Saharan Africa overall has not (see Table 1).
Other	Energy and environment are managed for sustainable development	Activities and advocacy efforts are ongoing, for example under the ECOWAS energy White Paper, but no outcome-level results reported as yet as the initiatives only started in 2004.
	African countries, individually and collectively, are on the path to sustainable growth and development	Activities are ongoing, as outlined above, but level of RCF Africa II contribution is not known due to weak data.
	Improved gender balance	Commitment to employment equity means that gender balances are improving in institutions supported by RCF, including the AU; however, gender mainstreaming remains weak.

38. Anyidoho, E. and Irumba, N., Draft Mid-Term Evaluation Report ‘UNDP Regional Bureau for Africa Project for Trade Capacity Development and Poverty Reduction in Sub-Saharan Africa’, October 2006

39. The World Bank, Prospects for the Global Economy, May 2006.

3.3 EFFICIENCY

Efficiency was measured by looking at programme oversight and governance, including resource mobilization, organizational strategy, execution and implementation modalities, and performance measurement.

PROGRAMME OVERSIGHT AND GOVERNANCE

RBA identifies, approves and funds the initiatives (projects and programmes) under RCF Africa II. RBA states that this was done through a “highly participatory” process entailing “...broad consultations with major partners and stakeholders and in-house partners...” but it is difficult to find partners and stakeholders who feel they were consulted. RBA entrusts implementation to a variety of agencies, including United Nations agencies, governments, intergovernmental organizations or NGOs, some of which have been created specifically for that purpose (for example Africa 2000 and the Programme for Coordination and Assistance for Security and Development (PCASED)/ECOWAS Small Arms Programme coordinating offices). However, as discussed in Chapter 2, most RCF Africa II initiatives are managed by SRIU and executed by UNOPS. While UNDP and UNOPS recover management service fees on the initiatives they implement, the team noted capacity constraints in monitoring and evaluation, reporting, financial management and human resource management.

An external Advisory Board was established at the beginning of RCF Africa II to provide policy guidance and to ensure that the RCF would remain “...closely grounded in African priorities and emerging realities...”. In a sense, the Board was to act as an overall programme accountability mechanism. In practice, this excellent concept has not been as effective as anticipated and the Advisory Board as a group has been under-utilized. The initial terms of reference, unavailable to the evaluation team, have been described by Board Members as vague and general. The Board members were decided upon and the Board became operational after the parameters of RCF Africa II had been finalized so it was unable to contribute to these stages. Meetings have been irregular – so far only three have taken place – and members of

the Board have not been consistently provided with the “...results-oriented annual reports and field intelligence...” that were to form the basis of their oversight role. The members of the Board interviewed were, however, strongly supportive of the regional programming concept, although less positive about several implementation aspects, including the high degree of centralization of decision-making.

RESOURCES AND COST EFFECTIVENESS

RCF Africa II was successful in mobilizing resources, with 94 percent (US \$160.4 million) of the original budget (US \$171 million) committed. Of this amount, UNDP provided 85 percent (US \$86.3 million) of its approved budget of US \$101 million, while others made up the balance, providing US \$74.1 million of the US \$70 million budgeted for them (105 percent). This is in part due to UNDP’s fund-raising efforts coinciding with enhanced donor efforts to harmonize and coordinate support following the Monterrey Conference in 2002, as well as an increased emphasis on Africa. It is also due to UNDP’s strong field presence, which laid the foundation for the organization assuming the role of donor coordinator in many countries and with many RCF Africa II strategic partners.

While overall resource mobilization was effective, financial management has not been as effective. Partners repeatedly complained of lack of access to timely financial information and UNOPS confirmed this was a problem due to difficulties in migrating data to the new ATLAS system. The budget fluctuated, dropping by 25 percent during the approval of the MYFF in 2004, and then increasing again in 2006 when the end date of the programme was extended. The uncertainties in financing created some implementation difficulties for initiatives on the ground as budgets that had been approved were cut, and then later reinstated. These uncertainties, compounded by the lack of timely financial information, make planning and results achievement difficult for the individual RCF Africa II initiatives. It also creates problems for evaluation, as evaluators must decide whether to focus the evaluation on the extent to which the initiative met its objectives under the eventually established project budget, or to focus on the extent to which the project has been able to mobilize sufficient resources to fulfil original (and often very ambitious) objectives.

In theory, RCF Africa II should be able to exploit economies of scale that can be achieved by addressing similar issues in an integrated fashion. For example, holding workshops or training sessions on trade issues or on women in conflict situations on a regional basis is more cost effective than training countries one at a time. However, it is difficult to make a clear cost-benefit analysis at the programme level when resources and expectations change, when the actual results achieved are not clearly demonstrated or quantified, and when there are few benchmarks for comparison. For example, engineers have benchmarks of how much it costs to build a certain number of miles of road, and can compare project costs to the average for the same sort of work. But there are no benchmarks of how much it costs to build an effective African institution to address RCF Africa II priorities. While a comparison could be made, for example, between RCF Africa II support to the Small Arms Centre in Nairobi (US \$100,000) and PCASED (US \$5 million), the two initiatives are so different that it would be like comparing mangos and used clothing. There is no reasonable way to aggregate the numbers meaningfully at the RCF Africa II level and make an assessment of cost effectiveness.

ORGANIZATIONAL STRATEGY, EXECUTION AND IMPLEMENTATION

RCF Africa II has a complex organization. SRIU of RBA acts as the key planner and manager of the programme, which is executed by 10 different organizations in partnership with over 15 African organizations, from project management sites in North America, Europe and 14 African countries. Operating out of New York, SRIU carries out central management of RCF Africa II, ensuring coherence among individual projects and activities and making essential decisions regarding project funding and operations. RBA is also responsible for initiating or facilitating discussions on possible resource contributions with donors whose regional programmes, like those of UNDP, are managed from their respective capitals.

The regional projects and programmes are implemented by an implementing agency such as the Peace and Security Division of the African Union Commission, where a United Nations Project Manager acts as the Chief Technical Advisor to

the Director. Financial management rests with UNOPS, located in Nairobi, which is the executing agency, and all of them report to RBA in New York. According to those interviewed in the field, this complex and centralized management structure has caused delays in key project-related decisions; it creates difficulties for implementers/managers on the ground, as they often do not have timely access to financial information, and has tended to undermine the accountability and capacity of partner institutions. In general, this dispersed structure also makes accountability for results hard to assign. In addition, the current modality, where regional entities or organizations implement projects with RCF Africa II financial support provided via a separate executing agency, often obscures UNDP's role from the ultimate beneficiaries. This may prevent RCF Africa II or UNDP from being given appropriate recognition for the results achieved.

Roles and responsibilities are also not completely clear: some project managers reported not being sure which decisions they could take themselves and which required approval from New York. Reporting lines are also difficult to understand; for example, the Assistant Resident Representative/Representation to the African Union and Liaison Office with ECA (both key partners for RCF Africa II) reports to the UNDP Country Resident Representative in Addis Ababa, who has no direct reporting relationship to SRIU, the manager of the regional programme. The Senior Regional Coordinator/Regional Support for NEPAD, also based in Addis Ababa and the liaison with another important RCF Africa II partner, reports directly to SRIU in New York.

Policy and technical support is provided by BDP and the SURFs/Regional Service Centres, but the extent to which this backstopping has been useful is debatable. According to BDP, the use and involvement of gender advisors in New York during the formulation of the RCF and of economists located in SURFs/Regional Service Centres has been less than optimal and project managers in the field concur. Most regional programme coordinators state that although SURFs/Regional Service Centres can and have provided technical advice, especially at the project planning stage, they rarely call upon them. Yet it is clear that RCF Africa II initiatives need better coaching on improving the integration of gender and environment, which could be pro-

vided using the resources available from BDP and the SURF/Regional Centre. This may be a function of the centralization of programme planning and management decision-making in New York.

In cases like globalization and especially trade-related capacity building, technical capacity may be better sourced from specialized agencies within the United Nations such as UNCTAD on trade and the United Nations Capital Development Fund on microfinance, both of which are RCF Africa II implementing partners.

Many key programme management functions, financial management, procurement, and administrative support are provided by UNOPS, which is the executing agency for most RCF Africa II initiatives. Several interviewees expressed dissatisfaction with the level of service provided by UNOPS, including access to timely financial information, and stated that UNOPS' fees were too high. Others noted that UNOPS project management fees were no higher, and in some cases lower, than other agencies. Many also noted that when UNDP used the direct executing agency or national executing agency approach, the administrative capacity of RBA/SRIU to provide funding and timely essential information and decisions was severely strained.

Some of the problems seem to be related to the introduction of the new ATLAS system and financial management system and a subsequent backlog of entries and corrections; however, this problem has existed for sometime. UNOPS' chart of accounts is not particularly well set up for producing institutional-level financial management information and does not link well with these financial management information systems. This is not efficient, and several partners reported running duplicate systems in an attempt to ascertain their current financial position, or to link their RCF Africa II funding to their institutional financial management system.

PERFORMANCE MEASUREMENT

In addition to weaknesses in financial management, the evaluation team found that performance measurement, review and reporting functions were inadequate. One of the key recommendations of the review of RCF Africa I was the need for the 'themes' to be well defined with clear objectives and indicators of achievement. In addition, the MYFF

2004-2007 calls for optimizing and streamlining results-based management within UNDP, based on four pillars:

1. the definition of strategic goals that provide a focus for action;
2. the specification of expected and measurable results that contribute to these goals and align programmes, partnerships and resources behind them;
3. ongoing monitoring and assessment of performance, and integrating lessons learned into future planning; and
4. improved accountability, based on continuous feedback to improve performance.

At the time of this evaluation, there were multiple objectives for each theme but results were not usually measurable and indicators of achievement had not been developed.

Although RBA introduced a results-oriented reporting system early in the implementation of RCF Africa II, it did not clearly and consistently link individual initiatives to programme-level results. Nor did it define indicators of achievement that all initiatives were required to report against. Thus, most 'key results' reported are actually activities intended to produce results in the future, and it is impossible to aggregate the results reported in a meaningful fashion to assess outcomes at the level of RCF Africa. Project reporting and monitoring do not usually provide data on project-level outcomes. Even more limited is the information on project contributions to the objectives of RCF Africa II. For example, although poverty reduction is cited as the overarching goal of RCF Africa II and gender equality is to be mainstreamed, it is not clear how this is to be achieved. The evaluation team noted a general absence of poverty and gender objectives in project documentation and, in line with the general absence of results-formulation and monitoring processes, did not find any established means to determine the extent and nature of RCF Africa II's contribution to poverty reduction or gender equality.

Reports seem to be provided on a semi-annual basis, but are inconsistent in quality and are focused on activities and outputs. No attempt is made to compare, compile or roll-up the information in these

reports to either the thematic or the programme (RCF Africa II) level. As most individual project reporting and monitoring to date has focused on output rather than outcome achievements, it is not surprising that most project evaluations conducted to date have restricted themselves to evaluating project outputs. There is a scarcity of quantifiable and clearly documented evidence of achievement of results at the outcome level. Even financial information to assess trends with any degree of confidence is difficult to obtain. The use of independent monitoring and evaluation as a key management tool to improve the performance of programmes does not seem to be generally embraced or applied.

3.4. SUSTAINABILITY

While RCF Africa II has been successful in enhancing the capacity of many of the African organizations with which it works, in some cases the long-term sustainability of results in this area is doubtful. The reasons are many but chief among them are inadequate institutional capacity assessments in the planning stage, a lack of focused institutional capacity development plans guiding the intervention during the implementation phase, and a lack of clearly thought out exit strategies from the project or programme in question and the sustainability plans for the period following UNDP's withdrawal.⁴⁰

In cases like support to the AU (RAF/05/021), a sustainability strategy must look at the long-term ability of the institution to continue to operate effectively and autonomously. For smaller one-off initiatives, for example, Support to SADC Round Table Conference on Water Resources (RAF/97/001), the intention is that the conference serves as a catalyst for sustainable action. As RCF Africa II is strongly focused on capacity development, and specifically on developing capacity in the regional institutions that are its key partners, this section focuses on institutional sustainability.

In the case of the AU and the Regional Centre on Small Arms, the availability of funds is key to sustaining the institutions and their regional programmes.⁴¹ In both cases, although the participating governments are making contributions to help support the institutions, these contributions are usually insufficient to pay for capacity development and to allow the institutions to fulfil their regional mandate. Given the tax base and level of demand on government coffers – for investment in infrastructure, education, health, etc. – in most Sub-Saharan African countries, governments have limited ability to absorb the full costs of running regional programmes. Certainly, hiring local staff under United Nations terms and conditions, rather than on the basis of local government or institutional terms and conditions, is not the best way to ensure that African governments will sustain the initiative, as PCASED (RAF/98/006) demonstrated. While funding by African governments may be desirable as it demonstrates a strong level of ownership, it will often be difficult for them to cover both the core operating costs as well as the costs of programming. Ongoing operations may thus require continued support from UNDP, regionally and at the country level, or perhaps in combination with other donors.

In some cases UNDP has created implementing partner institutions whose ability to continue to produce regional benefits once donor funding ends is questionable. For example, with the Africa 2000 Network (RAF/04/008), the regional initiative was transformed into a linked group of nationally registered NGOs, some of which have been successful in mobilizing funds from UNDP country offices and other donors, while others have not. However, the coordinating body of the Africa 2000 Network – which is essential to ensure that it continues to work regionally and does not disintegrate into a series of unconnected individual country activities – is still completely reliant on RCF Africa II funds and all its financial management continues to be done by UNOPS.⁴²

40. Sustainability is defined in a variety of ways, some looking at economic, social and environmental considerations, some only at the environment. The OECD DAC working party on Evaluation definition is «Sustainability: The continuation of benefits from a development intervention after major development assistance has been completed; the probability of continued long-term benefits; the resilience to risk of the net benefit flows over time.»

41. The AU, like several other key regional partners, is a young institution which will need assistance well beyond the end of the current initiative. Without financial support, not only will benefits not be sustained but it is possible that the institution may fail to thrive leading to the possibility of a negative development impact.

42. Africa 2000 started under RCF Africa I and has been carried forward under the second regional cooperation framework. While the individual initiatives promoted by Africa 2000 at the community level might continue to operate due to fund raising noted above, funding for the coordinating unit in Kampala will end in 2007. This unit is responsible for the website which documents and disseminates information, success stories and lessons learned in the region. The current plan is to link the coordinating unit with Capacity 2015, another UNDP-sponsored initiative, but without continuing UNDP support it is difficult to see how this will be sustainable.

To attract external funding, the institution must have well-developed management systems, including financial management systems that allow donors to feel comfortable that the institution has the capacity to, and a track record of, managing funds with probity and prudence. In some cases, RCF Africa II has continued to operate parallel financial management systems even when other donors are funding the institution directly and where the institution has better capacity than UNOPS to produce timely financial reports (for example, AU Peace and Security Directorate). Under these circumstances, relationships have a tendency to develop into a long-term dependency rather than a partnership, as seems to have happened with the Africa 2000 Network.⁴³

Having funds managed by UNOPS is not the best way to build financial management capacity and track records at the partner institutions. Partner institutions must themselves develop the capacity to mobilize funds and coordinate donor support. Not only is there a conflict of interest in UNDP and/or UNOPS handing over these functions to partners, (since the management of donor funds provides revenue to both UNDP and UNOPS as management fees), but at stake is the continued viability or sustainability of this modality in the long run. On the other hand, UNDP needs to have strong relationships with successful initiatives, including well-managed African institutions, to demonstrate the effectiveness of capacity development/institutional strengthening efforts, and to maintain its position and influence.

43. Partnership recognizes that each party is bringing something of worth to the relationship and allows both parties an equal say in decisions.

Conclusions, lessons learned and recommendations

This chapter presents conclusions and lessons learned from the evaluation, and sets out recommendations for action by the UNDP/RBA.

4.1 CONCLUSIONS

As one of the three programming options – global, regional, country – making up the UNDP’s ‘suite’ of programming approaches, the regional one can add value if the following conditions are satisfied:

- projects and programmes are firmly ‘anchored’ in existing Africa-led institutions;
- the themes or subject areas selected are readily and appropriately ‘regional’ or trans-boundary;
- there is a high degree of coordination between the regional and country programmes;
- interventions subsumed under a regional programme are designed to maximize overall capacity development efforts at a national and institutional level;
- an effective ‘reality check’ or programme oversight mechanism is in place to ensure that the programme continues to recognize and accommodate evolving African realities; and
- appropriate management tools are in place to enable decisions to be made and programmes and projects to be managed as close as possible to the locus of programme activities.

The extent to which RCF Africa II incorporates these elements and thus adds value to UNDP’s overall programming in Africa is the reference point for the following conclusions.

1. Working with and through regional institutions as partners has been a good model for producing synergies between partners and countries in the region. However, the short-term nature of support provided by RCF Africa II may not be appropriate for capacity development

programming with young and fragile institutions that will require concentrated assistance for several years.

2. The performance of the RCF portfolio is stronger in those thematic areas that build on UNDP’s core mandate and recognized strengths such as governance and conflict resolution, and is less so in areas like globalization, HIV/AIDS, and energy and water supply. So far the trade project has shown limited progress on the innovative aspect of linking trade development to poverty alleviation and achieving MDGs. A traditional trade project with a focus on the macro aspects of central trade negotiations could equally well be coordinated and executed by organizations with more established trade negotiation experience, such as UNCTAD or WTO. Other United Nations agencies like WHO and UNAIDS have better technical capacity on HIV/AIDS, and the United Nations Capital Development Fund and the International Trade Center have a better defined comparative advantage, technical skills and mandates than UNDP in small and medium enterprise development and microfinance.
3. Poor attention to internal monitoring and reporting on results undermines UNDP’s ability to leverage its reputation and knowledge base in promoting development policy with other donors and country governments. Weak monitoring and evaluation systems hamper the ability to assess the level of impact, including in relation to financial and other inputs.
4. The comparative advantage of UNDP’s field presence is undermined by inadequate coordination between the regional programme, managed from New York, and the decentralized country offices, and also between RCF Africa and the RCF for Arab States, when this is required to implement truly pan-African initiatives.

5. While flexibility is needed in order to continue to respond to emerging needs, a greater focus on selecting and working in partnership with key African institutions would enhance the performance and sustainability of RCF Africa II results.

4.2 LESSON LEARNED

In the following section, the lessons learned reflect on past performance and the recommendations suggest areas for improvement in the future.

The main lessons learned concern design and relevance, partnerships and synergies, capacity development, and programme management.

- **Focus.** RCF Africa II had a stronger impact, both developmentally and on institutional criteria like policy and advocacy, when it responded to the priorities of African stakeholders and built on UNDP's comparative strengths and advantages. Maximum impact from relatively limited resources comes from focusing on the areas where African priorities and UNDP strengths intersect, for example the areas of governance, conflict prevention and peace-building.
- **Partnerships are difficult to develop, dependencies are not.** Building a partnership is easier by establishing a direct relationship with local institutions than by working through an executing agency. Capacity development requires a clear assessment of needs, followed by a plan to address those needs. Capacity building takes time and a long-term commitment. Young and fragile institutions do not have the capacity to manage and mitigate the impact of fluctuating budget and development priorities but will only develop this capacity through self-management, and not by being managed by others.
- **What gets measured gets done.** Responsibility for management cannot be delegated without strong financial and management systems and measures of performance, including an integrated system of reporting, monitoring and evaluation that fills both internal management and external reporting

requirements. As initiatives were not required to develop and report on quantitative and qualitative gender sensitive indicators of performance, integration of gender mainstreaming received only lip service. This is also true for environment, the other cross-cutting dimension.

- **Weak monitoring and reporting: weak evaluation base.** An ex-post evaluation cannot fill the data gaps left by inadequate internal monitoring and reporting. Evaluations build on the individual initiative's indicators of achievement, baseline data and continuous monitoring and measurement of progress. Meta-evaluations are only possible if existing evaluations are sufficient in number, coverage and quality. Evaluation schedules should allow sufficient time for coordination with country offices, identification of stakeholders to be interviewed, and for interviewees to be properly briefed on the scope, context and objectives of the evaluation.

4.3 RECOMMENDATIONS FOR THE FUTURE

Based on the findings of the evaluation, the following recommendations are presented for consideration by the RBA. Selection of thematic areas should be based on the following criteria:

- UNDP has a comparative advantage;
- African priorities as identified by key regional institutions like AU, NEPAD, APRM;
- links to UNDP's mandate and objectives including MDGs, the Strategic Plan/MYFF and UNDP's global and country programmes; and
- issues have trans-border or international dimensions or are more likely to progress if removed from the domestic context.⁴⁴

1. Maximize African ownership of the regional programme. Greater use of the Advisory Board should be made in order to ensure that RCF has the capacity to identify and respond to evolving African development challenges and remains firmly anchored in African realities. This would help ensure that institutional and capacity develop-

44. See also, Evaluation of UNDP's Regional Cooperation Framework for Arab States (2002-2005) p. 51.

ment targets are being achieved. RBA should revise the terms of reference for the Advisory Board to ensure regular Board meetings; the Board should be provided with regular reports on the progress of the framework against agreed gender sensitive, quantitative and qualitative indicators and changes in the environment. However, this flexibility must take place within the context of, rather than replacing, a long-term strategic plan.

2. Streamline the focus of the next RCF to a maximum of three clearly defined themes, with fewer outputs and outcomes under each theme. RCF should continue to focus on the regional priorities of strengthening democratic and participatory governance, conflict prevention, peace-building and disaster management. In addition, RCF resources should be concentrated on capacity building for a smaller number of larger interventions, linked to existing regional African institutions. Many of the current programmes and activities should be phased out prior to the end of RCF Africa II. Decisions to allow current projects to be carried over into the next RCF implementation period should be based on clear and consistent criteria, with a cap of project funding allowed for carry-over – suggested at 25 percent of RCF total funding.

3. Improve coordination between regional and country programmes in Africa. This can be achieved by decentralizing two regional Bureau Deputy Directors, with joint responsibility both for the regional programme and country programmes, to locations in Africa.⁴⁵ The regional programme in Africa should develop the capacity of regional and pan-African institutions to deliver their mandates. Partner institutions need to be provided with financial planning and management tools and training. Maximum responsibility consistent with UNDP's overall financial management policies and regulations should be transferred to partner institutions as a component of overall capacity development/institutional strengthening.

4. Enhance pan-African synergies through improved information sharing and enhanced cooperation between the regional bureaus of Africa and the Arab States. Establish a joint UNDP Africa and Arab States representative office in Addis Ababa for respective accreditation to pan-African institutions, such as AU and ECA. This would facilitate the participation of North African countries in pan-African activities.

5. Incorporate gender equality and environment across all interventions. Both should be required in the planning and formulation of initiatives for the future. Sufficient financial resources for gender mainstreaming and environmental sustainability (in each and every project) should be allocated for all future projects if gender and environment are to be integrated as cross-cutting themes.

6. Clarify roles, responsibilities, accountability and reporting structures to effectively implement results based management. The RCF should adopt an enhanced results based performance management, measurement and reporting system. Similar performance measurement frameworks, including clear programme-level indicators of achievement, should be developed at the thematic and the RCF level. Project-level reports should be rolled up into thematic and regional programme-level reports at a minimum annually for presentation to the Advisory Board.

7. Include in project budgets funds explicitly ear-marked for monitoring systems, including the development of indicators, baseline data, data sources and collection methods as well as responsibility and timing of collection for the outcomes and impact levels.

45. This was proposed as part of the reforms of RBA's management structure in the Strategy and Management Review (New York, May 2006).

Terms of Reference

PROPOSED TERMS OF REFERENCE FOR THE EVALUATION OF THE SECOND REGIONAL COOPERATION FRAMEWORK FOR AFRICA 2002-2006

I. BACKGROUND

In January 2002 the Executive Board of UNDP approved the Second Regional Cooperation Framework for Africa (RCF Africa II) (2002-2006). RCF was developed in response to the Millennium Declaration and the Millennium Development Goals (MDGs), and within the context of the New Partnership for African Development (NEPAD) with its vision of bringing Africa into the mainstream of world development. The objective of RCF is poverty reduction and sustainable human development, an objective that is shared with NEPAD, and it focuses on four inter-related strategic support areas:

- i) **strengthening democratic and participatory governance;**
- ii) **making globalization work for Africa;**
- iii) **conflict prevention, peace-building and disaster management; and**
- iv) **reducing the HIV/AIDS threat to and impact on Africa.**

These focus areas were selected through broad-based and wide ranging consultations within the region, as well as from the results of the mid-term review of the first RCF, evaluations of several regional programmes, and lessons learned in other inter-country programmes. The intent of RCF Africa II was to complement the global cooperation framework (GCF), particularly in supporting regional initiatives in basically the same areas as the GCF (participation, governance and crises), but enabling greater focus on African priority issues.

Through RCF, UNDP Africa aims to help develop coalitions of action among African partners, as well as partnerships within the United Nations system, and with the private sector both in Africa and in developed countries. This would in turn help UNDP Africa articulate and implement regional programmes and projects that address issues in the four strategic areas. This includes support to the transition from the Organization of African Unity to the African Union (AU), and to the operationalization of NEPAD.

Each of the substantive development dimensions (governance, globalization, conflict prevention, peace-building and disaster management, and HIV/AIDS) of the RCF has several key regional interventions:

1. under **globalization** – strengthening micro-finance institutions and Enterprise Africa; pro-poor economic policies and the trade negotiation project;
2. under **governance** – Africa Governance Forum, NLTPS, transition to the African Union, NEPAD programme, African Peer Review mechanism;
3. under **HIV/AIDS** – HIV/AIDS and development; Southern Africa Capacity Initiative; and
4. under **conflict prevention** – peace-building initiative, and the Peace and Security Agenda for the AU.

RCF also includes a regional project on Gender Mainstreaming. (See Annex I for list of regional projects).⁴⁶

46. List of projects in UNDP Regional Programme for Africa 2002-2006

RCF is managed centrally at UNDP Headquarters by the Regional Bureau of Africa (RBA) and through designated Resident Representatives (for selected projects) and SURFs/Regional Centres. In July 2003, UNDP's Strategic Management Team decided to integrate its corporate regional programming with that of the global SURF/Regional Centres, managed by UNDP's Bureau of Development Policy (BDP). Regional programming within this integrated framework is seen as a key to accelerating the application of knowledge management techniques, and the development of communities of practice.

RCF Africa II (2002-2006) estimated the allocation of US \$101 million from UNDP core resources and US \$70 million from non-core (government cost-sharing, third-party cost-sharing, trust funds and other resources) resources – i.e. a total of US \$171 million – for the entire programme cycle.

II. PURPOSE AND OBJECTIVES OF THE EVALUATION

At the annual session of the Executive Board in June 2004, the Associate Administrator indicated that UNDP would undertake forward looking evaluations prior to drafting and submitting new RCFs to assess the effectiveness of the overall approach of the RCF in each of the four regional programmes. Since the RCF for RBA ends in 2006, actions have already begun to conduct individual outcome evaluations by the regional programme. Six outcome/programme evaluations are envisaged for RCF, most of which are now complete (see Annex II). UNDP's Evaluation Office (EO) has been requested to conduct an independent evaluation of RCF, bringing together evidence from the completed individual programme/outcome evaluations, and report to the Executive Board on development results achieved by the RCF⁴⁷. It was felt that such an evaluation was necessary to ascertain – with statistics, indicators, as well as examples, narratives and success and non-success stories – if the methods used were the 'best' ways to use scarce resources. This evaluation is being carried out within this context.

The evaluation will assess the overall programme performance and outcomes of RCF Africa II (2002-2006) covering its scope and range, policy advisory services and knowledge management. Findings of the evaluation will provide inputs into the next RCF for the region. Specific objectives of the planned independent evaluation of the RCF are as follows:

1. Assess the achievement of the intended organizational goals and development results, highlighting key results of outputs and outcomes, lessons learned and good practices both as they relate to UNDP's specified programme goals and in relation to broader national strategies in the region.
2. Assess performance of RCF and specify the development results achieved in the area of policy advice, capacity development and knowledge management within the core results areas that the regional programme has focused on, and assess the scope and range of strategic partnerships formed.
3. Based on the actual results, ascertain how RCF has helped strategically position UNDP to establish its comparative advantage or niche as a major upstream global policy advisor for poverty reduction and sustainable human development and as a knowledge-based organization in the region.
4. Identify innovative approaches used within the RCF programme project portfolio, their related outcomes and lessons learned within UNDP and in programme countries.

III. SCOPE OF THE EVALUATION

The evaluation will be conducted as a meta-evaluation, drawing on the conclusion of outcome evaluations undertaken during the period of the RCF for each of the regional programmes, and will be largely based on secondary data. The evaluation will assess the contributions of UNDP through the RCF to development results. This assessment is expected to strengthen the formulation of the next regional programme. The evaluation will undertake a thorough assessment of all outcome/programme evalua-

47. Statement by Associate Administrator to the Executive Board, 17 June 2004, Item 5: Country Programmes and related matters, Executive Board of the UNDP and the UNFPA, 14-25 June 2004, Geneva.

tions undertaken in the region during the period of the RCF. In assessing the strategic importance, relevance, and development effectiveness of the RCF, the evaluation will cover five key areas, inter alia:

1. programme performance of RCF programme portfolio and development results achieved;
2. organizational strategy and modality/mechanisms (including linkages to the Multi-Year Funding Framework or MYFF) of delivering service lines and their effectiveness;
3. overall institutional results;
4. resource mobilization results; and
5. lessons learned and future directions.

In addition, the evaluation will examine the following:

1. The extent to which RCF has addressed the four development dimensions and the attainment of immediate objectives.
2. Strategic focus of RCF support and its relevance to country and regional priorities, including relevance to MDGs.
3. Synergic relationships between various components of RCF (for example, linkages between the four development dimensions and human development issues).
4. Synergies and alignment of RCF support with other initiatives and partnerships, including United Nations Development Assistance Framework/country programmes, GCF, as well as cross-cutting or cross-practice linkages (for example, gender and women's empowerment). Such an assessment may also include an examination of how RCF leveraged its resources and those of others towards achievement of results, and the respective contributions of advocacy, analytical work and networking of RCF to the achievement of MDGs.
5. The relevance and quality of SURF support to RCF programmes and projects, and value added as well as cost effectiveness of the SURF mechanism in delivering RCF products.
6. Institutional and management arrangements of RBA and the regional centre in Southern Africa for programming, managing, monitoring and evaluating the regional programmes.

7. Institutional arrangements by BDP for programming, delivery and monitoring of implementation of the RCF at Headquarters level, at the sub-regional level (SURFs) and at the country level.

IV. METHODOLOGY

The evaluation will utilize the methodology for meta-evaluation of UNDP's RCFs developed by the EO (see Annex IV). The meta-evaluation will review and validate findings and data from existing evaluations (i.e. comprehensive desk review and analysis of outcome and project evaluations and other self assessment reports); conduct selective spot checks, i.e. in-country project visits and consultations with RCF stakeholders on the ground (a sample of three to four countries/locations); triangulate sources of available data and information; and use triangulated in-depth interviews and/or focus group discussions with a variety of stakeholders.

Triangulation of information and data sources will constitute the primary methodology for the assessment. The concept of triangulation refers to empirical evidence gathered through three major sources of information: perception, validation and documentation. Validation of the information and findings will be achieved through cross-referencing of sources. This means that document reviews will be supplemented by interviews and focus group discussions with key informants and/or stakeholders at both UNDP Headquarters and the country offices that will be visited. If necessary, a rapid questionnaire and/or informal snap survey would be used to provide quick information on the programme. The evaluation team will consult with Headquarters-based specialists and UNDP's key partner agencies and institutions in the region in order to obtain a broad range of views. More details of the analytical and evaluation techniques to be used are given below:

Desk reviews: The evaluation team will review the RCF, its constituent projects and other related initiatives and key documents to extract information and identify key trends and issues. This will then be used to develop key questions and criteria – including a survey – for analysis, and to compile relevant data during the preparatory phase of the evaluation. Prior to country visits, the team will analyse all outcome/programme evaluations under-

taken by UNDP during the RCF period. The team will also undertake additional desk reviews based on interactions with country and regional offices and other focal points for RCF activities during and after country visits.

Review and analysis by evaluation team: The overall evaluation methodology, approach and programme of work will be agreed between EO and the evaluation team leader before the start of the evaluation. The evaluation team will assemble in New York in mid-September 2006 for orientation and briefing. The team will then work both on their own and together. The team leader (and possibly one other team member) will come to UNDP New York in early November 2006 for deliberation on the emerging findings, lessons, recommendations and good practices; and to prepare an initial report before moving on to the final stages of the evaluation.

Survey: RCF's work is meant to influence and impact the work of country offices, countries, donors, other development partners and constituencies in the region. To the extent possible, the evaluation team will review and analyse data collected by the ongoing corporate and partnership surveys being conducted by UNDP to ascertain the effectiveness of RCF's work particularly in relation to policy advice, knowledge management and networking, and its integration into UNDP's work. This data will also help the team obtain the perceptions of key partners and clients on the outcomes and effectiveness of the RCF approach.

Visits to a sample of country offices and regional centres: Based on consultations with Headquarters Units, a sample of at least six representative countries and five partner institutions in each of these countries will be visited by the international team to validate the findings of the desk reviews and the information and views gleaned from the interviews.

Country visits will also be used to identify good practices and lessons for the future at both the country and corporate levels. In consultation with BDP and RBX, EO will select the sample countries on the basis of the following factors:

balance of programme and project portfolio, geographical locations of programmes and projects, and lessons learning potential.

The international team members will each spend a total of three to five days per country and if necessary, will be supported by a locally recruited consultant⁴⁸. The main purpose of the field visits will be to: (a) obtain on-site knowledge of how RCF work links to country-level priorities and vertical integration; (b) obtain the views of government, national stakeholders and the United Nations country team; (c) bring some level of specificity and context to the assessment; and (d) come up with contextual findings and recommendations that can complement the desk-based analyses.

Finalization of report: The last stage of the assessment will be devoted to report writing and further triangulation of country-specific data and findings with Headquarters' sources. The draft final report will be made available to EO by early November 2006, and will also be submitted to RBA for review. The evaluation team leader will travel to New York in early December 2006 to present the final draft evaluation report. The team leader will finalize the evaluation report after the Headquarters consultation/validation process and will make it available to EO by early January 2007 at the latest.

V. TEAM COMPOSITION

An international consultancy firm (or international team of consultants) will undertake the assessment. A team leader will be appointed by EO. Consultants will undertake selected country visits. The team will also include a designated task manager from EO to support the team at Headquarters and during country visits.

The composition of the evaluation team should reflect the independent and substantive results-focus of the exercise. Team composition should also reflect cross-cultural experience in development and in evaluation including expertise in poverty, governance, peace-building and conflict prevention, HIV/AIDS and gender. The team leader must have a demonstrative capacity in strategic thinking and policy advice

48. A standard format will be prepared by the team leader for country-level data collection.

and in the evaluation and management of complex programmes. In general, team members must possess educational qualifications in the Social Sciences or related disciplines. The team is also expected to be familiar with UNDP modus operandi and to have extensive knowledge of organizational and institutional changes, and of management and modalities of impacting changes through advisory services and advocacy, etc.

VI. DURATION AND COSTS

Section IX below provides the proposed timeline for this evaluation. All costs of this evaluation will be borne by RBA.

VII. EXPECTED OUTPUTS

The final evaluation report should be a 25-30 paged analytical report, excluding annexes, detailing key findings, good practices and clear recommendations for the next RCF for RBA, taking into account UNDP's corporate priorities reflected in UNDP's Multi-year Funding Framework and MDGs.

VIII. MANAGEMENT ARRANGEMENTS

EO will manage the evaluation process, provide backstopping support and ensure the coordination and liaison with concerned agencies at the Headquarters level as well as at the country level. EO will be responsible for the production of the evaluation report and presentation of the same to the Executive Board.

IX. TIMELINE FOR EVALUATION OF RCF AFRICA II

Key tasks responsibility July-December 2006

- Call for proposals from interested institutions with costs detailing methodology, sample survey format, country level data collection format etc.
- Identify and recruit team leader and evaluators or institution based in Africa (EO)
- Launch evaluation
- Evaluation team to review findings of UNDP corporate surveys/evaluations
- Evaluation team to conduct select country visits and data collection (as needed)
- Submit draft initial report (Team Leader - TL)
- Debrief UNDP stakeholders in consultations with Headquarters/regional units (EO)
- Submit final report by January 2007 (TL)

Annex B

List of People Consulted

UNDP REGIONAL PROGRAMME FOR AFRICA ADVISORY BOARD MEMBERS

Hakim Ben Hammouda, Director, TRID, UNECA, Addis Ababa, Ethiopia

Mary Chinery Hesse, Vice-Chairman of the National Development Planning Commission, Ghana
Accra, Ghana

Sam Ibok, Director of the Peace and Security Division of the AU Commission
Abuja, Nigeria

Abdoulie Janneh, Executive Director, UNECA, Addis Ababa, Ethiopia

Joy Phumaphi, Assistant Director-General, Family and Community Health,
World Health Organization, Geneva, Switzerland

Alioune Sall, Executive Director, African Futures Initiatives, Pretoria, Southern Africa

REPRESENTATIVES OF AFRICAN GOVERNMENTS

S.E.M. Malloum Bamanga Abbas, Ambassadeur, Mission Permanente du Tchad, United Nations Office
at Geneva (UNOG)

H.E. Mr. Fisseha Yimer Aboye, Ambassador/Permanent Representative,
Permanent Mission of Ethiopia to United Nations Office at Geneva (UNOG)

H.E. Mr. Yonov F. Agah, Ambassador/Permanent Representative to WTO,
Nigeria Trade Office to WTO in Geneva

H.E. Mrs. Najat Al-Hajjaji, Ambassador, Permanent Mission of the Libyan Arab Jamahiriya to UNOG

H.E. Samuel Amehou, Ambassador, Permanent Mission of Benin
(Chair of the African Group in Geneva)

H.E. Dr. Arsene Balihuta, Ambassador, Permanent Mission of Uganda to UNOG

Ibrahima Basse, Directeur de l'industrie, Ministère de l'Industrie et de l'Artisanat, Dakar, Senegal

H.E. Dr. Kwame Bawuah-Edusei, Ambassador, Permanent Mission of Ghana to UNOG

H.E. Mr. Chitsaka Chipaziwa, Ambassador/Permanent Representative,
Permanent Mission of Zimbabwe to UNOG

S.E.M. Christian Claude Beke Dassys, Ambassadeur, Mission permanente
de la République de Côte d'Ivoire auprès de l'Office des Nations Unies à Genève

H.E. Mr. Boubacar Diallo, Ambassador, Permanent Mission of the Republic of Guinea to UNOG

Samba Diop, Directeur de Cabinet, Ministère de l'Industrie et de l'Artisanat, Dakar, Senegal

Ibrahima Diouck, Directeur de Cabinet du Ministre du NEPAD, Dakar

Faouda Diouf, Ingénieur, Direction Énergie/MEM, Division Électricité, Dakar, Senegal

H.E. Dr. Thembayena A. Dlamini (Mrs.), Ambassador/Permanent Representative

to WTO, Permanent Mission of the Kingdom of Swaziland in Geneva

Mr. Hassan Doualeh, WTO Representative, Permanent Mission of Djibouti to UNOG

Saliha Doumbia, Coordonnateur National, Ministère de l'emploi et de la Formation Professionnelle, Programme National d'Action pour l'Emploi en Vue de Réduire la Pauvreté, Bamako, Mali

H.E. Mr. Jean Simplicie Ndjemba Endezoumou, Ambassador/Permanent Representative, Permanent Mission of Cameroon to UNOG

H.E. Dr Ibrahim Mirghani Ibrahim, Ambassador/Permanent Representative, Permanent Mission of the Sudan to UNOG

H.E. Mr. Idriss Jazairy, Ambassador/Permanent Representative, Permanent Mission of Algeria to UNOG

Mr. Benjamin R. Katjipuka, Counsellor/Chargé d'affaires a.i., Namibian Trade Office to WTO in Geneva

H.E. Mr. Antoine Mindua Kesia-Mbe, Ambassador/Permanent Representative, Permanent Mission of the Democratic Republic of the Congo to UNOG

H.E. Mr. Samir Labidi, Ambassador/Permanent Representative, Permanent Mission of Tunisia to UNOG

Kedibonye Laletsang, Director, Department of International Trade, Ministry of Trade and Industry, Gaborone, Botswana

H.E. Mr. Mohammed Saleck Ould Mohamed Lemine, Ambassador/Permanent Representative, Permanent Mission of Mauritania to UNOG

H.E. Mr. Mohammed Loulichki, Ambassador/Permanent Representative, Permanent Mission of the Kingdom of Morocco to UNOG

H.E. Mr Matern Yakobo Christian Lumbanga, Permanent Mission of the United Republic of Tanzania to UNOG

S.E.M. Moussa Bocar Ly, Permanent Representative, Permanent Mission of Senegal to UNOG

S.E.M. Paul Mahwere, Ambassador, Permanent Mission of Burundi to UNOG

H.E. Dr. Anthony Mothae Maruping, Ambassador/Permanent Representative, Permanent Mission of the Kingdom of Lesotho to UNOG

H.E. Mme Khadija Masri, Ambassador/Permanent Observer, Permanent Delegation of the AU to UNOG

H.E. Mr. Roger Julien Menga, Ambassador, Permanent Mission of the Republic of the Congo to UNOG

H.E. Mr. Boometswe Mokgothu, Ambassador/Permanent Representative, Permanent Mission of Botswana to UNOG

H.E. Mr. Love Mtesa, Ambassador/Permanent Representative, Permanent Mission of Zambia to UNOG

H.E. Mrs. Claudine Jacoba Mtshali, Ambassador/Permanent Representative, Permanent Mission of Southern Africa to UNOG and WTO

Hon. Maria Mutagamba, Minister of Water and Environment, Uganda

H.E. Mr. Arcanjo M. Do Nascimento, Ambassador/ Permanent Representative to WTO,
Permanent Mission of Angola to UNOG

Mr. Moussa B. Nebie, Ministre conseiller/Chargé d'affaires,
a.i., Mission permanente du Burkina Faso to UNOG

Idrissa Niasse, Ingenieur Polytechnicien Conseiller Technique #2, Ministère de l'Énergie et des Mines,
Dakar, Senegal

H.E Prof Maria Nzomo, Ambassador/Permanent Representative,
Permanent Mission of Kenya to UNOG

Alloys S.S. Orago, Acting Director, National AIDS Control Council, Nairobi, Kenya

H.E. Mr. Alfred Rambelison, Ambassador, Permanent Mission of Madagascar to UNOG

H.E. Ms. Francies Rodrigues, Ambassador/Permanent Representative,
Permanent Mission of Mozambique to UNOG

Barama Sarr, Directeur Général, Association Sénégalaise de Normalisation, Dakar, Senegal

Ousmane Fall Sarr, Directeur des Études et du Système d'information, Agence Sénégalaise
d'Électrification Rurale

H.E. Mrs. Venetia Sebudandi, Ambassador/Permanent Representative to WTO,
Permanent Mission of Rwanda in Geneva

H.E. Mr. Shree Baboo Chekitan Servansing, Ambassador/Permanent Representative,
Permanent Mission of Mauritius to UNOG

H.E. Mr. Sameh Hassan Shoukry, Ambassador/Permanent Representative,
Permanent Mission of the Arab Republic of Egypt to UNOG

Mr. Belarmino Monteiro Silva, Second Secretary/Chargé d'affaires,
a.i., Permanent Mission of the Republic of Cape Verde to UNOG

S.E.M. Sidiki Lamine Sow, Ambassadeur, Permanent Mission of Mali to UNOG

Mouhamadou Moustapha Sow, Conseiller Technique, Ministère du NEPAD, Dakar, Senegal

Amadou Sylla, Directeur Général, Bourse Nationale de Sous-traitance et de Partenariat du Sénégal

H.E. Mr. Patrice Tonda, Ambassador/Permanent Representative,
Permanent Mission of Gabon to UNOG

S.E.M. Alain Wüscher, Ambassador, Guinea Bissau to UNOG

REPRESENTATIVES OF AFRICAN REGIONAL INSTITUTIONS

Danny Kofi Amenigy, General Manager – Finance and Administration,
New Partnership for African Development, Midrand, Southern Africa

Mamadou BA, Économiste-Planificateur-Financier, Administration & Finances,
Projet GEF/BFS/OMVS, Organisation pour la Mise en Valeur du Fleuve Sénégal

R. Martin Balepa, Director General, AFRISTAT,
Economic and Statistical Observatory for Sub-Saharan Africa, Bamako, Mali

Laurent Coche, Coordonnateur Régional, Projet Pauvreté Energie, Dakar

Jean Noel Francois, Head of Customs Cooperation Division,
African Union Commission, Addis Ababa, Ethiopia

Mary Jo Kakinda, Executive Secretary, Pan Africa 2000 Network, Kampala, Uganda

Tarana Lallah Loumabeka, Senior Policy Officer (Trade) Department of Trade and Industry,
African Union, Addis Ababa, Ethiopia

Patricia Matope, Events Coordinator, New Partnership for African Development,
Midrand, Southern Africa

Angelo E. Mondlane, Head of Policy and Strategic Planning, Southern Africa Development
Community Secretariat, Gaborone, Botswana

Djima Moussiliou Moustapha, PRSP/MDGs Expert, AFRISTAT,
Economic and Statistical Observatory for Sub-Saharan Africa, Bamako, Mali

Geoffrey Mugumya, Director, Peace and Security, African Union Commission, Addis Ababa, Ethiopia

Dr. Cornelius T. Mwalwanda, Head, ECA Geneva Liaison Office, Geneva, Switzerland

Phera Ramoeli, Head of Water Section,
Southern Africa Development Community Secretariat, Gaborone, Botswana

Hesphina Rukato, Deputy CEO, New Partnership for African Development, Midrand,
Southern Africa

Djibril Sall, Conseiller Chargé de la Coordination, OMVS, Dakar, Senegal

Francis Sang, Executive Secretary, Regional Centre on Small Arms, Nairobi, Kenya

John A. Tesha, Executive Secretary, Forum for Former African Heads of State and Government
(Africa Forum), Pretoria, Southern Africa

Soanirinela Tsilimbizaa, Director Commerce and Industry, African Union Commission,
Addis Ababa, Ethiopia

REPRESENTATIVES OF AFRICAN NON-GOVERNMENTAL SECTOR

Francis Angila, Director, NGO Council, Kenya

Tinus Boogsen, Portfolio Manager, African Management Services Company,
Johannesburg, Southern Africa

Trudi Hartzenberg, Trade Law Centre for Southern Africa, Stellenbosch, Southern Africa

Abraham Lanor, Regional Manager for Southern Africa, African Management Services Company,
Johannesburg, Southern Africa

Tebogo Job Mokgoro, Managing Director, ECI-Africa (consulting), Wendywood, Southern Africa

Hester Musandu, Country Programme Director, Southern Africa AIDS Trust

Boubacar Seck, Directeur exécutif p.i., CONGAD, Sénégal

Mme Vore Gava Seck, Présidente, CONGAD, Sénégal

J. Senthso, Senior Research Fellow, Botswana Institute for Development Policy Analysis,
Gaborone, Botswana

Medhane Tadesse, Director, Centre for Policy Research and Dialogue, Addis Ababa

UNDP REGIONAL PROGRAMME FOR AFRICA FIELD-BASED STAFF

Abdelrahim Dirar, Project Coordinator, African Union Commission (AU/UNOPS), Addis Ababa, Ethiopia

Akuya Dua-Agyeman, Capacity Development Advisor, Southern Africa Capacity Initiative, UNDP-RSC, Johannesburg, Southern Africa

Anne Githuku, Capacity Development Advisor, Southern Africa Capacity Initiative, UNDP-RSC, Johannesburg, Southern Africa

Hannah Gutema, Assistant Resident Representative, Representation to the African Union and Liaison Office with the Economic Commission for Africa, Addis Ababa, Ethiopia

Zemenay Lakew, Senior Regional Coordinator, UNDP Regional Support for NEPAD, Addis Ababa, Ethiopia

Kgomotso Maditse, Capacity Development Advisor, Southern Africa Capacity Initiative, UNDP-RSC, Johannesburg, Southern Africa

Ronald Msiska, Director, Southern Africa Capacity Initiative, UNDP-RSC, Johannesburg, Southern Africa (former head of Regional HIV/AIDS project)

Asna Ndiaye, Regional Coordinator, Regional Gender Programme for Africa, UNDP, Addis Ababa, Ethiopia

Ousman Othman, Project Manager, Chief Technical Advisor, AU/UNDP Project on Conflict Management, Addis Ababa, Ethiopia

Agnes Phiri, Development Advisor, Southern Africa Capacity Initiative, UNDP-RSC, Johannesburg, Southern Africa

Tore Skatun, Policy Adviser, Southern Africa Capacity Initiative, UNDP-RSC, Johannesburg, Southern Africa

Luke Wasonga, Senior Capacity Development Advisor, Southern Africa Capacity Initiative, UNDP-RSC, Johannesburg, Southern Africa

REPRESENTATIVES OF REGIONAL PROGRAMME FOR AFRICA EXECUTING AGENCIES

Mark Ampah, Director, Monitoring and Evaluation Department, IFC office in Johannesburg, Southern Africa

Lalla Aicha Ben Barka, Director, Regional Office for Education in Africa (BREDA), UNESCO

Frederic Claus, Portfolio Manager, UNOPS, Nairobi Kenya

Stephen Maxwell Donkor, Senior Regional Advisor, Water Resources Development, and UN-Water/Africa Coordinator, NEPAD & Regional Integration Division, UNECA, Addis Ababa, Ethiopia

Hakim Ben Hammouda, Chief Economist/Director, Trade, Finance and Economic Development Division, Economic Commission for Africa, Addis Ababa, Ethiopia

Emily Mburu, Office of the Director, Division on International Trade in Goods and Services and Commodities, UNCTAD, Geneva, Switzerland

Erasmus Morah, Country Coordinator and Liaison for United Nations Headquarters and Regional Initiatives, UNAIDS, Nairobi, Kenya

Bonapas Onguglo, Chief, Office of the Director, Division on International Trade in Goods and Services and Commodities, UNCTAD, Geneva, Switzerland

Lakshmi Puri, Director, Division on International Trade in Goods and Services and Commodities, UNCTAD, Geneva, Switzerland

Mory Toure, Administrateur, United Nations Office for West Africa (UNOWA), Dakar, Senegal

REPRESENTATIVES OF UNOPS

Khadidiatou Sylla-Ba, Senior Portfolio Associate,
Governance and Conference Services Cluster, New York

Fatou Diarra, Senior Fellowships Associate, Training and Conference Service Cluster, New York

Roswitha Newels, Director, North America Office, New York

Gloria Wightman, Coordinator, Governance Cluster, New York

REPRESENTATIVES OF UNDP

Representatives of Regional Service Centre/SURF

Dr. Coumba Mar Gadio, Gender & Development Specialist, SURF-WCA Coordinator a.i.,
West and Central Africa, Dakar, Senegal

Kennedy Mbekeani, Trade and Globalization Policy Adviser, UNDP-RSC, Johannesburg, Southern Africa

Joseph Mugore, Officer-in-Charge, UNDP Regional Service Centre for Eastern and Southern Africa,
Johannesburg, Southern Africa

Arizak Musa, Trade and Globalization Policy Adviser, UNDP-RSC, Johannesburg, Southern Africa

UNDP/Regional Bureau for Africa, New York

Musinga Bandora, Senior Governance Advisor

Habiba Ben Barka, Project Officer, SRIU

Barbara Barungi, Regional Programme Advisor

Martin Fianu, Chief of Staff

Nicholas Guedo, Programme Specialist

Gilbert Hougbo, Assistant Administrator and Director RBA

Kaori Ishii, Programme Coordinator,
Tokyo International Conference on International Development (TICAD)

John Karlsrud, Senior Regional Programme Coordinator

Ade Lekoetje, Country Programme Advisor

Illimate Maerere, Regional Programme Finance Management Specialist

Metsi Makhetha, Regional Programme Advisor

Lamin Manneh, Head, Regional Programme

Stan Nkwain, Policy Advisor

Josiane Ntiyankundiye, Programme Assistant, Strategic & Regional Initiatives

Georges Nzongola, Facilitator, AGI

Diana L. Opar, UNDP, Gender Advisor

Other UNDP/Headquarters, New York

Eva Bucza, BCPR, Policy Advisor

Comas Getta, TCDC, Chief of Policy Division

Gordon Johnson, BDP, Energy & Environment Group Practice Manager

Paul Ladd, BDP, Policy Advisor, Poverty Group

Nadia Rasheed, BDP, Policy Specialist, HIV/AIDS Group

Alvaro Rodriguez, BDP, Policy Support Coordinator

Rathin Roy, BDP, Poverty Group

Laurent Rudasingwa, BCPR, Focal Point for West Africa

Bharati Silawal, BDP, OIC, Gender Team

Minoru Takada, BDP, Sustainable Energy Programme Specialist, Energy & Environment Group

Pauline Tamesis, BDP, Practice Manager, Democratic Governance Group

Patricia Fay Thomas, BDP, Policy Advisor, Gender Unit

UNDP/Evaluation Office, New York

Khaled Ehsan, Task Manager for evaluation of RCF Arab States

Oscar Garcia, Task Manager for evaluation of RCF Latin America and the Caribbean

Juha Uitto, Task Manager for evaluation of RCF Asia & the Pacific

UNDP Botswana

Leonard Bikobe, Programme Manager for the Environment Unit,
UNDP country office, Gaborone, Botswana

R. Moaneng, Assistant Resident Representative, UNDP country office, Gaborone, Botswana

Keamogetse Molebatsi, Governance Analyst, UNDP country office, Gaborone, Botswana

Viola Morgan, Deputy Resident Representative, UNDP country office, Gaborone, Botswana

Senny Obuseng, Trade and Globalization Analyst, UNDP country office, Gaborone, Botswana

Jonas Ottosen, Policy Analyst, UNDP country office, Gaborone, Botswana

Kristan Schoulz, UN Resident Coordinator/UNDP Resident Representative,
UNDP country office, Gaborone, Botswana

UNDP Ethiopia

Joe Feeny, Programme Advisor, UNDP country office, Addis Ababa, Ethiopia

UNDP Kenya

Nardos Bekele-Thomas, Resident Representative, a.i., UNDP Nairobi, Kenya

Christopher Gakahu, ARR Sustainability Unit, UNDP Nairobi, Kenya

Rose Muchiri, Monitoring and Evaluation Specialist, UNDP Nairobi, Kenya

Seraphin Njagi, Senior Economist, UNDP Nairobi, Kenya

Elly Odul, Assistant Resident Representative, Enhanced Security Unit, UNDP Nairobi, Kenya

UNDP Mali

Djibrina Barry, Économiste principal, PNUD

Joseph Byll-Cataria, Représentant Résident, PNUD

Luc Gnonionfoun, Deputy Resident Representative, Operations Manager, PNUD

Oumar Sako, Conseiller au programme gouvernance démocratique, PNUD

Djeidi Sylla, Conseiller en Politiques et Stratégies, PNUD

UNDP Senegal

Ingrid Cyimana, Représentant Résident Adjoint (Programme), PNUD, Dakar

Seynabou Diop, Assistant de Programme, PNUD, Dakar

Adama Guindo, Représentant Résident a.i., PNUD, Dakar

Laba Toure, Représentant Résident Adjoint, PNUD, Dakar

UNDP Southern Africa

Isaac Chivore, Deputy Resident Representative (Programmes), UNDP country office, Pretoria, Southern Africa

Scholastica Kimaryo, UN Resident Coordinator/UNDP Resident Representative, UNDP country office, Pretoria, Southern Africa

Chris Opar, Director, Business Services Centre (including Performance and Evaluation), UNDP country office, Pretoria, Southern Africa

UNDP Uganda

Justin Ecaat, UNDP Environment Specialist, UNDP Kampala, Uganda

Sam Jamie Ibanda Igaga, Assistant Resident Representative, Programme, UNDP Kampala, Uganda

Bharam Namanya, HIV/AIDS Programme Analyst, UNDP Kampala, Uganda

Theophane Nikyema, UN Resident Coordinator/UNDP Resident Representative, Kampala, Uganda

Other UNDP

Abdul Hannan, Deputy Resident Representative & Head of Programmes,
UNDP country office, Lusaka, Zambia

Nicola Harrington, Senior Policy Advisor, UNDP office in Brussels, Belgium

Jacques Loup, former UNDP official, Paris

David Luke, Senior Adviser and Coordinator, Trade and Human Development Unit,
UNDP office in Geneva, Switzerland

Lare Sisay, Deputy Resident Representative and Programme Director,
UNDP country office, Harare, Zimbabwe

DONORS AND OTHER STAKEHOLDERS

Roli Asthana, Economic Adviser, Africa Policy Department, DFID, London, UK

Diana Chaplin, Senior Analyst, Pan Africa Programme, Africa Branch, CIDA, Ottawa, Canada

Viwanou Gnassounu, Sustainable Development Department, ACP Secretariat, Brussels, Belgium

Laura Kelly, Senior Policy Adviser, Trade and Globalization Department, DFID, London, UK

Marc Leeuw, Multilateral Branch, Belgian Development Cooperation, Brussels, Belgium

Francoise Mailhot, Senior Evaluation Officer, Performance Review Branch, CIDA, Ottawa, Canada

Louise Marchand, Ambassadeur du Canada, Dakar

Katrina Morris, Head of Regional Development Assistance Programmes, European Commission
Delegation, Gaborone, Botswana; in charge of overall donor coordination for assistance to SADC

Remy Noe, First Counsellor, European Union, Delegation of the European Commission to the Republic
of Uganda

Yves Pétilion, Ministre-Conseiller, Directeur de la Coopération, Agence Canadienne de Développement
International, Mali

Denis Potvin, Director of Pan Africa Programme, Africa Branch, CIDA, Ottawa, Canada

Guy Rayee, Director, Multilateral Branch/United Nations, Belgian Development Cooperation,
Brussels, Belgium

Francoise Renier, Attache, Multilateral Branch/United Nations,
Belgian Development Cooperation, Brussels, Belgium

Marta Samper, Senior Officer, UNDP, Multilateral Branch, CIDA, Ottawa, Canada

Horst M. Vogel, Programme Coordinator, German Development Cooperation with SADC, Gaborone,
Botswana; currently in charge of donor coordination for assistance to SADC in the Water sector.

Florence Wamala, African Development Bank, Kampala Office

Annex C

Key Documents Consulted

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Annex D

RCF Africa II Portfolio (June 2006)

No.	RAF No.	Atlas No.	Title	Approved	Start/End	Total Budget	Spent	Site	Area	Status	Executing Agent	Evaluation Doc.
1	No RAF #	Atlas #: 35767	Contribution to UN OHRRLS			\$1,207,213	\$690,276	New York	Others	Ongoing		
2	RAF/95/015	Atlas #: 14541	Programme Preparation & Review	Dec.1995	Jan. 1996 - Dec.20 04	\$723,776	\$408,183	New York	Others	Ongoing	UNOPS	
3	RAF/96/001	Atlas #: 40162	Capacity Building Trade & Development (2nd Phase RAF/04/006)			\$799,095	\$717,857	New York	Globalization	Closed	UNOPS NY	Aug. 2001
4	RAF/96/003	Atlas #: 42488	Coordination of Special Initiative on Africa (UNSIDA)			\$615,238	\$602,121	New York	Governance	Operationally Closed	UNOPS NY	
5	RAF/96/012	Atlas #: 14542	Governance Facility	1996	1996 - extended periodically	\$2,274,298	\$2,230,693	New York	Governance	Ongoing	UNOPS	
6	RAF/96/014		Enterprise Africa I - SME Creation, Dev/Regional Integration (Rephased to Project RAF/02/006)			\$799,095	\$717,857	New York	Globalization	Closed	UNOPS NY	
7	RAF/96/020		Africa 2000 Network Programme Rephased to Project RAF/02/004			\$531,440	\$531,440	Dakar	Globalization	Closed	UNOPS Dakar	M. Draper, J. Beaudoin, Dec. 2000
8	RAF/97/001	Atlas #: 44852 -	Support SADC Round Table Conf. Water Resources			\$284,707	\$284,707	Nairobi	Others	Closed	UNOPS Nairobi	
9	RAF/97/016		National Long -Term Studies (African Futures) Rephased to Project - RAF/05/006			\$1,067,064	\$1,097,064	Dakar	Governance	Closed	UNOPS Dakar	
10	RAF/97/021	Atlas #: 44848	Internet Initiative for Africa (IIA)			\$1,082,994	\$940,033	New York	Globalization	Closed	UNOPS NY	
11	RAF/97/022	Atlas #: 44847	Assistance to the Africa Leadership Forum			\$129,797	\$128,529	New York	Governance	Closed	UNOPS NY	
12	RAF/97/028	Atlas #: 44843	Capacity Building OAU Mechanism- Conflict Prevention			\$1,394,252	\$1,394,252	New York	Conflict/ Peace/ Disaster	Closed	UNOPS NY	

No.	RAF No.	Atlas No.	Title	Approved	Start/End	Total Budget	Spent	Site	Area	Status	Executing Agent	Evaluation Doc.
13	RAF/97/029	Atlas #:14543 & 40714	OHADA		Feb. 1998 - 12 years	\$8,070,118	\$5,800,669	Dakar	Globalization	Ongoing	UNOPS Dakar	
14	RAF/97/030	Atlas #: 44850	Assistance to the Horn of Africa			\$194,404	\$194,146	New York	Globalization	Closed	UNOPS NY	
15	RAF/97/032	Atlas #: 43572	MGMT Farm Animal Genetic Resources in SADC			\$896,928	\$896,928	South Africa	Others	Closed	FAO South Africa	
16	RAF/97/034	Atlas #: 44851	Gender Mainstreaming / Advance of Women			\$173,000	\$138,941	Nairobi	Conflict/Peace/Disaster	Closed	UNOPS Nairobi	
17	RAF/98/006	Atlas #: 14544; 41621 & 41631	PCASED (Under One Award)	Feb. 1999	Mar. 1999 - Dec. 2004	\$5,179,962	\$4,700,431	Bamako	Conflict/Peace/Disaster	TBC 2006	UNOPS	Paul George, Feb. 2004
18	RAF/99/002		African Governance Inventory Rephased to Project - RAF/04/003	Jan. 1999	Jan. 1999 - Dec. 2004	\$143,725	\$143,828	New York	Governance	Closed	UNDESA	
19	RAF/99/006		African Training & MNG-MT Services Rephased to Project RAF/03/003			\$595,213	\$286,393	Washington DC	Governance	Closed	IFC Washington	
20	RAF/99/014	Atlas #:	Support Data Mgmt/Analysis for SADC			\$1,673,089	\$1,604,451	Zimbabwe	Others	Closed	NEX-Zimbabwe, UNDP	C. Mataya, J. Woodward, Dec. 2003
21	RAF99/021	Atlas #: 14545	ZERI	Unknown	1999 - Dec. 2006	\$2,784,343	\$2,749,343	Windhoek	Others	TBC 2006	UNOPS	
22	RAF/99/022	Atlas #: 14546	HIV/AIDS and Development	Nov. 1999	Jan. 2000 - Dec. 2005	\$8,908,231	\$7,083,806	Pretoria	HIV/AIDS	Ongoing	UNOPS	M. Crawford, M. Lusaka, M. Chitah, D. Inkoorn, Dec. 2003
	RAF/99/U22	Atlas #: 41197	HIV/AIDS and Development (SIDA TF)			\$4,123,711	\$2,084,737	Nairobi	HIV/AIDS	Ongoing	UNOPS Nairobi	
23	RAF/99/023	Atlas #:	Sustainable livelihood: Artisanal Mining			\$131,484	\$131,484		Others	Closed	UNDESA	
24	RAF/01/001	Atlas #: 44838	NLTPS- War Torn Countries	Jan. 2001	Feb. 2001 - Dec. 2003	\$583,528	\$583,527	Abidjan	Conflict/Peace/Disaster	Closed	UNOPS	
25	RAF/01/002	Atlas #: 14547 and 14548	Peace Building Initiative (ECOWAS & SADC)	Sep. 2002	Sep. 2002 - Feb. 2005	\$4,769,755	\$4,457,410	Addis Ababa	Conflict/Peace/Disaster	TBC 06	UNOPS	Bernards A.N. Mudho, S. Ewuusi, March 2005
26	RAF/01/003	Atlas : 25824	Africa IT Initiative			\$2,000,546	\$1,705,584	New York	Others	Ongoing	UNOPS NY	

No.	RAF No.	Atlas No.	Title	Approved	Start/End	Total Budget	Spent	Site	Area	Status	Executing Agent	Evaluation Doc.
27	RAF/01/005	Atlas #: 14549 -	Strengthening Microfinance Institutions	Aug. 2001	Sep. 2001 - Dec. 2004	Not in budget	?		Globalization	?	UNOPS	
	RAF/01/B05	Atlas #: 47281	Building Inclusive Financial sectors-Africa (2nd Phase of RAF/01/005)			\$1,887,283	\$419,665	New York	Globalization	Ongoing	UNCDF NY	
28	RAF/02/001	Atlas #: 34140	Addressing Small Arms Great Lakes Region	Feb. 2002	Jan. 2002 - Dec. 2004	\$100,000	\$85,946	Nairobi	Conflict/Peace/Disaster	Closed	DEX: UNDP/ Kenya & BPR	Pierre Robert, March 2005
29	RAF/02/002	Atlas #: 31600	Transition to the African Union	Jan. 2002	2002 - 2004	\$2,288,489	\$2,213,192	Addis Ababa	Governance	Ongoing	UNOPS	
30	RAF/02/004	Atlas #: 34140	PA Africa 2000	Apr. 2002	Apr. 2002 - Mar. 2003	\$1,871,828	\$1,852,738	Burkina Faso	Others	TBC 2006	UNOPS	
31	RAF/02/006	Atlas #: 40713	Enterprise Africa II	Sep. 2002	Oct. 2002 - Sep. 2005	\$3,170,561	\$3,151,114	Accra	Globalization	TBC 2006	UNOPS	
32	RAF/02/008	Atlas #: 14544	SADC Water	Jul. 2003	Jun. 2003 - May 2006	\$795,343	\$727,296	Gaborone	Others	TBC 2006	UNOPS & SADC	J. Halcro-Johnston, G. Schoeman, E. Manzungu, A. Turton, Sept. 2004
33	RAF/02/009	Atlas #: 14556	Suivi des DSRP	Mar. 2003	Apr. 2003 - June 2006	\$1,191,939	\$687,481	Mali	Globalization	Ongoing	UNDESA	
34	RAF/02/010		Economic Policies for Poverty Reduction Rephased to Project RAF/04/007)			\$280,000	\$107,514	New York	Globalization	Closed	UNDESA NY	
35	RAF/02/011	Atlas #: 40166	Support to Peace Building In Great Lakes	Oct. 2002	Jan. 2003 - Oct. 2006	\$1,357,613	\$1,302,216	Washington DC	Conflict/Peace/Disaster	Ongoing	UNOPS	
36	RAF/02/012	Atlas #: 14550	Gender Mainstreaming		2002 - 2006	\$3,583,547	\$2,394,511	Ethiopia and New York	Gender Mainstreaming	Ongoing	UNOPS	
37	RAF/02/013		Private Sector Development - TICAD (Rephased to Project RAF/02/014)			\$200,000	\$201,203	New York	Globalization	Closed	UNOPS NY	

No.	RAF No.	Atlas No.	Title	Approved	Start/End	Total Budget	Spent	Site	Area	Status	Executing Agent	Evaluation Doc.
38	RAF/02/014	Atlas #:41420	TICAD III			\$2,563,578	\$2,330,866	Accra	Others	Ongoing	UNOPS NY	
39	RAF/02/015	Atlas #: 14551	ECCAS Relaunching sub-regional Cooperation	June 2003	Aug. 2003 - Dec. 2005	\$302,500	\$167,602	Gabon	Others	TBC 2006	ITC	
40	RAF/02/016	Atlas #: 31600	Transition Phase, NLTIPS	Jan. 2003	Jan. 2003 - Dec. 2004	\$1,931,393	\$1,936,247	Cape Town	Governance	TBC 2006	UNOPS	
41	RAF/02/017	Atlas #: 14552	NEPAD	Jan. 2003	Feb. 2003 - Apr. 2004	\$4,384,120	\$4,292,332	Midrand	Governance	Ongoing	UNOPS	L. Da Silva, M. Harris, June 2005
42	RAF/02/018	Atlas #: 14557	Peace and Security Agenda of the AU	May 2003	Jun. 2003 - Dec. 2005	\$9,727,357	\$4,271,790	Addis Ababa	Conflict/Peace/Disaster	Ongoing	UNOPS	S. Ogunbanwo, A. Jalloh, O. Saasa, March 2005
43	RAF/02/020	Atlas #: 14555	Preparation of higher quality NHDRs			\$547,600	\$498,082	New York	Globalization	Ongoing	UNDESA NY	
44	RAF/02/021	Atlas #: 14553	UNHCR/UNDP Joint Programme	Dec. 2002	Jan. - Dec. 2003	\$257,855	\$214,451	Pretoria	Governance	Closed	UNOPS for UNDP and UNOG for OHCHR	Bernards A.N. Mudho, April 2004
45	RAF/03/001		Trade and Investment Promotion (SPPD for Project RAF/04/006)			\$206,000	\$152,517	Geneva	Globalization	Closed	UNCTAD Geneva	
46	RAF/03/003	Atlas #: 14559	AMSCO	May 2003	Jan. 2004 - Dec. 2007	\$500,000	\$9,750	Johannesburg	Globalization	TBC 06	UNOPS	
47	RAF/03/004	Atlas #: 14558	Asia Africa Chamber of Commerce	Mar. 2003	Jul. 2003 - Feb. 2006	\$2,308,200	\$1,895,687	Accra	Globalization	Ongoing	UNOPS	
48	RAF/03/010	Atlas #: 32619	Conflict Management	Jun. 2003	Aug. 2003 - Aug. 2004	\$250,000	\$229,897	New York	Conflict/Peace/Disaster	Closed	UNDESA	
49	RAF/03/012			Nov. 2003	Dec. 2003 - Mar. 2005	not in budget	?	South Africa	HIV/AIDS	?	UNOPS	
50	RAF/03/013	Atlas #: 14560; 46850; 46851; 45159	Multifunctional Platform (Energy Poverty Reduction) Under One Award	Jul. 2003	Aug. 2003 - Jul. 2008	\$7,588,882	\$1,705,584	Dakar	Others	Ongoing	UNOPS	

No.	RAF No.	Atlas No.	Title	Approved	Start/End	Total Budget	Spent	Site	Area	Status	Executing Agent	Evaluation Doc.
51	RAF/03/015	Atlas #: 45889	SACI- RSC	Mar. 2004	Mar. 2004	\$1,870,805	\$1,045,051	Johannesburg	HIV/AIDS	Ongoing	UNDP	
	RAF/03/015	Atlas #: 33338	SACI- UNV Component			\$2,798,009	\$2,120,753	Johannesburg	HIV/AIDS	Ongoing	UNDP DEX	
	RAF/03/015	Atlas #: 33336	SACI- SAF			\$1,105,979	\$798,271		HIV/AIDS	Ongoing	UNV Bonn	
52	RAF/03/017	Atlas #: 14561	Public Sector Ethics	Oct. 2003	Jan. 2004 - Dec. 2004	\$200,000	\$173,315	New York	Governance	TBC 2006	UNDESA	
53	RAF/03/022	Atlas #: 33644	UNV Support to TICAD			\$500,000	\$455,735		Others	Ongoing	UNV Bonn	
54	RAF/04/001	Atlas #: 40719	Africa's Future Leadership	Nov. 2003	Feb. 2004 -2006	\$659,943	\$349,792	Dakar	Others	TBC 2006	UNESCO	
55	RAF/04/002	Atlas #: 34362	Support to UN Regional Strategy for West Africa	Jan. 2004	Mar. 2004 - Dec. 2006	\$1,152,105	\$843,885	Dakar	Conflict/ Peace/ Disaster	Ongoing	UNDP Dakar	
56	RAF/04/003	Atlas #: 41224	Africa Governance Inventory		2004 - 2005	\$245,198	\$242,239	New York	Governance		UNDESA	
57	RAF/04/004	Atlas #: 45180	African Peer Review Mechanism	May 2004	Jun. 2004 - Jan. 2005	\$6,635,632	\$1,272,384	South Africa	Governance	Ongoing	DEX Regional Service Centre Johannesburg	
58	RAF/04/006	Atlas #: 39746	Trade Capacity Development	May 2004	Sep. 2004 - Dec. 2007	\$5,763,989	\$3,634,009	New York	Globalization	Ongoing	UNOPS	Progress Report waiting for Evaluation
59	RAF/04/007	Atlas #: 41550	Economic Policies	Nov. 2004	Aug. 2004 - Dec. 2006	\$1,832,620	\$630,260	New York	Globalization	Ongoing	UNDESA	
60	RAF/04/008	Atlas #: 36056	Africa 2000 Plus	Apr. 2004	Jun. 2004 - Dec. 2006	\$2,038,800	\$1,515,043	Uganda	Governance	Ongoing	UNOPS	
61	RAF/04/009	Atlas #: 40927	Alignment of PRSPs to MDGs	Dec. 2004	Jul. 2004 - ?	\$3,229,750	\$1,919,182	New York	Globalization	Ongoing	UNDP - DEX	
62	RAF/04/010	Atlas #: 41270	Support to Round Table Conferences	Dec. 2004	Nov. 2004 - Dec. 2006	\$299,000	\$131,267	Geneva	Globalization	Ongoing	RBA	
63	RAF/04/011	Atlas #: 41278	African Credit Initiatives			\$240,000	\$240,000	New York	Globalization	TBC 2006	UNPD NY	

No.	RAF No.	Atlas No.	Title	Approved	Start/End	Total Budget	Spent	Site	Area	Status	Executing Agent	Evaluation Doc.
64	RAF/05/002	Atlas #: 41223	Forum Reinventing Government in Africa	Dec. 2003	Jan. 2004 - Dec. 2006	\$100,000	\$93,324	New York	Governance	TBC 2006	UNDESA NY	
65	RAF/05/004	Atlas#45016	Human Rights			\$300,240	\$63,360	New York	HIV/AIDS		UNOPS NY	
66	RAF/05/006	Atlas #: 45702	Assistance to the African Futures Institute	Jun. 2005	Jun. 2005 - Dec. 2006	\$500,000	\$446,295	Ghana	Governance	Ongoing	UNOPS	
67	RAF/05/007	Atlas #: 45878	ECOWAS Small Arms Control Programme	Jun. 2005	Jul. 2006 - Jun. 2009	\$3,096,000	\$250,621	Bamako	Conflict/ Peace/ Disaster	Ongoing	DEX - Mali country office	
68	RAF/05/014	Atlas #: 45806	Bamako Symposium, NDI	Jun. 2005	Jun. - Dec. 2005	\$125,000	\$125,000	Geneva	Governance	TBC 2006	UNDP - DEX	
69	RAF/05/015	Atlas #: 46043	African Governance Institute	Aug. 2005	Aug. 2005 - Jul. 2007	\$1,040,000	\$495,220	New York	Governance	Ongoing	UNOPS	
70	RAF/05/016	Atlas #: 46611	Support to Great Lakes	Aug. 2005	Aug. 2005 - Jan. 2007	\$862,880	\$369,297	Nairobi	Conflict/ Peace/ Disaster	Ongoing	UNOPS	
71	RAF/05/017	Atlas #: 46675	Six Africa Governance Forum		Oct. 2003 - Jul. 2006	\$1,905,000	\$1,357,362	New York	Governance	Ongoing	UNOPS	
72	RAF/05/018	Atlas #: 48299	Support to Regional Partner Initiatives	Jul. 2005	Sep. 2005 - Dec. 2007	\$3,015,360	\$426,089	Addis Ababa	Governance	Ongoing	UNOPS	
73	RAF/05/019	Atlas #: 45180	Capacity Building Gender Development	Jul. 2005	Jul. 2005 - Dec. 2005	\$380,150	\$141,051	New York	Globalization	Ongoing	RBA	
74	RAF/05/020	Atlas #: 48607	Support to Capacity 2015	Dec. 2005	Jan. 2006 - Dec. 2007	\$813,000	\$111,878	Dakar	Globalization	Ongoing	RBA	
75	RAF/05/021	Atlas #: 48551	Assistance to AU	Sep. 2006	Sep. 2006 - Oct. 2007	\$1,956,200	\$0	Addis Ababa	Governance	Ongoing	UNOPS	
76	RAF/05/022	Atlas #: 49486	Global Forum on Reinventing Govt. Trust Fund	Jan. 2006	Jan. 2006 - Aug. 2007	\$250,000	\$0	New York	Governance	Ongoing	UNDESA	
77	RAF/05/023	Atlas #: 50507*	African Millennium Villages (MV1) - HQ			\$1,105,715	\$1,105,715		Globalization	Ongoing	UNDP DEX	
78	RAF/05/024	Atlas #: 50733	Codification of knowledge on Energy Access (TF under one Award)			\$200,000	\$0	Dakar	Others	Ongoing	UNDP Dakar	
	RAF/05/024	Atlas #: 50732	Formulation of MDG-based Energy Investment (TF under one Award)			\$200,000	\$105,499	Dakar	Others	Ongoing	UNDP Dakar	
	RAF/05/024	Atlas #: 50735	Knowledge Management for Energy in Africa (TF under one Award)			\$150,000	\$90,210	Dakar	Others	Ongoing	UNDP Dakar	

No.	RAF No.	Atlas No.	Title	Approved	Start/End	Total Budget	Spent	Site	Area	Status	Executing Agent	Evaluation Doc.
	RAF/05/024	Atlas #: 50734	Energy Access Strategy EAC (TF under one Award)			\$150,000	\$63,240	Dakar	Others	Ongoing	UNDP Dakar	
79	RAF/05/B05	Atlas #: 45274	HIV/AIDS and Development (SIDA TF)			\$1,969,058	\$1,458,245	Nairobi	HIV/AIDS	Ongoing	UNOPS Nairobi	
80	RAF/06/001	Atlas#: 52935 & 53207	HIV/AIDS and Development (under one Award)			\$12,800,000	\$0	Johannesburg	HIV/AIDS	Ongoing	UNDP DEX	

Data Collection Instruments

Introduction: Through the Regional Cooperation Framework, UNDP Africa hopes to help develop: i) coalitions of action among African partners; and ii) partnerships within the United Nations system, and with the private sector in both Africa and developed countries. To do so, UNDP has articulated and planned ‘regional’ programmes and projects that are designed to address issues in four strategic areas. One of these areas is Making Globalization Work for Africa. One of the major initiatives financially supported by the UNDP regional programme under this strategic area is the project ‘Trade Capacity Development for Poverty Reduction and Human Development for sub-Saharan Africa, 2004-2007’. The project, a follow-on to a similar project operated from 1997-2001, addresses five specific service lines or areas of intervention, namely:

1. Capacity development for trade negotiations and support in the articulation and coordination of trade negotiating interests and positions in the context of WTO multilateral trade talks. This service line is implemented, with financial support from the project, by the African Union (AU), the Economic Commission for Africa and the United Nations Conference on Trade and Development.
2. Support to participation by African countries in the ACP-EU negotiations and the Africa Growth and Opportunity Act and assisting in ensuring coherence between regional integration processes and global and bilateral trade negotiations.
3. Capacity building for trade and trade-related investment policy making for an integrated approach to trade, poverty reduction and sustainable human development.
4. Promotion of the participation of civil societies, business persons and organizations and other stakeholders such as parliamentarians in trade and investment policies and strategies.
5. Research and policy development in support of trade expansion and poverty reduction in Africa, including knowledge management and dissemination.

Service line one, which is of most immediate relevance to the respective Representatives to the World Trade Organization, included the following activities and events:

Workshop for AU Regional Economic Communities on the Economic Partnership Agreement negotiations held in Addis Ababa (Ethiopia); 15-17 September 2004.

Four studies prepared by the Economic Commission for Africa, made available. These studies covered the topics ‘Non-Agriculture Market Access – an African Perspective’; ‘Trade Preferences and Africa – the State of Play and the Issues at Stake’; ‘Agricultural Market Access – an African Perspective’; and ‘Background Papers – Can current market access proposals really stop marginalization of Africa in global trade?’

High level brainstorming meeting for African trade negotiators, officials and experts on market access held in Tunis (Tunisia); 22-26 November 2004.

AU-organized workshop for senior trade and customs officials of African countries as well as concerned Regional Economic Communities Secretariat staff held in Addis Ababa (Ethiopia); 4-6 April 2005.

Training session on services for national policy makers and trade negotiators held in Geneva (Switzerland) 25-26 April 2005.

A retreat in Lausanne (Switzerland) for African Ambassadors/negotiators based in Geneva co-organized with AU, UNDP, United Nations Conference on Trade and Development, World Bank, Economic Commission for Africa, and the International Monetary Fund and held from 13-14 May 2005.

Support to the organization of the Third Ordinary Session of the AU Conference of Ministers of Trade held in Cairo (Egypt); 8-9 June 2005. The Conference of Ministers was preceded by a Meeting of Experts, 2-5 June 2005.

Training session for national policy makers and trade negotiators on agriculture and non-agriculture market access held in Nairobi (Kenya) 19 June-1 July 2005.

Training course on Global World Trade Organization Negotiations and Trade Issues, organized in collaboration with the United Nations African Institute for Economic Development and Planning, held in Dakar (Senegal), 1-26 August 2005.

Seminar on 'African Commodities: Problems and Strategic Options' held in Addis Ababa (Ethiopia); 16-18 November 2005.

Extraordinary Session of Ministers of Trade for preparation of World Trade Organization meeting in Hong Kong held in Arusha (Tanzania); 21-24 November 2005.

Support for a meeting between the group of ACP countries and the Group of 90 countries in preparation for the World Trade Organization meeting in Hong Kong, held in Brussels from 28 November to 2 December 2005.

Retreat for African Ambassadors on the issue of the World Trade Organization Aid for Trade initiative, held in Montreux (Switzerland); 7-8 April, 2006.

The evaluators interviewed and had focus group discussions with over 150 people using structured and semi-structured interviews and consultations based on the data collection instruments below.

QUESTIONNAIRE FOR AMBASSADORS (42, RESPONSE RATE 90%)

1. To what extent have you or your staff participated in or benefited from the described project activities.
 - a. Not at all
 - b. Only occasionally
 - c. Frequently/substantially
2. Has the assistance provided enabled you or your staff to be more effective in representing your countries interests in the WTO negotiations?
 - a. Not at all
 - b. Somewhat
 - c. Substantially

3. This project is designed to be a 'regional' project. To what extent has the support provided by the project enabled the formulation and presentation of joint Africa Group WTO positions in Geneva?

- a. The project has had no impact
 - b. The project has had some (limited) impact
 - c. The project has substantively contributed to and supported joint positions
4. How effective have, in your opinion, the institutional and management arrangements put in place by the UNDP been in this project?
- a. Not effective (unsatisfactory)
 - b. Adequate
 - c. Effective
 - d. Very effective (outstanding)
5. Have you, in your experience with the project, discovered any gaps of areas or issues that this project could potentially, but does not currently, cover (particularly in terms of the project's 'regional' mandate and scope)? If so, what recommendations for improvement would you propose for the project to address these perceived shortcomings?

QUESTIONNAIRE FOR UNDP FIELD STAFF (RESPONSE RATE 100%)

GENERAL

1. Does a regional programme add value or would limited funds be better used on programming that is restricted to a single country?
2. Is RCF support aligned with other initiatives and partnerships?
3. Were you able to influence the content and approach adopted by the regional programme? If so, how?
4. Has RCF II for Africa, to your knowledge, benefited from lessons learned from RCF implementation in other regions? If so, how?
5. What lessons learned are there for use within UNDP and in programme countries?

DEVELOPMENT OBJECTIVES/MDG

6. What linkages exist between the four development dimensions and human development issues?
7. Is the balance between advocacy, analytical work and networking right?
8. Are the RCF initiatives in your country meeting intended developmental objectives, including the MDGs? What are the key results?

POLICY ADVOCACY

9. Are there any clear examples of policy advocacy under RCF influencing the nature and content of public or policy debate at the national or regional levels?
10. Has it resulted in changes to any policies at the national and/or regional levels? If so, which ones, and what were the changes?
11. What would have been the effects of the above policy changes at the national level? At the regional level? Can you give examples of policy positions advocated under the RCF being translated into policy or action at the national level?

PROCESSES AND CHANGES IN MODES OF INTERACTION

12. How has the RCF resulted in changes to processes and ways in which institutions and individuals interact?
13. Has the RCF instigated/created new partnerships between institutions at either the national or regional or international levels?
14. Has the RCF and its constituent programmes created or strengthened any permanent or lasting networks?

CAPACITY BUILDING

15. Is RCF meeting its organizational (capacity building) objectives?
16. Has capacity been built in any regional or national institutions as a result of RCF? If so, what capacities have been built and in what institutions?

17. What changes have occurred – in knowledge, attitudes, practise or technologies? How effective and sustainable have they been?

PILOTING OF ACTIVITIES/INNOVATION

18. In your country, what pilot activities/innovations were implemented under the RCF and were they successful? If so, which ones? What were the reasons for success? What were the reasons for failure?
19. What good practices have been developed?
20. If they were successful, were they either replicated or scaled up? If not, why not?

KNOWLEDGE BASE

21. Have the RCF programmes contributed to the knowledge base – have they broadened the use of information or rendered its use more effective?
22. Have the RCF programmes contributed to an improvement in the quality of information available, and if so, what categories of information?
23. Has RCF contributed to establishing UNDP as source of knowledge in the country/region?

OTHER DIMENSIONS

NATIONAL OWNERSHIP

24. Did the individual programmes formulated and implemented under the RCF generate a strong sense of ownership at the national level? If not, why not?
25. Did the RCF as a whole benefit from a strong sense of ownership at the national level? If not, why?
26. How do the results achieved relate to UNDP's specified programme goals and in relation to broader national strategies in the region?
27. Did the RCF help to strategically position UNDP in the region and at the national level in your country?

GENDER

28. How are women involved in the design, management and monitoring of the programme?
29. How many women were direct beneficiaries of each regional programme of the RCF in your country (please provide numbers)?
30. Did the RCF as a whole contribute to the attainment of greater equity? If so, how?

SUSTAINABILITY

31. Is RCF a good use of scarce resources: is it making good use of the resources provided to meet its objectives?
32. How has RCF leveraged its resources and that of others towards achievement of results?
33. Can you expect programme activities to continue upon completion of the UNDP programme under each of the relevant regional programmes?

MONITORING/INFORMATION FOR PROGRAMME MANAGEMENT

34. What is the relevance and quality of SURF support to RCF programmes and projects? What is the value added as well as cost effectiveness of the SURF mechanism in delivering RCF products?
35. How effective are the institutional and management arrangements of the Regional Bureau for Africa (RBA) and the Regional Centre in South Africa for programming, managing, monitoring and evaluating the regional programmes?
36. How effective are the institutional arrangements by Bureau for Development Policy (BDP) for programming, delivery and monitoring of implementation of the RCF at the HQ level, at the sub-regional level (SURFs) and at the country level?
37. How do you monitor financial transactions and progress towards expected results? Who is responsible for progress and financial reporting?
38. What evaluations or assessments of programme implementation have been conducted to date?

QUESTIONNAIRE POUR LE PERSONNEL DU PNUD SUR LE TERRAIN

GÉNÉRAL

1. Est-ce qu'un programme régional ajoute de la valeur ou est-il mieux que les fonds, qui sont limités, soient utilisés pour des programmes qui sont restreints à un seul pays?
2. Est-ce que l'appui consenti dans le cadre du CCR s'aligne avec les autres initiatives et partenariats?
3. Avez-vous été capable d'influer sur le contenu et l'approche adoptés par le programme régional? Si oui, comment?
4. Est-ce que le CCR II pour l'Afrique a bénéficié, selon vous, des enseignements tirés de la mise en œuvre du CCR dans d'autres régions? Si oui, comment?
5. Quelles sont les leçons tirées que l'on peut appliquer au sein du PNUD et dans les pays-programmes?

OBJECTIFS DE DÉVELOPPEMENT\ODM

6. Quels sont les liens qui existent entre les quatre dimensions du développement et les enjeux du développement humain?
7. Est-ce qu'il y a un juste équilibre entre le plaidoyer, le travail analytique et le réseautage?
8. Est-ce que les initiatives du CCR entreprises dans votre pays atteignent les objectifs de développement, y compris les ODM? Quels en sont les résultats clés?

DÉFENSE DES POLITIQUES

9. Y a-t-il des exemples clairs de défense des politiques dans le cadre du CCR qui aurait influé sur la nature et le contenu du débat public ou politique soit au niveau national, soit au niveau régional?
10. Ont-ils donné lieu à des changements de politiques au niveau national ou au niveau régional? Si oui, lesquels et quels en ont été les changements?
11. Quels auraient été les effets des changements politiques susmentionnés au niveau national? Au niveau régional? Pouvez-vous donner des exemples de positions de politiques avancées dans le cadre du CCR qui ont donné lieu à des politiques ou des actions au niveau national?

PROCESSUS ET CHANGEMENTS DE MODES D'INTERACTION

12. Comment est-ce que le CCR a changé les processus et les façons dont les institutions et les individus agissent entre eux?
13. Est-ce que le CCR a lancé/créé de nouveaux partenariats entre des institutions au niveau national ou régional ou même au niveau international?
14. Le CCR et les programmes qui en font partie ont-ils créé ou renforcé des réseaux permanents ou durables?

RENFORCEMENT DES CAPACITÉS

15. Est-ce que le CCR est en train d'atteindre ses objectifs organisationnels (renforcement des capacités)?
16. Est-ce qu'il y a des cas où les institutions nationales ou régionales ont été renforcées grâce au CCR? Si oui, quelles sont les capacités qui ont été renforcées et dans quelles institutions cela s'est passé?
17. Quels sont les changements qui en ont découlé - en matière de connaissances, d'attitudes, de pratiques ou de technologies? Ont-ils été efficaces et durables?

CONDUITE DES ACTIVITÉS/INNOVATION

18. Quelles activités pilotes/innovations ont été mises en œuvre dans votre pays dans le cadre du CCR et ont-elles atteint leurs objectifs?
19. A-t-on lancé de bonnes pratiques?
20. Si elles ont été des réussites, ont-elles été copiées ailleurs ou pris de l'ampleur? Si tel n'a pas été le cas, pourquoi pas?

RÉSERVOIR DE CONNAISSANCES

21. Est-ce que les programmes du CCR ont contribué au réservoir de connaissances- ont-ils amplifié l'utilisation de l'information ou l'ont-ils rendue plus efficace?
22. Est-ce que les programmes du CCR ont contribué à améliorer la qualité de l'information disponible et si oui, quelle catégorie d'information?
23. Est-ce que le CCR a permis au PNUD de devenir une source de connaissances dans la région ou dans le pays?

AUTRES DIMENSIONS

PRISE EN CHARGE PAR LE PAYS

24. Est-ce que les programmes individuels formulés et mis en œuvre dans le cadre du CCR ont engendré un solide sentiment d'appropriation au niveau national? Si tel n'est pas le cas, pourquoi pas?
25. Est-ce que le CCR a profité d'un solide sentiment d'appropriation dans son ensemble au niveau national? Si tel n'est pas le cas, pourquoi pas?
26. Décrivez le lien entre les résultats atteints et les buts spécifiés du programme du PNUD et les stratégies nationales plus élargies de la région.
27. Est-ce que le CCR a permis de positionner le PNUD stratégiquement dans la région et au niveau national de votre pays?

PROBLÉMATIQUE HOMMES-FEMMES

28. Quelle est l'implication des femmes dans la planification, la gestion et le suivi du programme?
29. Combien de femmes ont été des bénéficiaires directs de chaque programme régional du CCRF dans votre pays?(prière fournir des chiffres)
30. Est-ce que le CCR a dans son ensemble contribué à l'atteinte d'une plus grande équité? Si oui, comment?

VIABILITÉ

31. Est-ce que le CCR est une bonne façon d'utiliser les ressources restreintes : utilise-t-il à bon escient les ressources mises à sa disposition pour atteindre ses objectifs?
32. Comment le CCR a-t-il utilisé ses ressources et celles des autres comme levier pour atteindre les résultats?
33. Vous attendez-vous à ce que les activités de programme continuent dans le cadre de chaque programme régional pertinent après que le programme du PNUD ait pris fin?

SUIVI/INFORMATION POUR LA GESTION DU PROGRAMME

34. Quelle est la pertinence et la qualité de l'appui offert par les SURF (centres d'appui infra-régionaux) aux programmes et aux projets du CCR? Quelle est la valeur ajoutée et l'efficacité des coûts du mécanisme SURF dans la prestation des produits dans le cadre du CCR?
35. Quelle est l'efficacité des arrangements institutionnels et administratifs du Bureau régional pour l'Afrique (BRA) et du Centre régional pour l'Afrique australe pour ce qui est de la programmation, de la gestion, du suivi et de l'évaluation des programmes régionaux?
36. Quelle est l'efficacité des arrangements institutionnels du Bureau des politiques de développement (BPD) pour ce qui est de la programmation, de la prestation et du suivi de la mise en œuvre du CCR au niveau du siège central, de la sous-région (SURF) et du pays?
37. Comment assurez-vous le suivi des transactions financières et du progrès réalisé en vue d'atteindre les résultats prévus? Qui est responsable du progrès et de la présentation de rapports financiers?
38. Quelles évaluations de la mise en œuvre de programmes ont été menées jusqu'ici?

Annex F

Evaluation Mission Itinerary

TRAVEL ITINERARY FOR BJORN JOHANSSON

Brussels – 1 day

London – 1 day

Geneva – 3 days

Johannesburg – 6 days

Swaziland – 3 days

Botswana – 2 days

New York – 3 days

TRAVEL ITINERARY FOR PAMELA BRANCH

Entebbe – 2 days

Nairobi – 3 days

Addis Ababa – 8 days

New York – 2 days

TRAVEL ITINERARY FOR RICHARD BEATTIE

Mali – 3 days

Senegal – 4 days

Geneva – 2 days

New York – 3 days

Sample Performance Measurement Framework

Result Statement	Indicators	Baseline Prior to Strategic Plan	Target this fiscal year	Strategic Plan target	Status end of fiscal year 05/06	Data Source	When/ Who
1. A sustainable and functioning network of training institutions in Eastern and Southern Africa (ESA).	1.1. Number of Member Institutions (MIs) in number of countries contributing their own resources towards growth and strengthening of the network.	22 MIs	2 new MIs	30 MIs	24 MIs forming the Network	Register of MIs	Annual, Network Development Manager (NDM)
		8 participating countries (Kenya, Uganda, Tanzania, Zambia, Zimbabwe, South Africa, Malawi and Swaziland).	2 new countries	13 ESA countries	9 participating countries (addition of Botswana).	Annual report	Annual, NDM
		50% of MIs paid membership fees in 2004.	90% of MIs to pay membership fees.	100% payment of membership fees.	79% of alumni have paid membership fees.	Financial records	
		Technical expertise of MIs used in 3 course development areas (gender, programme management & administration and Prevention of Mother to Child Transmission (of HIV/AIDS) (PMTCT).	Increase utilization of technical expertise of MIs.	100% of MIs providing technical expertise.	Technical expertise of MIs used in International Conference on HIV/AIDS in Africa (ICASA) skills-building workshop.	Annual report	Annual, Financial Accountant (FA)
		82% MIs participate at General Council (GC) and other Network meetings.	100% participation at GC meeting.	100% participation at GC meeting.		GC Minutes	Annual, Training Department Manager (TDM), NDM
		98% participation at Board Meetings.	100% participation at Board meetings.	100% participation at Board meetings.	GC Meeting planned for June 2006. 86% participation at the Directors Forum.	Board Minutes	
					100% participation by MIs at Board meetings.		Annual, NDM
							Annual, NDM

Result Statement	Indicators	Baseline Prior to Strategic Plan	Target this fiscal year	Strategic Plan target	Status end of fiscal year 05/06	Data Source	When/ Who
1. A sustainable and functioning network of training institutions in Eastern and SouthernF Africa (ESA).	1.2. Adequate financial and human resources mobilized and efficiently managed to support programmes.	Budget US\$ 1.253.438. Annual deficit of US\$ 1.556.914.	50% improvement over baseline. –	To raise US\$ 10.853 over the years of the Strategic Plan.	Budget for FY 2005/2006 is US\$ 1.714.765. Deficit US\$ 1.095.587	Financial records	Annual, FA
		Audit report notes weakness in complying with internal control policies and structures.	100% compliance with internal control policies and structures.	To conduct annual audits by an external firm on time.	Annual Audit planned for April May 2006.	Audit reports	Annual, Executive Director (ED)
		13 staff members employed at Secretariat. Position of Monitoring & Evaluation (M&E) officer identified.	To maintain levels of staff and utilize external technical assistance (TA) for supplementation.	To employ 2 programme assistants and an M&E officer.	12 staff employed at the Secretariat. 2 vacant positions exist (M&E officer and IC manager).	Human Resource (HR) records	Annual, ED
		Mainstreaming gender into its management structure and programming (2:1 ratio of male to female employees; 3 females in management team). Management manual addresses gender issues related to reproductive health, equity and equality.	To address gender imbalances through affirmative action. To access TA in areas of M&E and alumni follow-up.	To achieve acceptable gender equality and equity in programming and structure. TA to be acquired on an as needed basis.	Ratio of male to female employees 2:1. Ratio of male to female management team members 1:1. TA used in M&E and alumni follow-up.	HR records Register of consultants	Annual, ED Annual, all departmental heads.

Result Statement	Indicators	Baseline Prior to Strategic Plan	Target this fiscal year	Strategic Plan target	Status end of fiscal year 05/06	Data Source	When/ Who
2. Quality training and capacity development programmes that respond to the STI/HIV/AIDS training needs in ESA.	2.1. New courses and methodologies implemented to respond to identified needs and gaps.	<p>Training needs assessment finalized to identify priority training needs.</p> <p>Facilitator support programme and mobile team training concept implemented in 2 course areas (counselling and community care of HIV/AIDS).</p> <p>Mobile training team concept piloted in counselling course.</p>	<p>To develop and deliver courses in laboratory management training, clinical ART course, upgrade the VCT management courses and address the needs of marginalized groups.</p> <p>To review and implement the GASD toolkit.</p> <p>To expand the Facilitator Support programme to at least 2 course areas.</p> <p>Mobile training team to be expanded to other countries.</p>	<p>New training courses developed in 5 areas for the period of the strategic plan.</p> <p>At least 3 new methodologies to be implemented in training.</p> <p>To respond to requests for Facilitator Support.</p> <p>To respond to country requests for training using the mobile training team approach.</p> <p>Initiate at least 1 distance learning training after the feasibility study.</p>	<p>Proposals received from TASO on laboratory management and XXXX on clinical management of ART. Courses to run in FY 2006/2007.</p> <p>Strategy for working with marginalized groups developed and approved.</p> <p>GASD toolkit to be piloted in 30% of courses.</p> <p>Facilitator support programme to be expanded to ART, clinical management and VCT course areas.</p> <p>Mobile training team planned for Lesotho and 3 other countries.</p> <p>Feasibility study on distance learning planned with the University of Manitoba</p>	Programme reports	Annual, TM

Result Statement	Indicators	Baseline Prior to Strategic Plan	Target this fiscal year	Strategic Plan target	Status end of fiscal year 05/06	Data Source	When/ Who
2. Quality training and capacity development programmes that respond to the STI/HIV/AIDS training needs in ESA.	2.2. MI courses improved as a result of capacity development initiatives.	Cumulatively support 180 (74 male, 106 female) MI trainers and managers for in-service training. 54 (19 male, 35 female) trainers and managers trained in FY 2003/2004. Curriculum development and review activities of MIs supported in counselor training and community care.	6% increase in number of MI trainers. Joint development of curriculum to be implemented in 3 other course areas.	30% increase by 31 March 2008. Curriculum developed and supported in 30% of the training courses.	26 MI trainers & managers (13 male, 17 female) trained – an 11% increase from baseline. Joint curriculum being developed in ART, laboratory management and VCT course areas.	Training reports	Annual, TM
	2.3. Target groups reached through programme activities continuously expanding.	Running 27 courses, 8 of which were new courses delivered in FY 2003/2004. 2,388 (1046 male, 1342 female) students trained since 1997. 529 (230 male, 299 female) trained during FY 2003/2004. No tools exist for capturing data on marginalized groups trained.	30 training courses 25% increase over baseline. To review and develop required tools.	150 courses delivered by 31 March 2008. 25% annual increase. To reach marginalized populations with training.	32 courses run by end of March 2006. By December 2005, 2886 (1266 male, 1625 female) students trained – 21% increase over baseline. Tools to be developed to capture specific information for alumni reached who are from marginalized populations.	Alumni database Alumni database Approved course M&E tools, course reports.	Annual, TM Annual, TM Annual, TM

Result Statement	Indicators	Baseline Prior to Strategic Plan	Target this fiscal year	Strategic Plan target	Status end of fiscal year 05/06	Data Source	When/ Who
2. Quality training and capacity development programmes that respond to the STI/HIV/AIDS training needs in ESA.	2.4. Alumni incorporate new skills into their work plans.	<p>In pilot alumni study of 2000 (190 respondents), 62% reported transferability of skills to their work situation.</p> <p>62.3% of alumni reported that the courses were relevant and skills acquired were transferable.</p> <p>81% of alumni reported that the training received was applicable.</p> <p>88% of alumni supervisors reported improved services to clients.</p> <p>Alumni reporting new initiatives:</p> <ul style="list-style-type: none"> - 44.6% initiated training programmes - 14.9% initiated better fund utilization - 50% initiated counseling - 39% initiated home-based care. 	Carry out second alumni study.	To carry out alumni follow-up every two years.	<p>Second alumni study completed with 49% coverage.</p> <p>90% of alumni reported that the courses were relevant.</p> <p>90% of alumni reported that the training received was applicable.</p> <p>99% of alumni supervisors reported improved programming.</p> <p>52% of alumni reported changes in ways of programming and working as a result of attending courses.</p>	Alumni study reports	Every two years, TM

Result Statement	Indicators	Baseline Prior to Strategic Plan	Target this fiscal year	Strategic Plan target	Status end of fiscal year 05/06	Data Source	When/ Who
3. Provide an effective source of information on quality STD/HIV/AIDS training and capacity delivery in ESA.	3.1. Respond to increased demand for information and services.	<p>Average of 75 users per month.</p> <p>Newsletter mailed out to 2000 individuals every quarter.</p> <p>No baseline data on contribution feedback from users.</p> <p>Information and Communication Technology (ICT) staff trained in database management and Resource Centre (RC) management. First ICT workshop for MIs held.</p>	<p>6% increase over baseline</p> <p>20% increase by December 2006.</p> <p>To develop a system for tracking user contributions and feedback.</p> <p>To initiate a capacity development programme for ICT staff members and MI ICT staff.</p>	<p>30% increase by 31 March 2008. To provide information in a digitalized format.</p> <p>20% annual increase in Newsletter circulation.</p> <p>To develop a functional and effective monitoring system for ICT.</p> <p>To develop the capacity of MIs in ICT.</p>	<p>Average of 67 users per month. 11% decline due to relocation of office. Digitalization of RC approved and on-going.</p> <p>23% increase in circulation of Newsletter. 2,468 individuals and institutions receiving the Newsletter.</p> <p>ICT M&E needs identified and consultant to be hired to assist in developing a system and tools.</p> <p>Second ICT workshop held and a course proposed for ICT. Board approves Capacity Development for MI ICT capacities. 2 staff exchange programmes held.</p>	<p>RC user data</p> <p>Newsletter mailing list</p> <p>ICT M&E tools</p> <p>ICT programme reports</p>	<p>Annual, Information Technology Communications Manager (ICM)</p> <p>Annual, ICM</p> <p>Annual, ICM</p> <p>Annual, ICM</p>

Result Statement	Indicators	Baseline Prior to Strategic Plan	Target this fiscal year	Strategic Plan target	Status end of fiscal year 05/06	Data Source	When/ Who	
3. Provide an effective source of information on quality STD/HIV/AIDS training and capacity delivery in ESA.	3.2. Increased utilization and dissemination of information by MIs.	70% of MIs receiving bulk copies of the Newsletter for further distribution to their networks.	Increase in number of MIs receiving the Newsletter for further distributions to MIs.	To improve internal and external dissemination of information through electronic media.	All MIs (100%) receiving bulk copies of the Newsletter for onward dissemination.	Newsletter mailing records	Annual, ICM	
		82% of MIs attended the first ICT workshop.	100% MIs to participate at second ICT workshop.	To improve data management and web-based communication.	63% of MIs attend the second ICT workshop.	Workshop report	Annual, ICM	
		82% of MIs participating in information networks.	Revitalize the website and use it as a tool for communication between RC and MIs.	Increase information networks between and among MIs.	New and interactive website under development.	Website and usage data, RC records	Annual, ICM	
		Poor electronic use of the RC by MIs.	Increase in electronic dissemination of information through the RC.	To strengthen communication infrastructure.	Electronic use of the RC by MIs account for 14% of total usage.	RC utilization records	Annual, ICM	
		Poor monitoring of ICT activities.	To develop M&E tools for more effective monitoring of ICT activities.	To strengthen monitoring of ICT activities by developing appropriate tools.	Needs for ICT M&E identified and tools to be developed using TA.	ICT needs assessment and action plan	Annual, ICM	
		No record of MIs with web linkages on their website.	Increase the number of MIs with links to website.	To utilize all MI websites as a marketing tool.	13% of MIs have links on their websites. All MIs have information on their respective courses on their websites.	MI websites	Annual, ICM	

Result Statement	Indicators	Baseline Prior to Strategic Plan	Target this fiscal year	Strategic Plan target	Status end of fiscal year 05/06	Data Source	When/ Who
3. Provide an effective source of information on quality STD/HIV/AIDS training and capacity delivery in ESA.	3.3. Information on training and CD easily available and accessible to MIs, alumni, collaborating agencies and affiliated institutions.	RC providing information to physical visitors to RC. No electronic version of the Newsletter produced.	To digitalize the RC and increasingly produce information on CD and in electronic format. To produce an electronic version of the Newsletter.	To increase the dissemination of information to MIs.	Board approves the digitalization process of the RC. RC has started receiving requests from MIs. Electronic Newsletter mailed out to MIs with access to electronic mail.	Board Minutes, ICT programme reports RC records	Annual, ICM Annual, ICM
4. Regional economic communities and national policies for HIV/AIDS have capacity building and human resource components.	4.1. Increased budgetary allocations for training and other capacity development by Regional Economic Communities and national AIDS authorities.	No data on number of countries allocating funds for capacity development and training in their national HIV/AIDS budgets. Trends analysis in national budgeting not yet undertaken.	To establish baseline on number of MIs linking with national AIDS authorities. To work through MIs and establish trends in funding for national level HIV/AIDS training and capacity development.	To develop and implement an advocacy strategy with the specific goal of influencing the amounts allocated for HIV/AIDS training and capacity development activities.	Tender notice to recruit a consultant developed and mailed to potential individuals. Trend analysis of budgeting towards training and capacity development not available at the Secretariat.	National budgets in the countries with MIs. National HIV/AIDS budgets in countries with MIs.	Annual, NDM Annual, NDM

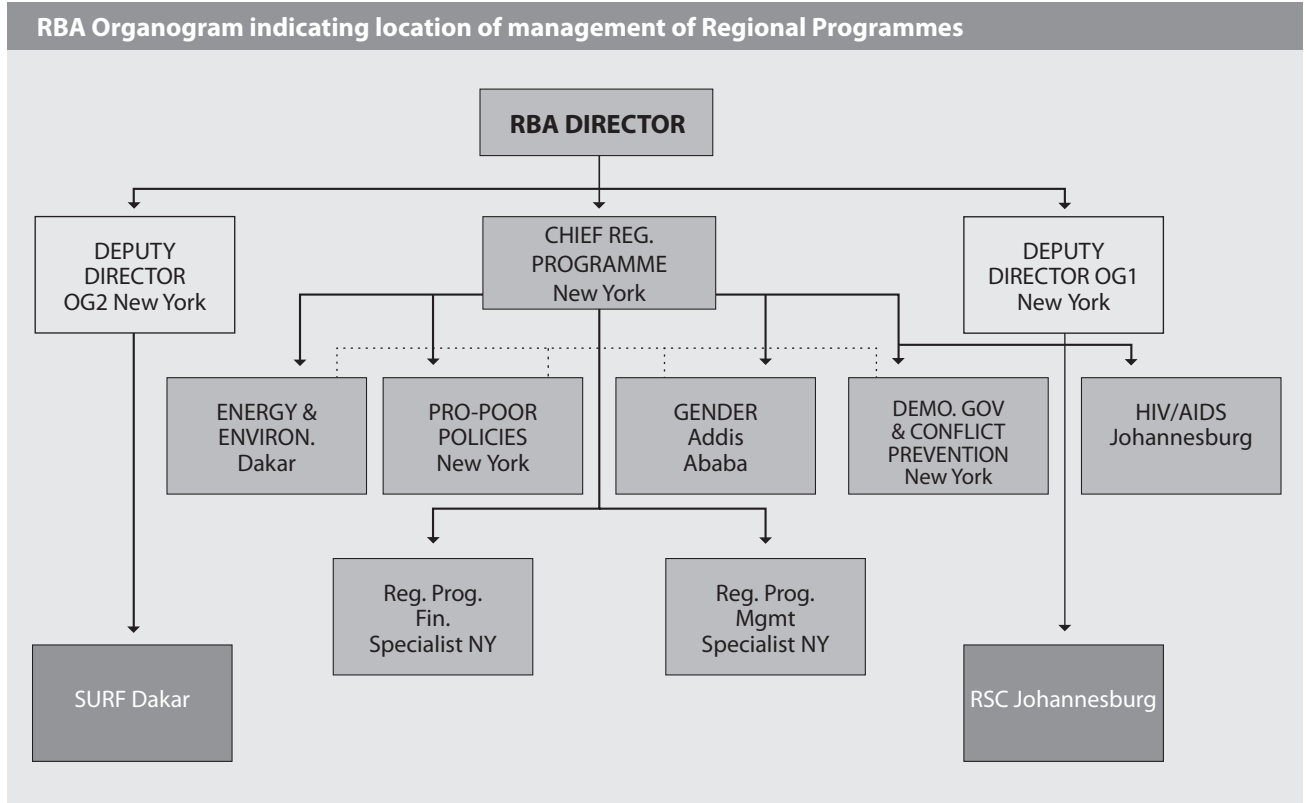
Result Statement	Indicators	Baseline Prior to Strategic Plan	Target this fiscal year	Strategic Plan target	Status end of fiscal year 05/06	Data Source	When/ Who
4. Regional economic communities and national policies for HIV/AIDS have capacity building and human resource components.	4.2. MIs making substantive contributions to the formulation of policies by regularly participating in HIV/AIDS coordinating forums.	No data on linkages between MIs and their national HIV/AIDS authorities. No data on linkages between MIs and regional and other international bodies.	50% of MIs linking with their national HIV/AIDS bodies. 50% of MIs linking with regional and international bodies.	90% of MIs collaborating with their national HIV/AIDS bodies. 90% of MIs collaborating with regional and international HIV/AIDS bodies.	14 (58%) MIs report linkages with their national AIDS authorities. 12 (50%) of MIs report linkages.	Annual satisfaction and status survey of MIs.	Annual, NDM
	4.3. Enter into new collaborations with other regional bodies and networks.	Ad-hoc linkages exist with Southern African HIV/AIDS Information Dissemination Service, Southern African AIDS Training Programme, Southern African Network of AIDS Service Organizations, African Council of AIDS Service Organizations and Network of African People Living with HIV/AIDS.	To establish formal and clear linkages with regional bodies. To facilitate regional collaborations among regional bodies and networks.	To influence policies of regional bodies in favour of capacity development and training. To establish linkages with COMESA, Great Lakes Initiative on AIDS, East African Community, SADC and other inter-governmental organizations.	Participate in the Regional Advisory Group of the Regional Programme of the International Health Alliance. Planning a meeting for regional bodies and networks to discuss sustainable approaches to regional programming.	Annual, Memoranda of Understanding with regional bodies. Networking programme reports.	Annual, NDM Annual, NDM

Result Statement	Indicators	Baseline Prior to Strategic Plan	Target this fiscal year	Strategic Plan target	Status end of fiscal year 05/06	Data Source	When/ Who
5. Respond to findings from monitoring, programme reviews and evaluations.	5.1. A robust and functioning M&E system in place.	An ad-hoc M&E system exists. No M&E strategy in place. Quarterly programmatic reviews undertaken and progress reported to the Board.	To develop an M&E strategy and agree on a joint framework for reporting to the Board and donors. To update the Performance Measurement Framework (PMF) on a quarterly basis and report progress to the Board. To undertake an annual programme review and document in the annual report. To carry out the second alumni study. To undertake a joint Board and donor evaluation of programmes.	To develop and operationalize M&E strategy To establish quality M&E support to programme thematic areas. To develop a comprehensive plan for monitoring of training courses. To undertake effective monitoring of the strategic plan.	M&E strategy prepared and approved by the Board in February 2006. Reports provided to the Board on a quarterly basis based on the PMF. PMF revised and agreed upon by donors. Annual programme review to inform 2005/2006 annual report. Alumni follow-up study completed and results informing programmes. Joint donor and Board evaluation completed and disseminated to partners. Action plan developed. Progress reports provided to Board based on action plan.	Approved M&E strategy. Agreed revised PMF. Annual report Alumni study report and action plan. Mid-term evaluation report and progress reports on implementation of the action plan.	Annual, M&E officer Annual, M&E officer Annual, ED Annual, TM Annual, ED

Result Statement	Indicators	Baseline Prior to Strategic Plan	Target this fiscal year	Strategic Plan target	Status end of fiscal year 05/06	Data Source	When/ Who
5. Respond to findings from monitoring, programme reviews and evaluations.	5.2. Formulation and follow-up of action points to the findings of programme monitoring, reviews and evaluations.	Action points developed on a quarterly basis for reporting to the Board on their resolutions.	To implement action points arising from the joint donor & Board evaluation. To develop and implement action points arising from quarterly programmatic reviews.	To effectively monitor the implementation of the strategic plan. To undertake quarterly programmatic reviews and prepare presentations to the Board.	99% (67 out of 68) recommendations from the joint donor and Board evaluation are under implementation. Quarterly programmatic reviews carried out and presented to the Board. Action points on Board resolutions followed up.	Report to the Board (January 2006) on recommendations and their implementation status. Report of Board resolutions and their implementation status.	Annual, ED Annual, ED
	5.3. All MIs effectively managing own monitoring systems for follow-up of alumni.	No baseline data available on MI M&E activities.	To carry out alumni follow-up and utilize skills of MIs in follow-up.	To develop the capacity of MIs for alumni follow-up.	6 MIs trained and utilized for alumni follow-up. Develop course on M&E through an expert Committee to be held in July 2006.	Training records Alumni follow-up study action plan Expert Committee meeting report	Annual, TM and M&E officer

Source: Project Services International developed with and for the Regional AIDS Training Network

Organization Chart of RBA/SRIU



Source: Regional Bureau of Africa