

Independent External Evaluation of the Joint
Financing Arrangement II (JFA-II) Support
of Pooled Fund Partners to the 2010-2012
ECA Business Plan

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The Evaluation Team

Contents

Executive Summary	VI
Chapter 1: Background	1
Chapter 2: Evaluation Analytical Framework and Methods	3
2.1 Objectives of the Evaluation	3
2.2 The Scope	3
2.3 Analytical Framework and Evaluation Criteria	3
2.4 Evaluation Design: Sampling of Countries and Sub-programmes	7
2.5 Sources and Types of Data	9
2.6. Data analysis and Triangulation	10
2.7 Limitations of Evaluation	11
Chapter 3: Evaluation Findings and Analysis	13
3.1 Macroeconomic Analysis, Finance and Economic Development and NEPAD	14
3.2 Regional Integration, Trade and Infrastructure	20
3.3 Sub-programme on Promoting Good Governance and Public Administration	27
3.4 Sub-programme on Gender Equality and Social Development	34
3.5 Evaluation of the JFA Partnership	41
Chapter 4: General Conclusions, Lessons Learnt and Recommendations	47
4.1 Conclusions	47
4.2 Lessons Learnt	50
4.3 Recommendations	50
Bibliography	52
ANNEX I: Terms of Reference	55
Annex II: Analytical Framework	59

Annex III: Schedule of Activities	64
Annex IV: PROTOCOL 1 - SAMPLING GUIDE	65
Annex V: PROTOCOL 2 IN-DEPTH DISCUSSION GUIDE.....	66
ANNEX VI: PROTOCOL 3 TO BE ANSWERED BY GENERAL STAKEHOLDERS TO THE PROGRAMME.....	80
ANNEX VII: PROTOCOL 4 DISSEMINATION OF ECA FLAGSHIP PUBLICATIONS AND OTHER IMPORTANT DOCUMENTS	86
ANNEX VIII: PROTOCOL 5 A GUIDE OF FOCUS GROUP DISCUSSIONS WITH ECA SUB- PROGRAMME BENEFICIARIES	90
ANNEX IX: PROTOCOL 6 FOR JFA DEVELOPMENT PARTNERS	91
ANNEX X: PROTOCOL 7 PARTNERSHIP AND TECHNICAL COOPERATION OFFICE (PATCO)	95
ANNEX XI: Availability of Minimum Expected ECA Flagship Publications in Higher Education Institution Libraries.....	97
ANNEX XII: Availability of Minimum Expected ECA Flagship Publications in Non-Higher Education Libraries	99
ANNEX XIII: Availability of Minimum Expected ECA Flagship Publications in the Hands of Other Individual Officials & Experts (9 Respondents).....	101
ANNEX XIV: List of people contacted during the field trip.....	103

Tables

Table 1: Volume of JFA Investment by Thematic Area (US \$ million)	2
Table 2: DAC Criteria and Key Evaluation Questions	6
Table 3: List of selected countries by selection criteria	8
Table 4: Types of Tools by Respondents	9
Table 5: Sources of Data and Information by Thematic Areas.....	10
Table 6: Views of Respondents from Countries visited, RECs and SROs on Evaluation Questions	13
Table 7: Availability of ARIA III, IV and V	25
Table 8: Summary of Sub-programme’s Performance 2010 -2012 –Log Frames I & II	30
Table 9: Summary of Field Results Related to GPAD Interventions	31
Table 10: Summary of Sub-programme’s Performance 2010 -2012 –Log Frames I & II	36
Table 11: Income and Expenditure Report – JFA Funding as at 31st August 2012 (in US \$ millions)	42

Executive Summary

This Report presents the findings and recommendations of the independent external evaluation of the Joint Financing Arrangement (JFA II) Pool Fund Partners support to ECA Business Plan 2010-2012. The Business Plan was grafted in the context of ECA's decision to strategically align its programme with the African Union Vision which seeks to realize the two pillars of (i) promoting regional integration and NEPAD and (ii) supporting Africa to meet its special needs including sustained development and the MDGs. The partners in the JFA mechanism are Denmark, Norway, Sweden and UK who among them contributed US \$46.21 million (50.8%) of the total extra-budgetary requirements of the Business Plan.

The Business Plan 2010-2012 comprised of seven strategic sub-programmes: i) Macro-economic Analysis, Finance and Economic Development (ii) Regional Integration, Infrastructure and Trade, (iii) Governance and Public Administration (iv) Gender Equality and Social Development and (v) Food Security and Sustainable Development, (vi) Information, Science and Technology for Development (vii) Statistics and Statistical Development for Africa. The first four sub-programmes were selected as a sample for evaluation on the basis of the amount of JFA funds invested in their activities and their strategic capability to influence the African development agenda.

The two objectives of the external evaluation were: a) To assess the impacts of ECA's sub-programme interventions in strengthening/enhancing capacities of Member States (MS), Regional Economic Communities (RECs) and the African Union and its Secretariat (Commission) and b) to assess the extent to which the successful results/impacts of ECA's sub-programmes can be attributed to the Joint Financing Arrangement (JFA) mechanism. The scope was the evaluation of the four sub-programmes of the seven in the Business Plan (see TORs). The evaluation was done in accordance with provision of the MOU of the Second Joint Financial Arrangement (JFA) and its findings are intended to help ECA and its JFA partners improve both their working mechanisms and programme results.

The evaluation used a combination of the analytical framework that focused on context, inputs, outputs, outcomes/impacts and sustainability (theory of change) of the sub-programmes and OECD-DAC and UN Evaluation Group's five point criteria to assess the relevance, effectiveness, efficiency, impact and sustainability of the sub-programmes selected for closer evaluation. Key methods and tools used to collect data were desk review and fieldwork. Several data collection tools used included questionnaires, interviews, focus group discussions and direct observation. The qualitative and quantitative data were collated, triangulated and analyzed using the evaluation criteria.

The findings of the sub-programmes and the JFA II mechanism evaluation verified that the interventions in all the four sub-programmes and in ECA's Business Plan as a whole were contextually appropriate and strategically sound. The respondents in the sample countries - Botswana, Ethiopia, Gabon, Morocco, Rwanda and Senegal as well as officials and experts in the regional economic communities (RECs) of ECCAs, ECOWAS, SADC and UMA generally expressed the positive contribution of ECA's sub-programmes to their development work. The resources invested from JFA II were mainly in the form of technical assistance with limited financial support and the process was mainly knowledge generation and sharing. The process included training workshops, seminars,

dialogues and consensus building forums, research and advocacy platforms and above all production of flagship publications. The evaluation found that projects such as APRM, AGR, ARIA, AGDI, and ERA although varied in extent they involved non-state stakeholders. Discussions in SROs, MS and RECs revealed that both the processes (activities) and outputs of the programme contributed highly to awareness and knowledge in various areas like social policy, economic policy management, regional integration, market analysis and modeling, trade policy, gender main-streaming, election process, democratic values and others.

Besides the acquired knowledge, specialized skills like negotiations in international trade, dispute settlement procedures, and international contractual arrangements were applied and helped build capacity of RECs and MS. The impact of the programme was widely reported by the key respondents in the field and the review of literature and various reports of meetings and workshops confirmed their value addition. Elections, political dialogues, free trade areas, relatively better intra-Africa free movement of goods and people with countries opening regional integration offices are steadily becoming common. RECs are also gradually gaining development momentum with steps of merger among some of them. Officials in many of these institutions have reflected on the importance of the contribution of the XB in general and JFA in particular. The JFA programme, in terms of its accomplishments and features, including mechanism of funding and modality of operation, was found to be relatively efficient, flexible and generally a sound and useful arrangement. As a working mechanism JFA has helped to substantially augment the XB part of the ECA resources and has set an example of a relatively efficient platform that others are beginning to emulate.

A number of challenges relating to both the programme and the JFA mechanism have been identified. Among them was that there was a weak link between the Plan's objectives, strategies, indicators of sub-programmes to intended results, some multi-year programmes (MYPs) between ECA and individual RECs were found out of date. Also found were the limited efficacy of SROs in supporting MS and RECs, limited consistency between priorities in the Business and those set by the funding partners. The other challenge was the difficulty for all partners in the JFA Agreement to break away from the project culture to programme approach. Another major challenge is the current ineffective system of the distribution of ECA's flagship knowledge products to the target groups.

The evaluation has also identified a number of lessons learnt ranging from programme implementation to the types of interventions and effective implementation of policy oriented knowledge products to strengthen capacities of the target groups. The first is that the JFA mechanism provides an effective model for programme implementation with medium term provision of resources used with some flexibility and joint monitoring of programme implementation by the joint partners including ECA. The second lesson is that ECA's knowledge products uniquely provide two very important impacts relevant to Africa's development. One set of knowledge products such as AGR, APRM and AGDI generate multi-stakeholders country-driven processes and products which help build capacities and expand good governance, gender equality, equity and democratic space in African countries. The second set of knowledge products such as flagship reports – ERA, ARIA are directly and immediately impacting on policy at the highest levels of Ministers' Council and African Heads of State and Government Summits and at the same time as they generate visionary ideas that are stimulating debates on policy options for governments in the Continent. The other lesson on capacity strengthening comes from the IDEP's tailor-made flexible policy training short term and long term courses targeting policy makers and using ECA major publications as part of training material.

Finally, the evaluation team has made the following recommendations for further improvement of the programme and the efficiency and effectiveness of JFA mechanism and capacity building at RECs and AUC.

- *Knowledge products and Tools as ECA niche* – the production of well researched and policy oriented knowledge products and tools have given ECA an edge over many development partners. Given their stronger potential to directly improve on capacity strengthening of member States, RECs and AUC, it is recommended these are maintained and continuously improved.
- *Process-oriented knowledge products and tools* which involve not only high level decision makers but engage a cross-section of citizen stakeholders in producing consensus-based products must be prioritized as they enhance capacity, increase ownership, create collective learning and produce tangible country specific tools for reforms at member State level. Similarly, flagship products with high impact on policy and generating visionary ideas on policy options must continue to be supported.
- *New strategies for outreach and dissemination of ECA's knowledge products and tools* are needed. Stronger marketing through radio, television, print media and social media networks would go a long way in bringing ECA's work to the Continent's general population.
- *Capacity Building Strategy of RECs and AUC* should be intensified and broadened to deliberately include secondments, attachments, short-term training and institutional building within the operations of recipient partners.
- *The JFA mechanism applied within the context of defined priorities of ECA has served a useful purpose* in programme delivery effectiveness, efficiency and contribution to impact and it should be improved along the lines of budget support and broader flexibility limits defined by the joint partners. As an additional stakeholder relations management partners should consider holding more regular Technical Working Group meetings to address and resolve financial and other procedural issues. These meetings will also ensure that more discussions at mid-year and end-of-year meeting focus more on programme implementation and impact issues.
- *Extra-Budgetary (XB) support* remains a critical aspect of overall ECA's resources and will be indispensable for the next Business Plan. It is recommended that funding partners re-commit to support – Business Plan 2013 -2015 within the context of JFA mechanism.
- *ECA must consistently address issues of role clarity, capacity, resourcing and coordination of SROs* and their alignment with divisional work in order to improve synergies and effective and efficient service delivery to stakeholders in the field.
- *ECA must consider broadening its activities in the social agenda* so that it can more appropriately support relevant AUC's programmes and also ensure that regional integration addresses human resource development and higher education development and co-operation particularly critical for the continent's young population.
- *ECA has rich network of experts from across-member States and different professional disciplines.* Strategies must be found to use these networks more effectively at sub-regional levels as technical

resources and possible forums for launching and advocating ECA's knowledge products. The networks are both individual and institutions and both should have a role to play.

This evaluation report is organized in four main chapters:

Chapter 1 gives the context in terms of AUC and ECA partnership which is the basis of the Business Plan programme comprising of sub-programmes in which the magnitude of the JFA financial contribution is given.

Chapter 2 describes the methodology, the evaluation design in terms of analytical frame and evaluation criteria, sampling of the sources and the techniques for data collection applied to respondents in Addis Ababa (location of ECA Headquarters and the JFA partners' Offices) and field work. Chapter 3 presents the main body of the evaluation; the evaluation findings and analysis in the four sub-programmes and the JFA partnership.

Chapter 4 is the conclusion, recommendations and lessons learnt.

Chapter 1: Background

The United Nations Economic Commission for Africa (UNECA) has framed its work programme primarily to support the African development agenda as defined in the African Union (AU) Vision. Specifically, UNECA seeks to assist the African Union Commission's (AUC) capacity building programme in collaboration with other UN agencies. The African Union Commission defines its vision as to "...create an integrated prosperous and peaceful Africa, driven by its own citizens and representing a dynamic force in the global arena."- (TYCBAU 2012:5) The AUC's work programme addresses the Continent's challenges relating to peace and security; political affairs, trade and industry; infrastructure and energy; social affairs; agriculture, rural development, environment and natural resources; human resources, science and technology; and economic affairs. Consistent with AUC's work programme, ECA has focused its programmes to strengthening technical capacities of African member States, the eight regional economic communities (RECs) and AU itself. Within member States, ECA's interventions are predominantly targeted at influencing policy change at government level with only limited direct technical support to non-State actors. ECA's sub-programmes are based on knowledge generation (research products) the results of which are then shared in the different formats of technical reports, policy briefs, technical advice, training manuals and materials for use in long term training institutions and/or in the form of training workshops to local and regional stakeholders as appropriate.

ECA's 2010 – 2012 Business Plan focuses on delivering its assistance to the member States, regional economic communities and AU through seven thematic areas/sub-programmes being 1) Macroeconomic Analysis, Finance, Economic Development and NEPAD, 2) Food Security and Sustainable Development, 3) Good Governance and Public Administration, 4) Information, Science and Technology for Development, 5) Trade, Economic Cooperation and Regional Integration, 6) Gender Equality, Women Advancement and Social Development and 7) Statistics and Statistical Development (ECA Business Plan, 2010). These sub-programmes individually and in some cases jointly produce a variety of technical reports, working mechanisms and frameworks, tools and methods, which are used as knowledge products to support the key target groups – member States, RECs and AUC/AU to realize national, sub-regional and Africa's development goals. At sub-regional level, ECA has five Sub-region Offices (SROs) which are used to support target groups and partners. The operational modalities include partnerships with different development partners but more consciously, the wider UN system under a "One UN" strategy.

ECA funds its operations through two budgetary sources – the regular budget (RB) and the Extra-Budgetary (XB) support. The latter comes almost exclusively from development partners. Since 2006, ECA's XB funding requirement has increased in relation to the RB which has been put at zero growth, from US \$13.68 million in 2008 to \$22.04 million in 2010 and \$109.9 million in 2012 (ECA Business Plan 2010-2012: pp.62-63). The XB now constitutes around 36.3% of the total ECA's budget for the Business Plan 2010 – 2012. In 2007, ECA entered into an agreement with a group of development partners to fund its sub-programmes through XB pooled Joint Financing Arrangement (JFA I). Based on good relationship between ECA and some of these partners a second JFA Agreement was signed with three partners: Sweden, Norway and United Kingdom who were later joined by Denmark to make JFAII a four development partner membership with ECA.

By November 2012, JFA II funding partners had provided around \$46.20 million or 42.05% of the total XB budget for funding a number of key sub-programmes in ECA's Business Plan 2010 – 2012 (Table 1) shows the funds allocated by sub-programme. This evaluation focuses on the impact of the JFA II funding of the ECA sub-programme activities in the Business Plan 2010 -2012.

The JFA II funding provided a substantial component of the listed sub-programme budgets over the past three years. After three years, the Business Plan 2010 -2012 is coming to a close at the end of 2012. This end of Business Plan evaluation was built into the Business Plan activities for 2012.

Table 1: Volume of JFA Investment by Thematic Area (US \$ million)

Thematic Area	Business Plan XB Requirement*	JFA Contribution	% of Sub-programme to total XB**	% of JFA XB
Economic development and NEPAD	9.8	4.82	8.9	10.5
African Climate Policy Centre	39.1	19.05	35.6	41.5
Food security and sustainable development	11.6	0.16	10.6	0.3
Promoting good governance and public administration	9.9	7.1	9	15.5
ICTs, Science and Technology	6.7	0.26	6.1	0.6
Regional integration, infrastructure and trade for development	16.7	4.24	15.2	9.2
Promoting gender equality and social development	5.7	7.15	5.2	15.6
Strengthening statistics and statistical capacity in Africa	4.2	1.78	3.8	3.9
Subtotal	103.7	6	96.4	96.3
Others (Special events)	6.2	1.65	3.6	3.7
Total	109.9	46.21	100	100

Sources: Business Plan 2010-12, PATCO/ECA, * For specific sub-programme, **% of sub-programme allocation to total XB requirement.

The JFA funding constituted \$46.21 million (42.05%) of the required \$109.9 million XB for the Plan period.

Chapter 2: Evaluation Analytical Framework and Methods

2.1 Objectives of the Evaluation

This evaluation had two objectives. The first objective was to assess and determine the impacts of ECA's sub-programmes interventions in strengthening/enhancing capacities of member States (MS) including appropriate local institutions and organizations, regional economic communities (RECs) and AUC. The second objective was to assess the extent to which the sub-programmes' accomplishments or results can be attributed to the funding provided by JFA partners to ECA. The latter objective involved not just the analysis of funding but equally important, the workings of JFA as a mechanism intended to improve aid effectiveness and efficiency in line with the Paris, Accra and Busan Declarations on Aid Effectiveness.

2.2 The Scope

As defined by the terms of reference (Annex 1), the scope of the evaluation was on four of the seven sub-programmes that make up ECA Business Plan 2010 – 2012 (see justification for selection of the four sub-programmes below). Each sub-programme had clear objectives, indicators and expected accomplishments expressed in log frames I and II in the Business Plan. Log frame I covered the period 2010-2011 and log frame II covered the period 2012-13. All the sub-programmes aimed to strengthen /enhance target group – member States, RECs and AU/AUC' capacities through the production and application of:

- a. Knowledge products, tools and awareness;
- b. Institutional and systems mechanisms and technical assistance, and
- c. Building partnerships and coordinated and harmonized interventions.

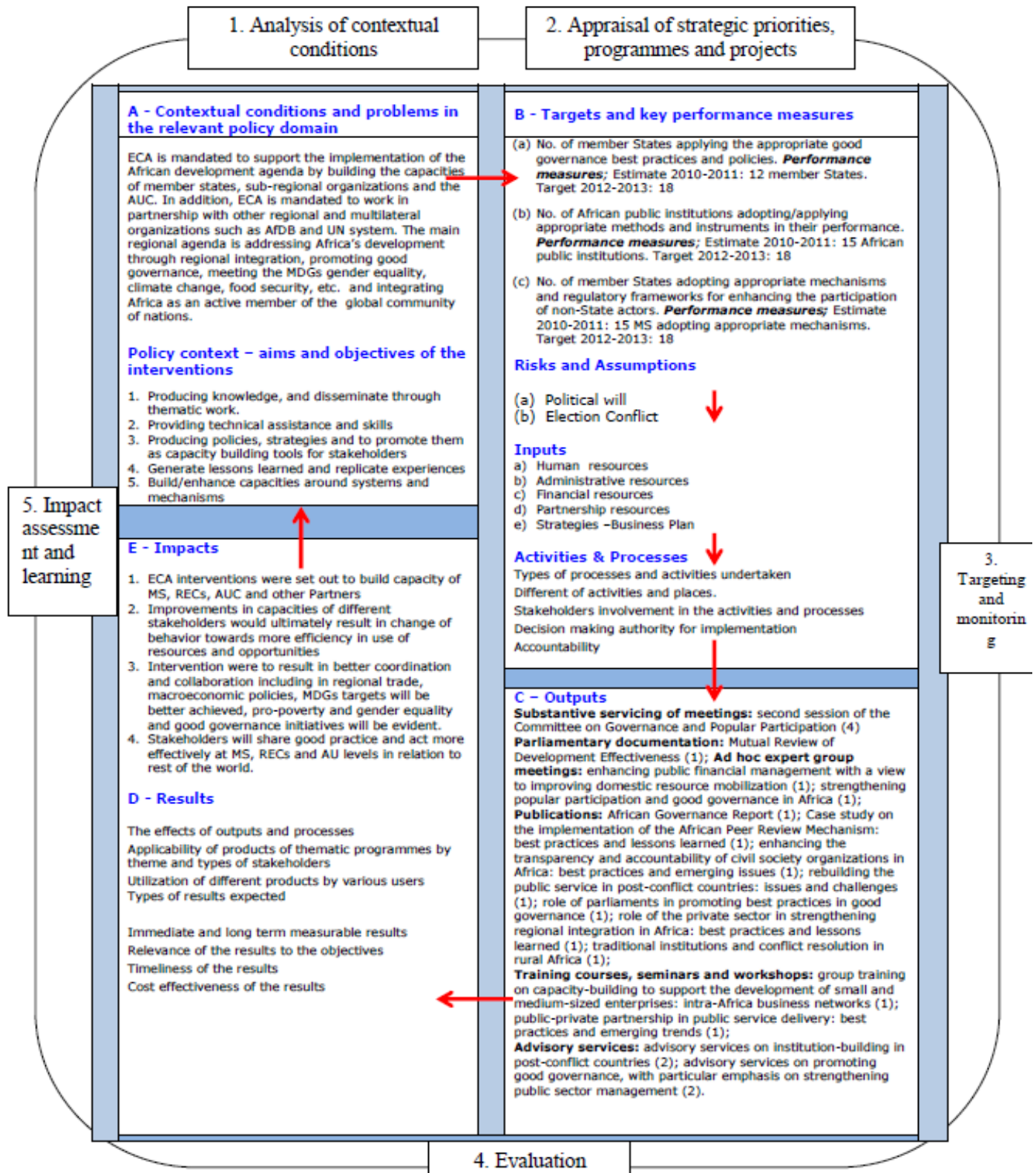
2.3 Analytical Framework and Evaluation Criteria

The evaluation used the logic model or theory of change approach to track the nature of change brought about by the sub-programme interventions. The logic model (see Diagram 1) traces the impacts of interventions in terms of reviewing and analyzing the context prior to an intervention, the resources (human, financial and other forms) invested in the project activities and then trace the outputs of the intervention/project and the results/impacts in the changed situation. The logic model assumes that the intervention was a result of an analysis of a challenge/problem and that the end result of the intervention is a solution to identified problem or challenge. In the context of this evaluation, the objective of the African programmes was to strengthen/enhance capacities of MS, RECs and AU's Vision. The starting point is that member States, RECs and the AUC have inadequate capacity to drive the African agenda to effectively realize the Vision. Capacity strengthening or enhancement has therefore accordingly become the main reason for ECA's sub-programme objectives.

The application of the logic model framework has helped the evaluation to assess the extent to which the sub-programmes were correctly contextualize, identify the types of inputs used to deliver the activities, the types of resulting outputs and how these were applied to the situation/context to bring about desired outcomes/results – that is, to strengthen or enhance capacities of member States, RECs and AUC (see Annex XIV) on the types of logic model applied to each sub-programme under study.

The second important tool used in this evaluation was the five point evaluation criteria widely used in OECD-DAC and UNEG evaluations of projects/programmes. The five focal areas of the criteria are presented in Table 2 as relevance, effectiveness, efficiency, impact and sustainability. The evaluation asked some key questions and sub-questions under each criterion to solicit responses from those met during the fieldwork in selected countries and organizations. The findings and analyses of the responses from both the fieldwork and other data sources are presented in chapter 3 following the format of the five points criteria here presented.

Diagram 1: Proposed Analytical Framework: GPAD sub-programme as Example



Source: Adapted from SQW Consulting: Analytic Framework for Community Empowerment Evaluations, 2009, UK

Table 2: DAC Criteria and Key Evaluation Questions

OECD- DAC CRITERIA	Key Evaluation Questions
Relevance	<ul style="list-style-type: none"> • Were the objectives of the thematic area/sub-programme as stated in the Business Plan, consistent with member States, RECs and AU’s specific policies, strategies and plans? • Were there any challenges experienced during the implementation of the sub-programme (Business Plan)?
Effectiveness	<ul style="list-style-type: none"> • Did the sub-programme activities involve local talent and participants from local sectors and groups?
Efficiency	<ul style="list-style-type: none"> • What major difference did the framework of JFA Pooled Support Funding make to the effective implementation of the sub-programme?
Impact	<ul style="list-style-type: none"> • To what extent have the outcomes/results of the interventions made changes to beneficiaries’ capacity and skills? • To what extent can the impacts on behavior and actions of the involved stakeholders be attributed to ECA interventions?
Sustainability	<ul style="list-style-type: none"> • Can the gains of the ECA interventions continue after the end of the current Business Plan?

2.4 Evaluation Design: Sampling of Countries and Sub-programmes

The evaluation used different methods and techniques to assess what is clearly a complex programme involving assessing the impacts of ECA's several knowledge interventions on the African Union Commission, regional economic commissions, member States, institutions and organizations. The evaluation decided that it would not be realistic in the limited time (three months) to cover all the thematic areas/sub-programmes or all the member States, RECs and AUC. The evaluation team in consultation with JFA partners and ECA, selected four sub-programmes, seven countries, four RECs and the AUC for closer analysis hence field visits were made to the countries and organizations in Table 3. The criteria used to select each of the sub-programmes were: a) The level of JFA II resources invested in the particular sub-programme (see Table 1); b) The perceived strategic importance of the sub-programme in the regional agenda; c) The immediate relevance of the sub-programme to achieving the Millennium Development Goals and d) Exclusion of the sub-programmes scheduled for forthcoming individualized evaluations.

. Using the foregoing criteria, the four sub-programmes/thematic areas selected were:

- Macroeconomic Analysis, Finance and Economic Development and NEPAD
- Regional Integration, Infrastructure and Trade for Development.
- Promoting Good Governance and Public Administration
- Promoting Gender Equality and Social Development

The combined JFA financing of the four sub-programmes amounted to 50.8 % of the US \$46.21 million.

Although not included for purposes of better focus, some activities of the sub-programmes on Food Security and Sustainable Development (FSSD), African Centre for Statistics (ACS) and Information, Science and Technology (ICST) were tangentially discussed in the field. For example, the ICST sub-programme has a number of showcase activities in Rwanda with the Ministries of Education and ICT and Youth and a project supporting the capacity of Parliament in ICT in Botswana. Activities relating to Food Security were frequently reported in North and West African sub-regions.

2.4.1 Criteria for country selection for fieldwork

ECA's Business Plan and interventions target all the 54 UN African member States, AUC and at least the eight regional economic communities: CEN-SAD, COMESA, EAC, ECCAS, ECOWAS, IGAD, SADC and UMA, other UN agencies, private sector, civil society and non-governmental organizations at national and sub-regional levels. Interventions differed from one country to another depending on several factors such as demand and relevance of a particular intervention to a given member State and /or a sub-regional institution. Nevertheless a carefully selected sample of countries (13% of the 54 countries) and four of the eight AU recognized RECs were selected for fieldwork evaluation. The criteria used for selection of countries were:

- Geographic representation of the five sub-regions of the Continent which are North Africa (NA), West Africa (WA), Central Africa (CA), East Africa (EA) and Southern Africa (SA);
- Significant investment of JFA funds in that country;
- Availability of two or more thematic interventions supported by JFA;
- Extent of poverty/Least Developed Countries (LDCs); and the
- Presence of a Regional Economic Community (REC)/AUC.

Each selected country had to meet a minimum of three selection criteria to be included in the field visits. Based on the above criteria, the following seven countries (Table 3) were selected and visited.

Table 3: List of selected countries by selection criteria

Countries	SELECTION CRITERIA				
	Geographic representation	Significant investment of JFA funds	Availability of two or more thematic interventions supported by JFA	Poverty Levels/LD Cs	Presence of a REC
1. Botswana	Southern Africa	✓	✓		✓
2. Gabon	Central Africa	✓	✓		✓
3. Ethiopia*	East Africa	✓	✓	✓	
4. Morocco	Northern Africa	✓	✓		✓
5. Nigeria	West Africa	✓	✓		✓
6. Rwanda	East Africa	✓	✓	✓	
7. Senegal	West Africa	✓	✓	✓	

- Used mainly for piloting the data collection tools because of its proximity but the findings were used since there were no significant changes on the protocols after pilot testing.

2.4.2 Criteria for selecting respondents:

The respondents were selected based on the following criteria:

Focal points from selected countries – ministries and institutions.

Focal points from JFA partners and ECA staff (Divisions, Sub Regional Offices and PATCO)

Purposive selection by the evaluation team to increase diversity of stakeholders and shades of opinions

Advice provided by local partners such as UNDP and others.

The names of respondents contacted in the field were provided by relevant institutions through ECA's divisions and SROs and the evaluation team included others to increase diversity of stakeholders and shades of opinions and based on advice received from local partners. Names of respondents from the fieldwork are attached in (Annex III).

2.4.3 Types of Tools Used

The evaluation was designed to use both qualitative and quantitative types of data. Several data collection methods were used. These included interviews, questionnaires, focus group discussions and extensive literature review. Different tools were targeted at different types of respondents as presented in Table 4.

Table 4: Types of Tools by Respondents

No	Respondents	Tools
1	ECA Divisions	Protocols 1 and 2 (parts I & II)
2	PATCO	Protocol 7
3	JFA Partners	Protocol 6
4	AU, RECs, SROs & Member States	Protocols 3, 4, & 5
5	CSOs and Private Sector	Protocols 3, 4, & 5
6	Local Development Partners	Protocols 3, 4, & 5

A different questionnaire was designed for programme divisions of ECA from that administered to JFA Partners and one administered to the Partnership Co-ordination Office (PATCO) of ECA. In the field, protocol 3 was administered to the majority of officials of member States, RECs and AUC. For partners who did not receive any direct ECA support, a focus group tool raising questions around partnerships, collaboration, lessons learnt and challenges was used.

2.5 Sources and Types of Data

In the field interviews were conducted with four types of respondents who were a) government officials in different Ministries of Finance and Economic Development, Trade and Industry, Gender and Social Development, b) academic and civil society institutions and groups mainly of research and advocacy type, c) RECs officials and other partners such as UNDP, WFP and d) staff of ECA's SROs. The questions in protocols 2 – 7 (see Annexes) were both closed and open-ended. These were supplemented by follow-up and counterfactual questions. Other data sources used were as listed in Table 5.

Table 5: Sources of Data and Information by Thematic Areas

No	Thematic area to be assessed	Sources of data and information
1	Macroeconomic Analysis, Finance, Economic Development and NEPAD	ECA, AUC, NEPAD, SROs, RECs, UNDP, Ministries of Finance, Economic Development and Planning, Central Bank, Ministries of Environment, Central Statistics Office. Private sector
2.	Regional Integration and Trade for Development	ECA, AUC, NEPAD, SROs, REC, Ministries of Trade, Natural Resources, Energy, Planning; Customs, Central Statistics Offices. Private Sector
3.	Good Governance and Public Administration	ECA,AUC, NEPAD, SROs, RECs, APRM Focal points, National Focal points, Ministries of Justice and Interior; Anti- Corruption Commissions, Parliamentarians, AGR National Research Institutes, NGOs, Civil Societies, Auditors, Private Sector
4	Gender Equality and Social Development	ECA,AUC,SROs, RECs, Ministry of Gender, NGOs, Civil Society

Source: Compiled by the Evaluation Team from various sources.

2.6. Data analysis and Triangulation

Data collected through different tools and sources described above were separated, coded and differentiated between quantitative and qualitative and checked for consistency and variability. As relevant, quantitative data were formed into tables and analyzed. The same process was applied to qualitative data. Other data from questionnaires were similarly reviewed and analyzed and compared for consistency and accuracy. The data were then analyzed by source and sub-programmes and are used as evidence in the different sections of Chapter 3.

The findings are presented and analyzed in terms of both the evaluation criteria of relevance, effectiveness, efficiency, impact and sustainability and also in the framework of logic model which begins with the context in which the intervention was targeted, the inputs required to implement the intervention, the outputs, outcomes/results and long term impact and sustainability associated with the intervention. In the latter context, the sub-programme interventions are analyzed in terms of the change that was planned and brought to strengthen/enhance capacity of targeted stakeholders.

The evaluation team has used different data to illustrate the validity of the statements in the findings and analysis. The team found a high degree of consistency among the data sources.

2.6.1 Data Quality, Judgments and Impartiality of the Evaluation

Given the careful selection of countries and RECs and the respondents combined with extensive review of secondary sources of data, the evaluation was satisfied with both the quality and representativeness of the sources in capturing the activities and results of ECA's four sub-programmes under study. The evaluation is comfortable in generalizing the findings from the four sub-programmes to the rest of member States, RECs and AUC. Interventions were generic (same tools) and followed the same pattern from country to country and from one REC to another. Each REC for instance, had a multi-year programme (MYP) signed with ECA for support with finance and technical assistance. In MS, interventions were directed at policy makers and only in a few cases of AGR, APRM and AGDI were the broader group of stakeholders directly involved.

The evaluation team having carefully reviewed and analyzed these data from multiple methods and sources is satisfied that substantive facts and other forms of evidence were generated to make fair judgments on the success or failure of the different sub-programmes to achieve their targets as well as the appropriate use of the financial and other resources provided for the execution of the sub-programmes activities.

The important issue of attribution of the results/impacts of sub-programmes to JFA funding was difficult to establish in the field. What the evaluation was able to establish, however, was the fact that in order to implement the sub-programmes, ECA provided both funding and technical assistance (see Chapter 3). Given the significant contribution of JFA funding to the selected sub-programmes and the overall XB, it would therefore be appropriate to conclude that JFA partner funding was critical for the success of the activities of the sub-programmes and their results.

Finally, the evaluation was independent of any influence from any of the subjects of evaluation that is, being JFA partners, PATCO, ECA sub-programme divisions or its Sub-regional Offices. The selection of respondents was carefully reviewed and any influences in their responses monitored through in-depth follow up and counterfactual questions.

The evaluation team has used its own judgement based on evidence gathered to arrive at the analysis, conclusions and recommendations presented in this Report.

2.7 Limitations of Evaluation

2.7.1 Limited Coverage

The three months period allocated to the evaluation was not adequate given such detailed multisect oral programme with many target groups spread across the African continent. The evaluation team had to strike a balance between coverage of countries and organizations and the detailed number of respondents covered in each case. In the process, not enough coverage was made particularly of non-State actors.

2.7.2 The Period of the Business Plan

Another limitation of an evaluation of this nature is that the period of interventions was short. Three years is too short a time to effectively determine in confidence the impacts and their sustainability of the interventions. Capacity building is a process that takes time and requires medium to long term investment and multiple training strategies as recommended in this Report. These limitations do not

however, take away the important achievements of ECA's sub-programmes detailed in Chapter 3 and related conclusion and recommendation in Chapter 4.

Chapter 3: Evaluation Findings and Analysis

This chapter presents the findings on the five focal elements of the evaluation which are the four sub-programmes of macroeconomic development, regional integration, good governance and public administration, gender equality and social development and the review of the JFA partnership mechanism. Data informing the analysis is triangulated from different sources presented in Chapter 2. For example, from the Field respondents, table 7 presents a summary of the responses to the questions in the Evaluation Criteria.

Table 6: Views of Respondents from Countries visited, RECs and SROs on Evaluation Questions

Serial#	Research Questions from Protocol 3	Responses				Total # of Respondents
		Yes		No		
		#	%	#	%	
1	ECA's Strategy to build capacities consistent with own organizations strategy (Q 1.1)	48	100	0	0	48
2	Inputs used was relevant to their requirement (Q 3.1)	39	97.3	2	3.7	41
3	Stakeholders adequately involved in the implementation (Q 4.2)	22	88.0	3	12.0	25
4	Activities were efficient in terms of time (Q 4.3a)	20	74.6	7	25.4	27
5	Resources were efficiently utilized (Q 4.3b)	16	64.0	9	36	25
6	Outputs relevant to the needs of organization (Q 5.2)	28	93.3	2	6.7	30
7	Training activities resulted in multiplier effects (Q 5.4)	21	84	4	16	25
8	Capacities built as a result of the activities of the sub-programmes (Q 5.5)	31	100	0	0	31
9	Change in stakeholders' behavior can be attributed to the partnership funding (Q 7.3)	9	75	3	25	12
10	Outputs have created difference in the organization (Q 7.4)	14	100	0	0	14
11	Change that resulted from the sub-programme are sustainable (Q8.2)	23	85.2	4	14.8	27

Source: Evaluation Field Survey (Oct. 2012)

The number respondents differ from question to question because some respondents had no specific project with ECA but might have attended a workshop or an event organized by ECA.

Some respondents were just partners who would answer some questions for example question 1.1 on consistency but not questions on efficiency or outputs and impact for example.

The evaluation team having carefully reviewed and analyzed these data from multiple methods and sources is satisfied that substantive facts and other forms of evidence generated were adequate to enable fair judgments on the successes or failures of the different sub-programmes. The data from the sub-programmes in relations to the log frames is however difficult to verify and in some cases the indicators were so repetitive to make sense. The other quality issue is that sub-programmes claim to have met all their targets even though they reported a number of constraints during the implementation. On the whole however the quality of the data is good enough to make valid judgments. The following sub-programme results are therefore based on triangulated data from the field, responses of sub-programme managers, progress reports and other sources as identified under Table 5 (Chapter 2).

Throughout the field trip respondents were asked the what if questions and the general response was that ECA's interventions were unique and some key results such as AGDI, AGR, APRM, ARIA, ERA and others would not have been possible without the use of the special tools and technical guidance provided by ECA.

3.1 Macroeconomic Analysis, Finance and Economic Development and NEPAD

3.1.1 Sub-programme Context

African economies have shown relatively high positive growth in the past decade between 2000 and 2009. However, since around 2008, African economies have been hard hit by a global economic recession. The region therefore needs to develop harmonized policies, strategies and programmes that will bring about sustained economic growth. The development of the continent should enable it to graduate from a producer of raw materials to processing and manufacturing of its rich natural and mineral resources and thereby become more able to address the perennial challenges of unemployment and poverty. The sub-programme on macroeconomic analysis, finance, economic development and NEPAD seeks to promote and enhance the capacity of African countries to design, implement and monitor sound macroeconomic policies. The policies relate to macroeconomic analysis; finance, industry and investment; MDGs and the Least Developed Countries (LDCs) monitoring and support to implementation of the New Partnership for Africa's Development (NEPAD) programme of the African Union.

3.1.2 Objectives, Indicators and Expected Results

The objectives of the sub-programme are to:

- i.) Strengthen the capacity of member States to mainstream and integrate macro-economic and sectoral policies on national development strategies that are supportive of higher and sustained economic growth;
- ii.) Strengthen United Nations system-wide support for the implementation of AU/AUC and New Partnership for Africa's Development (NEPAD) at the regional and sub-regional levels in a manner consistent with the declaration on "enhancing United Nations-African Union Cooperation: Framework for the Ten-Year Capacity-Building Programme for the African Union".

During the Business Plan 2010 -2012 period, the sub-programme expected the following accomplishment/results:

- a) Enhanced capacity of member States to mainstream and integrate macroeconomic and sectoral policies in national development strategies to achieve faster growth for poverty reduction and sustainable development including the Millennium Development Goals (MDGs);
- b) Enhanced capacity of member States to analyze, formulate and implement appropriate policies and strategies to address the challenges of globalization, including a better understanding of the implications of South-South cooperation for Africa's development;
- c) Enhanced national and regional capacity to design, implement and monitor social policies and programmes for accelerating progress towards achieving the MDGs and for effective delivery of social services.
- d) Enhanced coherence, coordination and cooperation among United Nations agencies in support of the implementation of NEPAD at the regional level and sub-regional level with the indicator number of joint programmes implemented by regional coordination mechanism clusters.

The indicators of the expected results for 2010 -2011 were listed in the log frames I and II as follows:

- Number of member States integrating macroeconomic and sectoral policies in their strategies (target – 25)
- Number of policymakers rating capacity-building interventions as useful (target - 400)
- Number of policy makers and stakeholders who found the activities of the sub- programme “useful” or “very useful” in enhancing their knowledge of issues related to globalization (target – 40).
- Number of member States making use of ECA's knowledge tools to build capacity (target -30).
- Number of coordination mechanisms established at sub-regional level (target – 2).
- Number of joint programmes implemented by regional consultative mechanism clusters in support of AU/NEPAD (target – 14).
- Number of member States applying macroeconomic and sectoral policies consistent with the priorities of NEPA and MDGs in their design, implementation and monitoring of such policies – (2010-11 = 23; 2012-13 =28).
- Number of measures and initiatives taken by African countries to mobilize development financing (target (2010-11 =6 ; 2012-13 = 8).

The indicator targeting participation in trade negotiation was apparently transferred to the trade and regional integration sub-programme during implementation.

3.1.3 Findings

3.1.3.1 Production of Policy Flagship Reports and Impact On Policies

During the Plan period the sub-programme produced three reports annually: The Economic Report on Africa, Africa Economic Outlook and the Millennium Development Goals. These Reports were discussed in the Council of Ministers of Finance and Economic Development and in the African Heads of State and Government Summits.

3.3.1.2 Macroeconomic Policy Tools kits and Technical Assistance

The sub-programme gave technical support to five member States of Djibouti, Gambia, Guinea, South Sudan and Togo. In addition a number of capacity building workshops were organized to assist member States policy makers mainstream or integrate recommended macroeconomic policies and MDGs into their development plans and general programming for development were held in 2011 and 2012. Other outputs during the period included policy briefs, a conference on Regional Forum on Financing for Development, a study on the impact of Official, Development Assistance, various policy papers and a Conference of Ministers of Industries.

The sub-programme undertook policy research analysis, prepared reports and organized/contributed to high-level conferences as well as capacity building workshops. These activities were relevant as the the sub-programme has helped articulate Africa's development challenges and enhanced the capacity of policymakers to effectively design and implement macroeconomic policies that promote high level and sustainable pro-poor growth as well as regional macroeconomic convergence.

3.3.1.3 Tracking MDG Progress and Poverty Reduction Strategies

Under this sub-heading the sub-programme focused on production of MDG implementation progress reports and conducted several workshops and seminars for policy makers.

3.3.1.4 Cooperation and Partnership Development

The general mode of work of the sub-programme has been partnership. Most of the flagship reports were jointly produced with AUC and AfDB partners as well as others such as OECD and the rest of the UN system. The specific output under this sub-heading was the joint production of UN-AU African Ten Year Capacity Building Programme. Other outputs were reports on NEPAD, seminars and workshops relating to Regional Coordinating Mechanism (RCM) for Africa.

At sub-regional economic community level, the evaluation found existence of Multi-Year Programmes (MYPs) developed between ECA's SROs and the individual RECs. Within each MYP, there were a number of activities on macroeconomic and MDGs. The RECs programmes were being supported either directly by the appropriate sub-programmes at headquarters and/or by locally agreed interventions between the REC and the SRO. The SRO-NA and SRO-EA were found engaged in studies such as youth unemployment and tracking economic trends in the sub-region to support the UMA and EAC respectively.

3.1.4 Analysis of the Findings

a. Relevance

The objectives of the sub-programme were reported by the few planners met in the field as consistent with their member States, RECs and AUC's specific policies, plans and strategies. The Economic Report on Africa 2010, 2011 and 2012 was one of the flagship publications that was produced and was very much appreciated by policy makers, researchers and the media. The sub-programme had actually assisted 40 member states (MS), (25 in 2010 -11 and 15 in 2011) to mainstream macroeconomic and sectoral policies in their national development strategies. In 2010-2011, the general feeling is that these

technical reports produced on annual basis are distinguishing ECA as a knowledge producer, technical advisor and pace-setter in driving Africa's development agenda. Those who received and read these reports found some alternative thinking and innovative ideas in them.

Macroeconomic interventions at country level were however marginally visible at regional reports production in the countries visited which were Botswana, Gabon, Morocco, Nigeria, Rwanda and Senegal Ethiopia. The sub-programme does its research and data collections for its reports and flagship publications and only stops in the countries once to validate the data. The countries appear not to be engaged especially as the focal points in the ministries don't appear to have any details.

The sub-programme has been using JFA funds to improve the knowledge of domestic resource mobilization and financing small and medium-scale industries in Africa. Recent feedback from MS has demonstrated the value of capacity building in this area, particularly as a means of encouraging sustainable employment creation and poverty reduction. Alongside this work, the sub-programme has been working towards enhancing the ability of RECs and Member States to monitor and assess performance in achieving the MDGs to ensure the social as well as the economic development challenges across the continent are addressed simultaneously.

The sub-programme has also been enhancing the ability of RECs and MS to monitor and assess performance in achieving the MDGs;

b. Effectiveness

The number of policy makers rating ECA's capacity building interventions as useful were targeted 400 and 367 were accomplished in 2010 and 40 in 2011. On number of joint programmes implemented by regional coordination mechanism clusters in support of AU and NEPAD at the regional level 14 were planned and 10 accomplished for 2010 – 2011 while for 2011 five were accomplished. Two coordination mechanisms established at sub-regional level were projected to be carried out in 2010 – 2011 and two were accomplished.

Considering the outputs, it appears that the sub-programme on macroeconomic analysis, finance, economic development and NEPAD has been effective in delivering on its mandate. A number of activities around the four core activities were undertaken. Some technical assistance has been provided to member States including Togo, South Sudan, Gambia, Djibouti and Guinea in the area of development planning. Several flagship reports on topics of relevance were also produced and published on an annual basis. Activities around resource mobilization, MDGs tracking and mainstreaming, technical assistance, policy briefs, conferences, workshops on youth employment and related issues were reported both by the headquarters and SROs. For example, the intergovernmental committee of experts (ICE) of September, 2011 in Rabat, Morocco recommended the establishment of employment agency for Maghreb.

In the field it was found that there was wide spread acceptance knowledge of the ECA reports flagship reports such as Economic Report on Africa (ERA) and Economic Outlook for Africa (EOA) they were highly appreciated by experts and policy makers in the partner community and the African Women Rights Observatory (AWRO) officers.

The general feeling is that these technical reports produced on annual basis are distinguishing ECA as a knowledge producer, technical advisor and pace-setter in driving Africa's development agenda. Those who received and read these reports found some alternative thinking and innovative ideas in them. However, three concerns were raised concerning these reports. First, those interviewed were very concerned about the poor dissemination of ECA flagship reports to strategic institutions and officials in government, universities, research institutions, private sector and civil society organizations. The second concern was that the reports were produced with minimal inputs of key stakeholders at member State levels. Many of those in the Ministry of Finance, Planning and Economic Development claimed that their role has been only to validate the country data in the reports and possibly attend meetings at ECA – Gabon, Ethiopia, Morocco, Rwanda and Senegal. Botswana on the other hand reported no contact and non-attendance of annual ECA Council of Ministers of Finance, Planning and Economic Development for the past ten years. The third concern was absence of mechanisms to advocate messages of the reports. It was claimed that the reports were usually never launched at country or sub-regional levels. On the whole, member States and RECs would like to be more involved in the production of these reports.

At sub-regional economic community level, the evaluation found existence of Multi-Year Programmes (MYPs) developed between the ECA's SROs and the individual RECs. Within each MYP, there were a number of activities on macroeconomic and MDGs. The RECs programmes were being supported either directly by the appropriate sub-programmes at headquarters and/or by locally agreed interventions between the REC and the SRO. The SRO-NA and SRO-EA were found engaged in studies such as youth unemployment and tracking economic trends in the sub-region to support the UMA and EAC respectively. The May 2010 Forum on Investment held in Tunis, Tunisia which recommended greater convergence on investment laws is another example.

Overall, the sub-programme has been effective in both producing and reaching out to a large base of stakeholders particularly at the level of member States, RECs and the AU. However, as pointed out earlier the effectiveness has been seriously constrained by the failure to disseminate and advocate the knowledge products to universities, researcher institutions, students at higher education, private sector, civil society organizations and to policy makers in general.

c. Efficiency

The efficiency of the activities was not easy to assess because the majority of the activities were done at headquarters and took the form of meetings, workshops and technical advice to stakeholders. However, in terms of funds allocated to the sub-programme there is no evidence of shortages due to over expenditures. With regard to the planned activities, the sub-programme appears to have followed the plan fairly accurately in terms of the timeliness of the delivery of the different activities.

d. Impact

Capacity building was a main component in the execution of the sub-programme. It appears that some capacity has been built at least for member States, RECs and AU. The reports of the sub-programme too have influenced a lot the resolutions and decisions of different Ministerial forums and Heads of State and Governments meetings. At RECs level, the work of the sub-programme particularly its alternative strategies and general view points on African development was acknowledged. Many experts in the field expressed the significance of the concept of 'developmental state' in ERA 2011.

The sub-programme reports that more member States have now asked for capacity to analyze, formulate and implement appropriate policies and strategies to address the challenges of globalization,

including a better understanding of the implications of South-South cooperation for Africa's development. The sub-programme has played a central role, alongside MS and key development partners, in the identification of priority actions that should be considered to improve the mobilization of both domestic and global financial resources from emerging countries. Above all, the regional responses to the global financial and economic crisis on issues such as regulatory reforms, macroeconomic policies, social protection, official development assistance and international financial institutions including coordination and consensus building among the continent's development institutions namely: ECA, the African Development Bank and the African Union Commission as well as the African Ministers of Finance and Planning and Governors of Central Banks has been acknowledged.

The Regional Forum on Financing for Development held in 2011, identified the driving factors and key trends of the South-South cooperation, and provided important policy recommendations regarding Africa's strategies and policies in managing this cooperation. Evidence indicated the rapid growth of South-South cooperation and its significance in various aspects of development financing in Africa. The forum also contributed to providing the continent with additional resources, new ways to finance development, a stronger stand in international cooperation, and opportunities to develop infrastructure and human capital. Even more importantly, there was an opportunity to identify persistent challenges such as increased debt, concessional terms in favour of donor countries and lack of technology transfer.

The sub-programme helped to strengthen the capacity of MS to formulate policies and programmes for poverty reduction and for delivering equitable social services and integrating social dimensions in the development process in line with the internationally agreed development goals, including the MDGs. This was done through several mechanisms such as the joint ECA-African Union Commission Conference of Ministers of Finance Session in Malawi in March 2010, and African Union Heads of State meeting in Kampala, Uganda in July 2010 and its presentation at the General Assembly's Special Session on the MDGs.

There were also activities undertaken by the sub-programme that encouraged greater capacity building at the national level. In 2010-2011, the sub-programme conducted 11 African country studies on institutional innovations in MDG-based planning. The findings were used to develop a training manual on MDG planning techniques. Over 50 representatives from more than 15 African countries including Senegal, Cote d'Ivoire, Togo, DRC, Congo, Mali, Guinea benefited from the training and over 80 percent of surveyed participants found the training useful for their work. A senior representative from Guinea underscored the usefulness of the training in integrating the MDGs in their 2011-2015 development plan as well as their national Vision 2035. These activities reinforced the advocacy role of the document and sensitized member states about lessons learnt in achieving the MDGs.

In 2011, sub-programme strengthened the capacity of member States to design and implement social protection programmes through 8 country studies on Social protection. These studies formed the backbone of outreach and advocacy activities through peer learning at the Fifth African Learning Group meeting in Lusaka, November 2010. To further sensitize policy makers about the potential role of social protection in advancing progress on the MDGs, social protection was the thematic focus of the MDG 2011 report. The credibility and reputation of the Report has been acknowledged and praised by MS as the authoritative document on Africa's performance on the MDGs. In 2011, eleven African countries asked for their national report to be reflected in the regional Report. The sub-programme activities in the area of social protection has therefore increased advocacy and heightened awareness around this issue.

ECA is strengthening the capacity of LDCs to monitor progress on the Istanbul Programme of Actions (Poi) through the innovation of a geo-spatial tool for tracking progress on socio-economic indicators (i.e., the LDC Monitoring tool). The tool was successfully launched at the LDC IV Conference and provides online access to policymakers to visually track progress on LDC performance at both the national and sub-national levels.

This monitoring tool provides member States with the possibility of tracking progress at national and sub-national levels to strengthen resource allocation across administrative boundaries and planning techniques at lower tiers of government. A number of member States including Togo have requested ECA's support in strengthening their national statistics and monitoring systems, as well as to assist them in their planning process, in the implementation of the IPoA and in strengthening the geospatial information system unit of the statistics sub-programme, so that the government can make the best use of ECA's LDC monitoring tool.

Overall, these activities have increased awareness, created knowledge and strengthened capacity of policymakers and other stakeholders to engage on a wide variety of social development issues, particularly youth and social protection.

e. Sustainability

There will always be a challenge to sustainability both from a financial and capacity building perspective for activities undertaken which require ECA funding. It is envisaged that the intellectual capacity generated from such activity will be of long-term value to the MS/RECs and therefore it is not expected that the activity should be ongoing or funded on a regular basis. An example of this type of activity is the report on South-South Cooperation and Aid Effectiveness. For those interventions which MS would spend on in the future, sub-programme has been recently focusing on building the capacity in domestic resource mobilization as a long-term strategy for improved financial sustainability of development initiatives.

For those activities focused on 'capacity-building', it is accepted that in the short-term there will always be challenges in capacity retention ("brain drain") for many reasons including institutional and regime changes. It is hoped that as countries experience greater economic growth (and improvements in governance), this phenomenon will reduce over time.

3.2 Regional Integration, Trade and Infrastructure

3.2.1 The Sub-Programme Context-

More than any time in the past, Africa is now making tangible efforts to develop and integrate. At the advent of the 21st century stronger initiatives such as the Treaty Establishing the African Economic Community of 1991, the New Partnership for African Development (NEPAD) and the AU Constitutive Act of 2001 were passed. Many of the consecutive steps encouraged and supported the imperatives of regional integration for faster economic transformation.

The Economic Commission for Africa (ECA) repositioned itself since 2006 to focus on generating and managing knowledge with the aim of achieving regional integration and helping to meet other special needs of Africa. This part of the evaluation presents analysis of the inputs, processes, outputs and results of the sub programme on Regional Integration, Trade and Infrastructure embraced in the Business Plan 2010-2012.

In order to promote regional integration through trade and infrastructure the inputs of ECA in assisting AU, RECs and MS focused on capacity building. To that effect, ECA through its focused organs of the sub-programme and ATPC has vested knowledge inputs at all levels of operation. Knowledge initiatives in the Business Plan (p.11) were viewed both as inputs and outputs in the regional integration, trade, infrastructure and natural resource components of the programme.

Trade is a powerful engine not only for economic development but also of regional integration. Some of the trade factors that influence growth and the transformation are through (i) transfer of technological innovation (ii) exposure of local economy (iii) new lessons for domestic produces and (iv) enhanced competition in the local market. In the context of African agenda, UNECA identified international trade as a prime mover of its mandate of building the capacity of AU, RECs and Member States in the key strategy of regional integration. It is important to note that both intra-African trade and the technical capacity of experts and policy makers were so limited (UN-AU, 2012)

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3.2.2 Objectives, Indicators and Expected Accomplishments

The objective of the sub-programme as provided in the log frames I and II is “to strengthen the capacity of member States and intergovernmental organizations to accelerate progress towards economic cooperation and integration in line with the AU and NEPAD programme”. The following expected results with their respective achievement indicators and targets were planned for the years 2011-2012 and 2012-2013. The expected accomplishments for 2010 -2011 were to:

- a. Enhanced policy and programme harmonization and convergence in strengthening integration of institutions at the sub-regional and regional levels (target: (i) 34 countries (ii) 250 policy makers for whom sub-programmes contribution to harmonization was “useful” or “very useful”).
- b. Enhanced capacity of the African Union Commission (AUC) and the regional economic communities: namely the Common Market of Eastern and Southern Africa (COMESA) and the Community of Sahel-Saharan States (CEN-SAD) to implement relevant priorities of NEPAD, the African Union 10-Year Capacity Building Programme and Multi-Year Programmes developed with COMESA and CEN-SAD (target: 10 activities).

For the 2012 -2013 period, the expected accomplishments were to:

- a. Increased harmonization and implementation of policies and programmes in the areas of trade and market integration, physical integration, and free movement of people and goods between and across regional economic communities. (target: (i) 38 countries that have joined free trade areas and (ii) 16 policies and programmes).
- b. Enhanced capacity for harmonization and convergence of policies and programmes in the areas of monetary and financial integration across the regional economic

communities. (targets: (i) 12 regional economic communities achieved monetary and financial integration and (ii) 7 policies with increased capacity for harmonization and convergence).

- c. Enhanced capacity of member States to mainstream and integrate trade policies in national and regional development strategies that lead to effective participation in bilateral, regional and multilateral trade and trade negotiations. (targets: (i) 15 countries (ii) 20 policies and (iii) 10 strategies).

Since one of the specific objectives of this evaluation task was to learn and improve the capacity in planning and implementation in the future, it is necessary to comment on the set up of the expected results and assigned indicators and targets.

The scope of the plan involving 54 countries and at least 8 regional economic communities. This implies that specific projects that match with the whole set up of the programme need to be provided in detail so that the targets could be more specific and measurable. For instance, rather than setting a target: “ 18 countries” or “10 policies” against an indicator it could have been clearer and measurable if a specific country was targeted to adopt specific policy. The sub-programme needed to also include activities in a more time specific manner and keep the time frame of the Plan of 2010 – 2012 rather than to spill over into 2013 as shown in log frame II.

3.2.3 Findings

3.2.3.1 International Trade

Within the umbrella of the COMESA SADC – EAC Tripartite Free Trade Area initiative 26 countries started the process of harmonizing their rules of Origin and trade facilitation instruments. The free movement of persons and the rights of residence and establishment within UEMOA are fully harmonized with ECOWAS that has 15 member States with common passport. Hence the target of 41 countries was fully achieved.

Moreover, identical rules of origin and trading instruments that include harmonized customs and transit procedures were operationalized in 18 countries. The second target was also successfully met.

UEMOA, CEMAC, SADC, EAC, COMESA and ECOWAS have adopted formal harmonization framework with activities of multiple variables. The variables include price stability, interest rates, economic efficiency and growth, public finance trends, disciplined national budgets, adjusting to economic shocks, economic management and public sector efficiency. Moreover, the West African Monetary Zone (WAMZ) considered a fast track initiative which together with WAEMU/UEMOA is envisaged to merge with ECOWAS.

3.2.3.2 Assessing Regional Integration

Assessing Regional Integration Report is one of the flagship publications geared to trade and integration. The JFA budget allotted for the series of tasks of Assessing Regional Integration in Africa (ARIA) involved not only the main partners of ECA, AU and AfDB, but experts from civil society organizations in the member countries also participated in the contribution of information and validation workshops. The genesis of the flagship work started with its output of ARIA I (2004) with

general assessment of the status of regional integration in Africa followed by logically sequenced bi-annual outputs. ARIA II (2006) was on the multiplicity and overlapping regional economic communities while ARIA III (2008) targeted macro-economic policy convergence. The ARIA publications in the period under review include ARIA IV (2010) with focus on Intra-African Trade and ARIA V (2012) on Continental Free Trade Area. Targets were set neither for its quantity of production nor of its distribution.

At continental level, besides the co-ownership of the Assessing Regional Integration of Africa with AUC and AfDB, the AU Heads of State and Government Assembly appreciated at its January 2012 Summit and took a decision to accelerate integration through boosting Intra-Africa trade diversification, fast tracking CFTA negotiations, and accelerating the continental Customs Union and the African Common Market from 2025 to 2017.

3.2.3.3 International Trade Negotiations.

As envisaged in the ECA Business Plan (2010-2012) and as clearly indicated in the African Union Capacity Building Programme, international trade negotiations is one of the top priority areas of Africa that required capacity. The sub-programme has played a critical role in the field of international trade negotiations where Member States capacities are substantially limited. The evaluation has witnessed the critical role of training workshops and seminars, advisory services, position papers, dialogue, advocacy and forum in the area of trade negotiations. The African Trade Policy Center (ATPC) was instrumental in providing capacities for African countries and regional economic centers before and during the multilateral negotiations and agreements such as EPAs, AFT and AGOA. The Trade Directorate of ECOWAS and Member States such as Rwanda and Ethiopia appreciated the appropriateness of the support of ECA in preparing trade negotiations and position and papers. In the words of the Senior Programme Officer of the Trade, Industry and Investment Directorate, of SADC quote “UNECA’s role is vital in the agenda of Africa” (Interview, SADC, and October, 2012). The same sentiment was reflected by the Director General of the Trade Relations and Negotiations Directorate of the Ministry of Trade of Ethiopia. He said that “The professional and technical advises received from ECA were with full commitment and were of high significance to trade negotiations”.

Cote d’Ivoire, Guinea and Niger joined AGOA in 2011 while Madagascar, Mauritius, Seychelles and Zimbabwe started implementing the EPA in May 2012. Through ECA’s technical support several studies to mainstream Aid for trade policies were done with SADC, ECOWAS and EAC, besides the specific countries of Malawi and Swaziland.

3.2.2.4 Capacity Building Activities

In the domain of capacity building knowledge management and sharing on regional integration a series of training courses, seminars, workshops, symposia, colloquium, forum and others were convened in the ECA Headquarters and SROs where participants from the AUC, RECs, MS and non-State organizations participated. To cite some examples: IDEP a specialized capacity building UNECA agency in Dakar has trained 270 (of which 136 were female) participants from practically all countries of the continent on 6 different trade related regional integration training programmes in 2010 – 2012. Similarly SRO-EA organized a Monetary Union Seminar (Sept 2012) with collaboration of Ministry of East African Community and the National Bank of Rwanda for 52 government and non-government experts. Another example is the regional integration training course organized by the SRO in partnership with the Government of Rwanda and (a non-government international agency) Trade Mark East Africa for 117 government officials from the President’s Office, Ministries and Authorities. In

collaboration with the Centre for Global Trade Analysis of Purdue University, a short course was organized by the ATPC on global trade analysis on April 2011 for 20 African researchers.

3.2.3.5 Infrastructure for Integration

Infrastructure development is among the top priorities of AU. The NEPAD Infrastructure Project Preparation Facility (IPPF) and the current Programme for Infrastructure Development in Africa (PIDA) which aims to help African member States to establish strategic framework which includes prioritized action plan with short, medium and long term goals. Before and during the period under review, ECA has done important activities of capacity building on infrastructure and material resources. An integrated transport network is essential for Africa. The Trans-African Highway (THH) a 57,300 km network was therefore defined and has been in progress since the 1970s. ECA helped African countries develop an Inter-governmental Agreement on the Trans African Highways (TAH) which aims to harmonize norms and standards in the course of completing the missing links of the infrastructural network. The agreement was endorsed by the Ministers responsible for transport in Luanda in Nov. 2011. The consultancy verified this in the Headquarters of ECOWAS, where the three categories of road network i.e. the Trans-Saharan, the Coastal and interconnecting lines between the two are in progress.

The transit facilitation is a critical transport and trade agenda of the continent and especially of the 15 land locked African countries the sub-programme rendered its technical and facilitation of the agreement governing the Central African Corridor Transport Facilitation Agency which is already ratified by Rwanda. The SRO-EA in Kigali in collaboration with the ATPC gave institutional support in the workshop on Ports to Corridor Initiative in Dares Salam in April 2010. Member States and other stakeholders adopted a Road Safety Action Plan in a conference organized by ECA. The conference demanded that an African Road Safety Charter need to be instituted and proposed the 3rd Sunday of November as African Road Safety Day.

3.2.4 Analysis of Findings

a. Relevance:

The share of the JFA II XB budget allocated to the Regional Integration, Infrastructure and Trade for Development sub-programme was US \$4.23 million dollars for the period under review. This input was used to mobilize the in-house and outsourced technical support to undertake the activities. All respondents from ministries, other organs responsible for finance, trade, and planning, regional integration as well as the officials of RECs visited unequivocally attested to the quality, relevance and usefulness of the ARIA Reports. They also affirmed that it enhanced their knowledge and capacity.

An external review was conducted in November 2011 to assess the usefulness of the ARIA series publications. The response of the experts involved was that 76% rated it as a very good document for promoting policy harmonization and coordination within member States and RECs. The rest 24% also considered it as a good publication.

The inaugural African Trade Forum (ATF) of Nov. 2011 was an important platform of regional integration, 80% of its participants agreed that it met its goal in generating meaningful, relevant and timely discussions on trade.

To sum up, the officials of implementing institutions and key informant stakeholders involved in the field survey verified the concurrence of ECA's Strategy of capacity building with their own institutional needs. All (100%) of the respondents affirmed it. Similarly the objectives of the sub-programme were

found to be relevant to their organizations development mandate. Regarding the inputs 88.2% of the respondents confirmed the relevance of the sub-programme to their requirements (see table).

b. Effectiveness:

Regional Integration is a strategic pillar for AU and fundamental to ECA’s programme support. The effectiveness of the programme may be investigated at three levels: at member State level, at RECs level and at AUC level, although the intervention components of the sub-programme are generally inter-related and in continuum among the three levels.

By its nature regional integration involves multiple actors. It does not deal with only programmes of geographic extent, but it also embraces and cuts across several different sectors. Its effectiveness thus highly depends on the effective collaboration of the stakeholders which are the RECs and member States. It was therefore found that most of the trade policies, mechanisms and negotiation efforts, were multiplied by the number of involved countries to arrive at the target indicators.

Among the 26 major projects of the sub-programme of the sub-programme20 were successfully completed and 6 (23%) are in progress, two of which are likely to be accomplished within the Plan period, and the rest (15%) are scheduled for January and February 2013.

As indicated above, the process of ARIA was an example of effective partnership of ECA, AU and AfDB. The evidence that this report has been published regularly on different themes and with improving quality demonstrates that the partnership involved in in productive has been effective.

However, knowledge without appropriate channels of dissemination is not effective management. The ARIA Reports which are considered important knowledge tool for regional integration have serious limitations in reaching the African youth and academia. The dissemination of these reports was found unsatisfactory. Among the higher education institution libraries visited by the evaluation team are Omar Bongo University (Gabon), University of Botswana, Addis Ababa University, Cheik Anta Diop University (Senegal) and School of Finance and Banking (Rwanda). Other libraries, such as National libraries, and libraries attached to RECs, SROs, Research Centres and Parliament were visited to check the availability of the ARIA publication. Table 7 shows that ARIA publications like those of other sub-programmes in the evaluation are rare at these knowledge centres (see Table 7).

Table 7: Availability of ARIA III, IV and V

Location	No. of Libraries	No. of Issues Available*	Minimum # of Issues Expected	% of Availability *
Higher Education Libraries	5	4	15	26.7
Other Libraries	7	8	21	38.1
Individual (Official & experts)	9	7	27	25.9

Source: Field Report by Evaluation team, October 2012.

There are at least two sections at the ECA responsible for distribution and dissemination of publications namely the Publications and Conferences Management Services and Information and Communication Section. No institution of those visited received regular publications through the mailing list at ECA

and the main mechanism of distributing the hard copy of the flagship is the occasions of conferences and forums where invited guests pick them from the lobby. One appealing fact is that all the flagships are on the ECA web-site that can be accessed freely. But it should be pointed out that a similar evaluation conducted in 2010 had recommended that “UNECA should redesign its knowledge dissemination strategy in order to make it more effective”.

The trade sections of the SADC and ECOWAS appreciate the support of role of ECA, but also strongly believe that more could be done with better coordination and timely updating and monitoring the multi-year programmes. Accordingly to the Regional Integration and Infrastructure and Trade Division of the ECA full involvement of the RECs in the design and implementation of joint tasks remains a challenge and it is necessary to enhance their participation and ownership of outcomes.

c. Efficiency:

Despite the clear limitations in human resources in the SROs and the RECs, the field study of the evaluation has revealed that generally, UNECA was implementing the sub-programme activities efficiently. Out of the partner institutions of regional integration components of the programme in visited countries 86.7% said that the programme was efficiently implemented in terms of time. The rest 13.3% of the respondents who did not agree with that is efficient gave reasons which were associated with the quality of outsourced consultancy. For instance, the delayed publication of the Human Development Report in SADC was primarily due to a quality of an outsourced expert. Similarly UNECA study for the Ministry of East African Community Affairs in Rwanda on the theme UN Effects on Rwanda’s Economy was delayed due to the problems related to the consultant. In both cases the consultants were discharged and replaced before the completion of their tasks.

However, the evaluation observed that this sub-programme needs to be more efficient in utilizing JFA allocated resources (see Table 11).

d. Impact:

All the three components of the sub-programme, namely regional integration, infrastructure and international trade have considerable impact in African member states, and the RECS in creating more facilitated and harmonized inter-Africa bilateral and multilateral economic relations.

In January 2012 ARIA V influenced all the 54 member countries through AU to decide on the acceleration of the integration. The overview of the flagship publication was presented to the AU Heads of State and Government in the 18th Summit in Addis Ababa at the end of January 2012. The Action Plan and the CFTA that ministers previously agreed upon in Accra in December 2011, were finally considered by the Summit of the African Heads of State and Government and thus there is a strong political will at the highest level on the issue of regional integration.

ECA/ATPC’s support provided to the EAC Secretariat has helped the five East African Community States (i.e. Burundi, Kenya, Rwanda, Tanzania and Uganda) to have acceded to a Common Market, beginning July 1, 2010. The tripartite agreement of the COMESA, EAC and SADC has brought closer to reality the African Vision of continental integration.

The engagement of ATPC in advisory services in the multilateral for and the specialized training in trade analysis helped African countries effective engagement in bilateral trade interactions. Moreover, African member states are now in a better position to model trade policy outcomes. This was confirmed by the Ministries of Trade of the countries and directorates of trade in RECs visited and by the multilateral trade negotiations of EPA and AGOA.

The Trade Policy Units (TPUs) established in the EAC, SADC and ECOWAs are concrete capacities for the RECs to conduct appropriate trade policy analysis.

Beyond all the above points of impact is the increased level of awareness of the necessity of regional integration among non-State actors in the countries visited notably Morocco, Rwanda and Senegal by the evaluation team.

e. Sustainability

Most of the activities on trade and regional integration are based on long term goals owned by the member States and the RECs. The knowledge gained, the policies adopted and the enhanced opportunities to deepen regional integration are considered to have sustainable impacts. It is also likely that the benefits to be acquired from regional integration, infrastructure and trade related changes will ensure long term sustainability.

3.3 Sub-programme on Promoting Good Governance and Public Administration

3.3.1 Sub-programme Context

African governments at national, sub-regional and regional levels have adopted constitutions and legislation, resolutions, protocols and declarations to comply with good governance practice, democracy, peace and security and equitable sustainable development. Constitutional and electoral reforms have been undertaken in several African countries such as Kenya, Zimbabwe, Egypt, Algeria, Tunisia and several other countries to make them more accommodative to diverse political, social and economic interests as well as consistent with regional and international best practices. The adoption of African Union Protocol on Democracy, Elections, Good Governance and Peace and Security in 2010 is yet another milestone in the Continent's resolve to create an environment of peace and stability necessary for economic growth and sustainable development. Several sub-regional initiatives on conflict resolution such as the SADC's mediation in Zimbabwe's election conflict and Madagascar's political stalemate are examples of sub-regional efforts to create peace and stability and promote good governance in Africa. ECOWAS' role in resolving the Cote D'Ivoire's conflict and united position on Mauritania's coup d'état and lately intervention in Malian conflict as well as EAC's role in Peace Keeping activities in Somalia situation are but many of the most recent evidence of African countries' commitment to peace and stability. The adoption of both the African Peer Review Mechanism (APRM) and the New Partnership for Africa's Development in the early 2000 sum up perfectly Africa's resolve to re-position itself and become a credible force in global governance and developments.

Notwithstanding the foregoing positive evidence of Africa's efforts to establish good governance, democracy and sustainable development, African countries individually and collectively still face challenges of governance and development. Political instability, electoral violence, poverty, unemployment, unfair distribution of and access to resource partly due corruption and partly to due discrimination remain major challenges to the Continent peace and development. Given this context, the ECA's interventions through this sub-programme to open and support the creation of a stable good governance environment by strengthening member States capacity to implement AU's APRM and

NEPAD agendas as well as compliance with appropriate global conventions, protocols and declarations are well placed.

3.3.2 Objectives, Indicators and Expected Results

The Business Plan 2010 – 2012 presents the objective of the sub-programme as to “provide technical assistance to member States to implement and monitor policies and measures for the promoting of good governance” (ECA, 2010:50). However, this objective appears to have been modified over time. The End of Year Joint Financial Arrangement (JFA) – Phase II Project Performance Report (2011), states the sub-programme’s objective as to “strengthen capacity of member States to build a capable State and establish environment that will enable all sectors of society to participate effectively in the development process in support of the attainment of internationally agreed development goals, including the Millennium Development Goals and NEPAD priorities” (p.12). The implementing agency of the sub-programme is the Governance and Public Administration Division (GPAD). The expected results under log frames I and II of the Business Plan 2010 -2012 were:

- Enhanced capacities of African countries to promote governance practices to attain major development objectives in support of African Union and its NEPAD programme and the targets of the United Nations Millennium Declaration.
- Improved capacity of African countries to promote efficient, transparent and accountable civil service and public enterprises, including effective service delivery and other public goods; and
- Enhanced engagement of non-State actors, including civil society and the private sector, in the development and governance processes.

Four indicators were listed as measures of the extent to which the expected results would be accomplished. These are:

- (a) Increased number of countries applying best practices and policies so as to improve political, economic and corporate governance as advocated in the work of ECA and in the context of the African Peer Review Mechanism and NEPAD;
- (b) Increased number of member States adopting Anti-corruption legislation and increased support to AU Anti-Corruption Board and National Anti-Corruption institutions;
- (c) Increased number of African governments adopting policies and programmes for strengthening the institutional and organizational capacity of the civil service and public enterprises for improved service delivery; and
- (d) Increased number of mechanisms and regulatory frameworks for enhancing the participation of non-State actors and other stakeholders, including civil society and private sector.

3.3.3 The Findings

The findings are presented according to two main sources of data. The first summarized in Table 5 comes from the self-report, questionnaire and interviews conducted with the sub-programme division (GPAD) and the second is a summary of the field work results from the countries visited by the

evaluation team that is Botswana, Ethiopia, Gabon, Morocco, Nigeria, Rwanda and Senegal as well as the four RECs of ECCAS, ECOWAS, SADC and UMA.

Table 8: Summary of Sub-programme’s Performance 2010 -2012 –Log Frames I & II

Indicators	Targets	Inputs	Outputs	Outcomes/Results –Member States
No. of MS applying GG best practices	30 MS	AGR & APRM processes	AGR III, APRM reports	29
No. of MS adopting Anti-Corruption legislation	15 (10-20)	Advocacy on Anti-Corruption Protocol	MS Ratification	15
No. of MS governments adopting policies for PS & CSO strengthening	15	MRDE process, Anti-Corruption initiatives	MRDE reports, Meetings and TA reports	15
No. of Mechanisms & Frameworks for non-State actors CB	12	Information sharing CSO portal,	Information sharing portal, conflict setting toolkit	12
No. of African Public institutions adopting/applying appropriate methods/instruments in performance	15	Workshops on SMEs	SME task teams in SA and Uganda	18

Sources: Compiled from GPAD response to Evaluation Questionnaire and interviews and Review of Annual JFA Progress Reports.

The sub-programme has undertaken a number of workshops on Illicit Financial Outflows from Africa (Tunis, October, 2012), Youth and Democracy (November, 2012) and contributed to other ECA flagship reports on Economic Report on Africa (ERA) and African Women Report by working with the macroeconomic development and NEPAD and gender equality and sustainable development sub-programmes. According to Table 9, the sub-programme was successful in achieving most of its targets for the Plan period. However, the sub-programme noted some challenges relating to political sensitivity of some of the sub-programme reports, staff constraints, difficult partnerships, and capacity to disseminate some of the reports, quality control of the reports, high dependency of activities on XB funding and other “rigidities in programming.” The evaluation can confirm that some member States consider some items of the AGR questionnaire sensitive to their national building strategies. For instance, the evaluation was informed by the institutions implementing the AGR III country projects in Botswana and Rwanda that the discussion of ethnic diversity caused them a lot of difficulties during the research and report presentations. Apparently in both countries, ethnic discussions are considered divisive. But the whole purpose of the AGR III theme on “Elections and Diversity in Africa” was to open up debates on diversity including ethnicity. From this perspective the debates in Botswana and Rwanda were in order. Among the many entries to public sector reforms the sub-programme has correctly identified anti-corruption as one of the key factors hampering the continent’s development potential.

From the field, the evaluation found the following inputs, outputs and outcomes relating to the governance and public administration sub-programme.:

Table 9: Summary of Field Results Related to GPAD Interventions

Country/REC	Type of Intervention	Outputs	Outcomes/Results
Botswana	AGR country process, Participation of Anti-Corruption body in workshops in Rwanda	AGR Country report, Inputs to AGR III	Presentation at AGF 2012, Advocacy Media, Recommendations – IEC, CSOs and Opposition parties
Gabon	AGR & APRM processes	Reports on AGR and APRM, inputs to AGR III	Recommendations and advocacy by CSOs for reforms, Draft APRM awaits external verification.
Morocco	Some regional workshops on governance with SRO-NA	Workshop reports	No. formal action taken at MS or REC levels.
Nigeria	AGR	AGI Report	Engagement with INEC and other Govt departments on recommendations
Rwanda	AGR III process, APRM done in the past	AGR III country report and inputs to main AGR III	Recommendations taken up by relevant stakeholders
Senegal	Several governance seminars and training in collaboration with AGI, CODESRIA, IDEP, etc	Reports and training programmes, other publications	Country planning on undergoing APRM process

Source: Field Meetings and Interviews by Evaluation Team (September – October, 2012)

a. Relevance

Relevance of interventions of the sub-programme were measured in terms of the consistency of the interventions with member States and non-State actors' own policies, strategies and activities as reported by the respondents. Relevance of the interventions was also assessed in terms of the number of countries demanding the services of ECA in this thematic area. Even more importantly the relevance of the interventions were measured by the number of member States and other actors at country, sub-regional and regional levels adopting the recommendations and applying the tools, framework and policy reforms due to processes and outputs emanating from the sub-programme activities.

The thrust of the sub-programme is clear and consistent with the overall objectives of the Business Plan. This is one of the sub-programmes which have made significant impacts at member State level and at the African Union level. However, a review of the alignment between the objective, indicators and expected results show that: (i) the alignment and consistency were not carefully considered. The objective(s) seeks to strengthen capacity of member States but clearly not that of AU, RECs or non-State actors raising the question on whether or not there was a conscious intention and decision to exclusively focus on strengthening capacity of member States. The sub-programme activities reflect a different objective where capacity strengthening extended to the AU, RECs and non-State actors. (ii)The indicators are too focused on quantitative measures that is '...increased number of ...' and are

silent on the qualitative measures of the outcomes of using recommended policies and programmes on good governance. For example, the indicator on the number of African countries introducing national anti-corruption legislation and adopting and ratifying the UN and African Conventions on Anti-Corruption do not necessarily bring about change. The question is, do these necessarily remove or reduce corruption? Indeed during the field visits, the evaluation team found well legislated anti-corruption institutions in member States which have signed the Convention but the institutions had little power to fight corruption. It is generally known that existence of legislation and institutions on their own without active monitoring and advocacy do not create good governance. The objectives, indicators and expected results should in future be more carefully formulated to ensure that they produce desired outcomes in a better and measurable way.

However, in the field the evaluation team found out that out of 15 respondents interviewed on the relevance of governance sub-programme activities to their needs, some 90% of them said the African Governance Report, the APRM process, anti-corruptions and other activities related to private sector development and civil society strengthening were consistent and relevant to their own needs. The voluntary accession to the APRM process and expanding coverage of AGR process to over forty (40) countries is a good measure of recognition of the value addition of these interventions at country and sub-regional levels. In the four countries – Botswana, Gabon, Nigeria and Rwanda where the AGR III process was undertaken in 2011, 100% of the implementing institutions said the process was relevant in bringing together a diverse group of stakeholders to deliberate on topical issues of governance and development and produce a consensus based report. In Gabon, for example, the evaluation team was informed that the recommendations relating to the AGR country report on the reform of the Election Management Body and on Women's representation in Parliament have been taken up and were being considered by relevant government departments (Interview with Director of ISTA). In Botswana, the AGR country findings were shared with the October African Governance Forum (AGF) and the findings attracted a lot of government, opposition parties and media attention on the gaps identified on the governance of the country (BIDPA, 2012). In Rwanda the Centre for Conflict Management (CCM) said that the findings identified a number of positive governance reforms and served to encourage the implementing government institutions such as the Election Management Body and the Anti-Corruption Commission to continue the reforms (CCM, 2012). The APRM process in Gabon was also highly commented for its extensive involvement of different stakeholders.

From these field findings and the sub-programme's own report summarized in Table 8, it is fair to conclude that the sub-programme on governance is indeed assisting member States to create an environment for open debate and good governance. At RECs level some sub-programme involvement in the past was on elections support but no live cases were reported. Suffice to say that in ECOWAS the evaluation met the Vice President of the Commission who briefed on the current Malian situation and positively expressed appreciation of the general work of ECA. At the level of AU both the AGR and APRM processes had notable impacts to the Heads of State and Government Summits where member States are normally presented with the findings.

b. Effectiveness

The effectiveness of the sub-programme interventions were generally acknowledged by those interviewed in the countries visited. The number of countries and institutions reported by the division to be adopting policies, strategies, reforming legislation and ratifying conventions of different types suggest that the knowledge products and policy initiatives generated by the activities of this sub-programme are bringing about desired change in promoting good governance in the region. The nature of the process-oriented interventions through AGR and APRM were found quite effective in mobilizing

stakeholders to engage in a non-conflict driven process of consensus building and reforms. The institutions driving AGR III process in all the four countries of Botswana, Gabon, Nigeria and Rwanda were confident that their reports had made a difference and that their capacities were improved.

One issue though relating to effectiveness found in the field was sometimes a weak link that existed between some Sub-Regional Offices (SROs) and the sub-programme activities from Headquarters. In the AGR III activities in Rwanda, for example, the SRO-EA was not adequately involved in the conduct of AGR III activities. These were instead handled through UNDP local office. The explanation given is that there was no governance focal person in the SRO-EA. This matter will no doubt affect effectiveness of programmes and require attention from ECA.

c. Efficiency

The efficiency of the activities of the sub-programme were measured in terms of their timeliness of implementation in relation to the plan, the timely production of reports and other strategic results, in providing requested technical assistance, in transfer of funding to partners to help them deliver on their assignments and in the engagement of stakeholders in the dissemination of the reports. In all these measures of efficiency, stakeholders in visited countries had received funding for their activities and the requested technical support were provided. However, some delays in transfer of funds to enable the take-off of the country AGR III process were reported in Botswana and Gabon. Some delays were reported by 3 (75%) of the implementing institutions regarding the sub-programme providing feedback on AGR draft reports. On the APRM process in Gabon, the stakeholders reported that it took a long time (three months) to receive proper guidance from the APRM Office in South Africa. However, respondents were pleased that the support in financial and technical terms was quite efficient to the success of the implementation of the planned activities.

In the dissemination of reports and flagship products, the stakeholders expressed some concerns that these were not reaching them timely and in sufficient quantities. The evaluation team found that flagship reports of this sub-programme, in particular, the AGR was not reaching key stakeholders such as member States, parliaments, policy research institutes, universities, civil society groups, private sector and students. The team further found that there is no defined programme of supporting the advocacy process of the AGR country reports after the production of the final report.

d. Impact

The sub-programme has produced a large number of flagships knowledge products in the form of the African Governance Report, the MRDE Report, Anti-Corruption Legal Framework, APRM Reports and several other policy briefs, technical manuscripts and mechanisms that member States, public institutions and non-State actors are using to reform governance systems in the countries and sub-regions. The number of member States adopting some of the recommendations and adopting appropriate recommendations and mechanisms recommended by AU and RECs as a result of technical advice of the ECA governance sub-programme seems to be growing steadily (see Table 9). The evaluation was also informed that interventions around ant-corruption legislative framework, civil society post-conflict toolkit among others were making some significant difference in the work of these key actors in governance reforms. The sub-programme's knowledge products were reported to be process-oriented, mobilizing the population and impacting positively on governance reforms in the countries visited. Indeed the AGR and APRM processes were engaging a cross-section of key stakeholders at country level. These processes were involving some learning activities and of course consensus building in their results. This system of using carefully designed and comprehensive tools such as the AGR questionnaire, the APRM framework and others are most likely to have lasting impact

than knowledge products produce elsewhere and imposed on stakeholders. These country driven processes were reported to be building capacity of the lead institution as well as the capacity of those involved in the processes

However, a number of suggestions were made by respondents regarding continuity and implementation of some of the noble products of the sub-programme such as the AGR country report. Partners suggested that a budget must be provided for post-report dissemination and advocacy activities. They also felt that the final regional report should be disseminated or launched with their involvement. Finally, they felt that country networks from processes on AGR and APRM should be assisted to grow into sub-regional networks which will allow for information sharing and the building of a pool of expert networks on the subject matter thereby built the capacity of non-state actors on good governance.

e. Sustainability

Will the interventions initiated by the sub-programme continue after ECA's technical and financial support is terminated? This was the question put to those interviewed in the field. Some 12 (80%) of the 15 respondents who answered on AGR governance project said these interventions will continue even though there will be some shortage of resources. There was acknowledgement of existing technical capacity that has been developed. However, it was gratifying to note that in Gabon the APRM process costing well over US \$1 million a year was almost exclusively funded by the Gabonese Government. It must be accepted that good governance has a cost and although partners' support will always add to the success of the projects/programmes member States and local actors must be encouraged to increase their stake in governance by meeting its cost.

3.4 Sub-programme on Gender Equality and Social Development

3.4.1 Sub-programme Context

The evaluation found that the sub- programme interventions were applied in a general context of receptiveness and desire by member States, Regional Economic Communities, other Intergovernmental organizations, the African Union and the public institutions, private sector and civil society organizations to address the challenges of gender equality, women's advancement and also to achieve greater success in equitable social development for all peoples with specific focus on the most disadvantaged groups including women, the poor, youth and minority groups. Many member States have committed to gender equality and have legislated key national laws and acceded to sub-regional, regional and global protocols, conventions and declarations relating to promotion of gender equality and women's social, political and economic advancement. Although the level of commitment and progress to the gender equality and women's advancement differ from one member State to another and from one institution/organization to another, the evaluation found that the general atmosphere at all levels was conducive to the objective of the sub- programme. Countries are keen to address bottlenecks around issues relating to the girl-child's education, health and maternal mortality, HIV/AIDS, poverty and violence against women and children.

The evaluation also established that there are challenges of capacity at all levels. While there is widespread awareness of gender equality issues, the human resources and strategic policies, strategies and tools to implement projects and programmes on the subject were generally insufficient. There is a general acceptance for external support to the key requirements of reforms relating to gender equality and social development. From this point of view the general climate of gender reforms and equitable

development exist in the African region. The major constraint seems to be the skills and knowledge of how to plan, strategize, implement and monitor gender reform programmes.

3.4.2 Objectives, Indicators and Expected Results

The main objective of the gender equality and social development sub - programme during the period of the ECA's Business Plan 2010 - 2012 is to "strengthen the capacity of member States to achieve gender equality, women's advancement and to achieve equitable social development envisaged in the African Union (AU)'s protocols and conventions and the New Partnership for Africa's Development (NEPAD) agenda." The expected accomplishments/ results of the sub- programme are stated as:

- Enhanced capacity of member States and regional intergovernmental bodies to mainstream gender concerns into policies and programmes.
- Improved capacity of member States to implement and report on regional and global commitments on gender equality and women's empowerment.
- Enhanced capacity of member States to address the persistent and emerging social and economic concerns of women relating to poverty reduction and sustainable development.
- Enhanced national and regional capacity to design, implement and monitor social policies and programmes for accelerating progress towards achieving effective delivery of social services; and
- Enhanced Gender mainstreaming and awareness in ECA programmes.

The indicators of are listed as:

- Increased number of member States making use of the knowledge and information generated by the tools and learning and sharing networks that have been established;
- Increased number of member States able to fulfill their reporting obligations on international and regional commitments on gender equality and women's empowerment;
- Increased number of programmes and initiatives targeted at improving the social and economic situation of women in member States as a result of ECA interventions;
- Increased number of policy makers and other stakeholders with increased knowledge of policy options for effective delivery of equitable social services gained from ECA capacity building programmes; and
- Increased number of female participation and representation in ECA management committees and programmes.

3.4.3 The Findings

The findings of the evaluation team show that indeed the sub - programme activities targeted and achieved measurable results in building, strengthening and enhancing capacities of ECA, member States, RECs and AU to gender mainstream their programmes. The sub- programme has involved a

large number of member States, policy makers and other stakeholders in its activities. It has made impressive outreach and engaged with stakeholders at different levels.

Table 10: Summary of Sub-programme’s Performance 2010 -2012 –Log Frames I & II

Indicators	Targets	Activities	Outputs	Outcomes/Results – Member States
No. of national institutions and IGOs applying gender policies.	10	Advocacy and monitoring process	gender mainstreamed policies	10
No. of MS & IGOs adopting apply knowledge and tools on gender	9	Advocacy on gender protocols and conventions	mainstreamed policies	5
No. of National inst. & IGOs applying AGDI related knowledge	48	Advocacy and use of AGDI	AGDI and AWRO reports, Meetings and TA reports	25
No. of policy makers with increased gender knowledge	100	Information sharing , workshops on gender statistics	AGDI African Women Rights Observatory (AWRO)	100
No. of MS fulfilling reporting obligations on international and regional commitments	35	Report on Women and Development	Progress Report	44

Sources: ACGSD response to Evaluation questionnaire, interviews and Review of Annual JFA Progress Reports.

In addition to the summary in Table 11, the sub-programme reported the following accomplishments:

3.4.3.1 – Tools and Knowledge Products

Fifteen (15) member States developed AGDI and received technical support. Ghana and Djibouti were assisted to develop manuals on ‘Time Use’ and technical support was given to SADC and ECOWAS.

3.4.3.2 Knowledge Platforms and Reports

Knowledge platforms were created on Human and Social Development (HSD), E-Network Machineries, AWRO, Youth Report, Social Development Index and Manual on HIV/AIDS were established.

In the field, the team found activities on AGDI and the African Women Rights Observatory (AWRO) in Botswana, Rwanda and Senegal. Elaborate involvement of the sub-programme in SADC gender programme was also found. A general observation here is that the sub-programmes are overwhelmingly on gender related and much less on social development.

a. Relevance

The evaluation assessed the relevance of the sub- programme interventions by analyzing reports on demand for technical assistance, requests made to ECA for assistance on gender equality and social development, the utilization of different knowledge products, policies, strategies, tools developed, working mechanisms established, joint programmes on gender with partners such as RECs and AU and interviews conducted with various target groups in the field during the evaluation visits key respondents

at institutional, national, sub-regional and regional levels were asked direct questions on the relevance of the knowledge products and technical assistance provided to them by the sub-programme.

Seven (7) 100% of the people who were involved in AGDI and AWRO in SADC, Botswana and Senegal said that the ECA's gender equality and social development sub-programme has produced unique and widely relevant knowledge products and tools that were enhancing their work on gender equality and in creating opportunities for equitable sustainable social development. The sub-programme reports that it assisted fifteen (15) countries between 2010 and 2011 to develop and implement their national AGDI and gave technical assistance to ECOWAS and SADC on the AGDIs related activities. Some member States such as Gambia and Malawi which belonged to the sub-programme's first generation of the twelve (12) countries assisted to develop national AGDIs were reported to be successfully using the tool to monitor gender issues in different sectors. In the countries selected for evaluation, the team found indeed that member States were very energized by the development and application of the AGDI tool. Botswana and Senegal, for example, had just completed the process of producing the national African Gender Development Index (AGDI) and were looking forward to finishing the report and implementing it to measure national progress on gender equality and women's advances in political participation, economic development and social advancement. The evaluation was informed in both countries that the process of developing the country's AGDI had mobilized a large constituency of a variety of stakeholders who collectively developed the database, indicators and the report itself. The process for instance brought together the Statistic Bureaus, Gender and Social Security Departments, Finance, Labour, Education, Trade and Health Ministries, private sector and civil society organizations to be partners in the long journey of producing the national AGDI.

Perhaps the Rwandan case even better illustrates the perceived relevance of the AGDI tool at member State level. According to the Gender Monitoring Office (GMO) a Rwandan agency charged with responsibility to monitor progress in the implementation of gender equality in the country, it signed a Memorandum of Understanding with ECA to start the AGDI development in 2011. The division responsible for this sub-programme confirmed the inclusion of Rwanda in the countries to be assisted with funds and technical support in 2011. However, for various reasons of technical and lapses in communications between ECA's sub-programme and GMO, the funds were not transferred to Rwanda for the work to begin. During the evaluation, GMO was disappointed that although EC-division responsible had trained three of their officers to prepare them to drive the AGDI process, they had failed to transfer the funds. The sub-programme's reports that the delay was caused from the other side and earmarked funds were transferred to another country and Rwanda has now been placed in the third generation of countries to be assisted to implement their AGDI in 2013-14 financial year.

Other sub-programme tools such as Time Use, Gender Mainstreaming, Human and Social Development (HSD) knowledge platforms, the African Women's Report, Social Development Index, African Women's Rights Observatory among others, were also reported to be relevant by different respondents in the field. These outputs were considered to have produced knowledge products that created awareness, skills, monitoring, advocacy tools, gender relevant databases, gender mainstreamed plans, strategies, forums and platforms which were directly driving a wider policy reform programme at member State, RECs and AU levels. At RECs level, gender programmes were active and as in SADC and according to division responsible, in ECOWAS as well. The ECA tools are effectively used to mainstream gender in trade, macroeconomic policies and programmes, land, environmental management and natural resources policies as well as monitoring sub-regional progress on gender protocols.

b. Effectiveness

Effectiveness measures the extent to which the objectives of the sub-programme were achieved by implementing its different interventions. The gender equality and social development sub-programme sought to strengthen and enhance capacity of member States to attain gender equality and equitable sustainable social development. Given the reported popularity of the different knowledge products and the acclaimed uniqueness of the ACGS products as well as what those interviewed gave as responses to the questions asked on effectiveness, it is evident that some measure of effectiveness has been attained in building the capacity of relevant member States departments on gender equality, women's advancement and social development. The existence of technical tools such as AGDI, Time Use, Mainstreaming manuals and African Women's Rights Observatory (AWRO) meant that before they can be used successfully, the users had to be trained. The sub-programme managers reported that they trained people from 44 member States and from 10 other member States between 2010 and 2011 to use gender mainstreaming tools and integrating into their plans population and gender issues related to Beijing Plan of Action. The evaluation can confirm that quite a large number of those interviewed in the field had been trained to use ECA sub-programme tools. These are the people currently applying the tools in their countries and organizations.

However, capacity strengthening is a process that takes time and continuous learning. It cannot sufficiently be done by going through a three-day workshop or a week long training programme. Continuous support and refresher training programmes including support in the field are required to increase and sustain capacity of the programme implementers. Many of those interviewed said they will do with more training. However, capacity is built not just through training in workshops and short training courses. It is also built or enhanced through networks, conferences and other forms of knowledge sharing and involvement in peer activities. With regard to this sub-programme a variety of sub-regional networks were reported by those involved. For instance, in Southern Africa, there are number of gender related networks which are facilitated by sub-programme such as the E-network of gender machineries of information sharing and advocacy and sharing of experiences around the development and implementation of AGDI (interviews in Botswana and Senegal).

c. Efficiency

The efficiency was assessed by the general timeliness of delivery of services – technical support, the use of funds as planned and the extent to which funds and materials were transferred to programme activities in the field for them to start as planned. The sub-programme managers reported that they had no major challenges in delivering resources to where they were required on time. In fact some funds were not always fully utilized for the scheduled activities. On their part stakeholders reported delays in transfer of funds and supporting technical assistance. The case of Rwanda has already been mentioned above. Some delays in provision of technical services and funds were reported in Senegal, Botswana and SADC as well.

d. Impact

The evaluation's main objective was to assess the extent which the sub-programme was able to achieve its expected results. That is, to determine the extent to which capacities of member States, RECs, AU and ECA were strengthened and/or enhanced in gender equality, women's advancement and promotion of equitable sustainable social development. The evaluation separately asked the sub-programme managers and partners in member States visited, RECs and AU to explain (a) the extent to which the outcomes/results of the ECA's sub-programme interventions improved their skills, knowledge and

capacities to do their work better and (b) whether or not any changes in behavior, policy reforms could be said to have been developed as a result of the interventions of ECA tools, technical assistance, knowledge products and/or funding. While reporting the involvement of several other partners and partnership arrangements including the UNDP, World Bank, UN Women, UNICEF, EU, WHO and many others, the respondents invariably described ECA's role as that of a "technical advisor". They claimed that ECA's work in general and specific knowledge products of the sub-programme on gender equality and social development had made impact on their skills, knowledge and work (Botswana's Women's Affairs Department, Rwanda's GMO and Senegal –AWRO). The impacts were presented to the evaluation as evidence-based policies, monitoring and advocacy tools, resolutions, strategies and plans which were used to drive change.

The impacts of the sub-programme were highlighted in gender mainstreamed databases that exist in many member States and RECs and being used in reforming the budget process, in economic and investment policies, trade promotion programmes and in new programmes and technical studies ongoing in sub-regions such as SADC on Violence Against Women (VAW). Respondents at SADC, for instance, were emphatic that support provided by the ECA's gender programme was critical in setting the SADC agenda on gender and bringing about new data on required policy actions.

In conclusion, although the impact of the sub-programme interventions are difficult to attribute to ECA's sub-programme on gender and social development alone given several other partners who are involved in this area of development assistance, it is evident that ECA's contribution is unique. The impacts are also evident though they have to be looked at in terms of short, medium and long terms. In terms of the later, the impacts are limited as the interventions are fairly new having been introduced just about 4-5 years ago (2007 – 2012). However, the potential for the creation of a gender equal and social equitable development in the African region are much higher now than they were 10 years ago. Much of the progress can be attributed to concerted efforts and technical tools that are helping to move countries and institutions from statements of good intentions to measurable actions to reform society.

e. Sustainability

All respondents were asked whether in their opinions the changes that have resulted from the ECA's sub-programme interventions were sustainable. The sub-programme managers did not think most of the interventions were sustainable at this stage and felt the support by ECA was still required. In the field there was a similar unanimity. From Botswana to Morocco, Gabon to Rwanda gender departments and agencies were crying for more support and guidance by the sub-programme. The general justification for continued support by ECA in this area was that the tools required some technical support that partners at the moment limited capacity to apply on their own.

The view of the evaluation team on sustainability of the different interventions of this sub-programme is that it is not yet guaranteed. The majority of interventions are still fragile and particularly in the social and human development area they are at trial stages. However, the gender equality part of the sub-programme has a higher potential for sustainability for a number of reasons. Firstly, many member States, RECs and institutions have established departments/sections dedicated to gender equality promotion and these have regular budgets to drive the gender programme. Secondly, the progress made so far will be very difficult to reverse given existing higher levels of awareness, knowledge, skills and human resource capacity which in many areas have translated into legal safeguards on gender equality. The interface between political governance, corporate governance, trade and economic development is much stronger and any regression on gender equality will have not only negative social repercussions but political and economic as well.

Box 1: Best Practice Case: IDEP

There is a lot of positive work being done out there at the different levels by ECA specialized agencies. The work of the Institute of Development and Economic Planning (IDEP) and its associated African Institute of Governance (AGI) provides a best practice of how training in policy and planning can become most effective and achieve capacity targeted results. After many years of challenges, IDEP has devised a new strategy which target training of policy makers in policy relevant short and medium term training courses. The Institute has struck close working relationships with member States, RECs and non-State actors which are successful bring both trainees and resources. The Institute has also become the nerve-centre distributing and advocating for ECA flagship products.

3.5 Evaluation of the JFA Partnership

3.5.1 Context

The second key objective of this evaluation was to review the effectiveness and efficiency of the JFA mechanism and determine the extent to which it has assisted ECA achieve its goals and objectives as spelt out in the Business Plan 2010-2012. The JFA partners are the governments of Denmark, Norway, Sweden and United Kingdom. There are several other partners contributing to the ECA's Business Plan through Extra Budgetary (XB) funding mechanism such as Australia, Canada, Finland, European Union and others which are not currently operating within the framework of the JFA. This section of the Report is therefore specifically about how the JFA four-member funding arrangement with ECA has performed over the past three years from 2010 to 2012. The evaluation team derived its data and evidence for this section from reviews of the JFA Agreement, bilateral agreements, half yearly and annual financial and programme implementation reports and the proceedings of associated meetings. In addition, the team developed two questionnaires one targeted at the four JFA partner representatives and the other to the Partnership Coordination Office (PATCO) of the ECA. During discussions with ECA sub-programme divisions and Sub-regional Offices (SROs), the issue of JFA funds and their management naturally arose.

3.5.2 Findings

3.5.2.1 JFA Funding and Priorities

The JFA funding has played a significant role in the total XB funding requirement of the ECA Business Plan 2010 -2012. The Business Plan required a total of US \$109.9 million XB and JFA partners contributed US \$46.21 (42.0%) (Table 11 refers). The JFA to an extent complied with the sub-programme priorities as set out in the ECA Business Plan. It was only in one critical sub-programme of regional integration that JFA partners put less resources and instead put priority on the gender equality and social development sub-programme. The overall spending by sub-programmes shows a steady rise in absorption capacity with close 65.5% of the pledged funds used by end of August 2012 and a significant portion already committed to ongoing activities. However, the level JFA resource utilization by thematic sub-programmes excluding ACPC during the same period was 75.0%. The average utilization rate for the four sub-programmes under evaluation was at the same at 74.4%.

3.5.2.2 – The Attribution/Contribution of JFA Funds to the Results

As expected, the evaluation team faced the challenge in the field when asking respondents to assess the extent to which results by ECA interventions could be distinctly attributed to ECA funding. Clearly even those who received some funds to execute specific activities could not emphasize on funding but on technical advice and knowledge of ECA. Their view was that a distinguishing feature of ECA's support was its role as technical advisor and producer of valuable knowledge products and tools. In fact, a significant amount of JFA funds went to production of flagship reports and tools such as ARIA, ERA, EOA, AGDI, APRM, MDG Report and AGR as well as to meetings and conferences where these products were discussed and disseminated. In this context, it is very clear that ECA and its JFA partners contributed to the results discussed above, by bringing into the equation a distinct package of technical support which is making a difference/**contribution** to capacity strengthening and driving the agenda of convergence towards the AU regional development vision. The most salient point made by partners in the field was a clear understanding that ECA was not a donor. This is an important point in that the

competition in the field is largely based on what financial resources an external partner can bring rather than the skills and technical support.

Table 11: Income and Expenditure Report – JFA Funding as at 31st August 2012 (in US \$ millions)

Thematic I	Total Income as at 31 Aug 2012	Total Expenditure as at 31 Aug 2012	Available Balance as at 31 Aug 2012	Fund Utilization Rate
Promoting Gender Equality and Social Development	7,149,031.92	5,851,155.44	1,297,876.48	81.85%
Strengthening Statistics and Statistical Capacity in Africa	1,780,617.74	1,718,591.15	62,026.59	96.52%
Economic Development & NEPAD	4,817,793.62	3,905,866.49	911,927.13	81.07%
Promoting Good Governance & Public Administration	7,098,651.40	5,535,443.44	1,563,207.96	77.98%
Food Security and Sustainable Development	160,000.00	0.00	160,000.00	0.00
ICTs, Science and Technology	264,383.00	95,263.95	169,119.05	36.03%
Regional Integration, Infrastructure and Trade	4,235,681.50	2,397,435.18	1,838,246.32	56.60%
Special events	1,653,845.05	853,356.42	800,488.63	51.60%
Thematic Sub-Total	27,160,004.23	20,357,112.05	6,802,892.18	74.95%
Thematic II – ACPC				
African Climate Policy Center	19,050,132.78	9,895,963.72	9,154,169.06	51.95%
GRAND TOTAL	46,210,137.01	30,253,075.77	15,957,061.24	65.47%

Source: PATCO, 2012.

3.5.2.3 JFA Working Mechanisms

The JFA partnership involved more than just funding. A number of consultative and monitoring structures (working mechanisms) were established. These were the technical working group, the Mid-year Progress Review and End of Year Programme Implementation Progress Meetings. From the interviews and records of the meetings, it is evident that these mechanisms worked well and succeeded in establishing a mutual understanding and some rapport between partners.

Both the JFA partners from the funding side and the ECA management and programme managers, implementation side agreed that the Joint Financing Arrangement has been both essential and appropriate to the delivery of Business Plan. The JFA brought assistance and funding under “one roof,” shared experiences/lessons and facilitated the production of a broader programme strategy and reports which were more comprehensive than individualized projects reports characteristic of the 2007 - 2009

(JFA I) period. The parties also agree that the effectiveness and efficiency were substantially improved as partners sought to realize the principles of the Paris, Accra and Busan Declarations on Aid Effective. The parties in the JFA partnership reported that some useful learning took place including the need to reconcile different planning and reporting cycles, expectations of each of the parties and partners' insights into ECA's programme activities and outputs as they worked on commonly coordinated activities with clear reporting milestones.

From the financing viewpoint, the JFA process provided a useful framework where funding became predictable with relative flexibility. Each member of the JFA was not only obligated to the ECA as the Co-operating Institution (CI) but also to the other partners in the JFA Agreement. Even more critical and perhaps unique selling point of the JFA framework was the relative flexibility the Arrangement provided to ECA to use of the funds for priority sub-programmes in the Business Plan. Although still limited this flexibility (see below) allowed ECA some space to operate and manage funding allocation in a programmatic way.

At a substantive programmatic level, the JFA is reported to have been participatory. Respondents said partners were involved in annual reviews, adjustments, discussion of challenges and tendered advice as necessary. In addition, partners, by closely monitoring performance and interacting with divisions of ECA (programme implementers) had the role of quality assurance and acted as important catalysts in the attainment of planned results. Evaluators were informed that individual partners were also allowed access outside the framework of the formal review meetings to individual directors of sub-programmes. It appears this window led to some good working relationships between divisional directors and partners. At another level, the JFA framework seems to have been valued by other partners so much that evaluators were told that there is a possibility of some of the current bilateral partners joining the JFA. On the other hand, current members of the JFA said they would value new members joining the Arrangement.

3.5.2.3 Challenges

It was however, not all rosy with the JFA partnership. There were a number of challenges that would need to be addressed as the partners move into the future. The challenges revolved around bilateral versus multilateral or more better put, project versus programme funding, the degree of flexibility afforded the ECA as the Co-operating Institution in the allocation of funds, consensus on planning and reporting time frames, delays in disbursements of funds by funding partners, regular changes in the staff of the different partner embassies and associated institutional memory loss to communication and relationship management issues. These clearly inter-related challenges are not insurmountable but provide important lessons for the future. Essentially, they revolved around programme versus project approach as elaborated below.

3.5.2.4 Reconciling Project and Programme Approaches

The principles underlying both the Business Plan and the JFA partnership are efficiency and effectiveness of programme delivery and reporting. The Business Plan has set out clear priorities and sifted out several other activities that ECA could do but were not priorities. It identified seven strategic sub-programmes and aligned them to the regional development priorities and agenda of the African Union. For these sub-programmes to achieve effectiveness and make useful impact, a three year time frame has been agreed in the Business Plan. Hence the Business Plan has moved from the project to programme approach with medium-term planning. The JFA framework consistent with the

programmatic and planning approach has both guaranteed predictability and also some flexibility in use of resources in a medium term the planning horizon. The partners have further agreed on priorities and targets in the terms of support to AU/AUC, REC and ECA member States (Table 1). However, these fundamentals subsumed in the Plan and JFA Agreement in practice met with challenges that limited success. First, the funding partners entered the JFA Agreement through preferred/earmarked sub-programmes approach instead of buying into the whole Business Plan. This is understandable as their total funding was below the total XB required to deliver the three year Plan. So they each had to select what their priorities were. However, once each partner had defined their contribution, it should have been possible to create a pooled fund which will be operated and reported as one – JFA Fund. This fund should have operated as some sort of ‘budget support’ to ECA and all the details of management, reporting and utility of funds should have been captured in the JFA Agreement. Instead, funds were locked to each sub-programme (project) and there were bilateral agreements over and above the JFA Agreement. The reporting too was done by (project) to individual partners. In the process, flexibility in the use of funds appears to have been seriously compromised. To this extent, the JFA was not as effective and efficient a tool as it ideally should have been.

It was difficult to understand why this situation arose because many partners are familiar with and do use the ‘budget support’ arrangement with governments and the UN system around the world. The glaring challenge in the use of bilateral arrangement was found in the cases of specialized policy centres for example, the African Climate Policy Centre (ACPC) where all JFA members have bilateral agreements with ECA in support of ACPC. This is expensive to administer and defeats the JFA mechanism.

The JFA Agreement was not sufficiently elaborate and concise so as to satisfy the expectations and reporting requirements of some of the partners. For example, it was not clear on how funds not utilized in a previous year would be handled in the following year. There was also a need to have clarified the different financial years/cycles of UN versus the partners’ own financial years.

The earmarking and reporting by projects supported by bilateral agreements were reported to have locked up funds and closed out possibilities of moving funds around to credit fast moving sub-programmes versus slow moving ones. At the end, delays in overall implementation of programmes occurred as disbursement of funds could not be done before agreed expenditure thresholds were attained. This situation appears to have created a general state of inefficiency in the overall operations of the JFA. Finally, flexibility was another bottleneck. The funding partners felt that sometime it was overstretched by ECA while the latter felt that earmarked funds were restrictive.

These bottlenecks do not however exceed the overall value addition derived from the use of the JFA vehicle for the Business Plan implementation.

3.5.2.5 Organizational and Operational Efficiency Issues of ECA

Like all organizations with field activities and headquarters operations, ECA seems to have had a challenge of striking a judicious balance and strategic complementarity between the Head Office and field Office operations. The evaluation team was informed that planning, resource allocation, reporting and co-ordination are done together between the programme divisions at Head Office and Sub-regional substantive programme (SROs) which are treated as individual programmes at the same level as sub-programme divisions. Evaluation team further noted that there are structures in place such as the Committee chaired by the Deputy Executive Secretary in addition to half year and yearly programme review meetings which continuously oversee programme implementation, resource re-prioritization and

such other issues that might arise in the course of implementation of programmes. All these structures notwithstanding three issues seem to require some attention of the Executive Management in order to ensure that service delivery to clients does not suffer. Suffice to say the evaluation team came across one case each in ECOWAS, SADC and Rwanda where clients were not too happy that ECA delayed to deliver promised funds on time. Granted that these were unconfirmed reports, nevertheless perceptions or allegations of this nature do not project an otherwise generally efficient organization like ECA very well.

The first issue requiring attention is the need to clearly define the work relationships between Divisional work and SROs' own mandate. The key questions here are: are the SROs' responsible for their own separate work programmes which is independent from that of divisions at Head Office? What responsibilities do SROs have in ensuring that knowledge products from divisions are disseminated and follow up advocacy activities carried out? What role and responsibilities do divisions at Head Office have in complimenting and strengthening capacity of SROs and participating in region specific knowledge products led by SROs? The team found that this area of work relationships and role clarity was negatively affecting ECA's operational efficiency in the field. The second issue relates to resource allocation. There is a general perception among the SROs visited, that XB resources are highly concentrated in the divisional activities and that SROs receive very little of these resources. It was further alleged that once funds are allocated to divisions, it is difficult to get them released to support SROs operations in the field. The evaluation team was informed that some 60% and 40% principle was used to allocate XB funds between divisions and SROs. It appears this principle is guided by the human resource capacity of divisions compared to those of SROs. Some clarity is required so that claims of low prioritization of SROs' work are resolved. The third issue related to inter-divisional work both at Head Office and in the field. There is evidence of increased joint activities and collaboration between divisions. For example, co-operation and collaboration were noted between Gender and Statistics, Governance and Macroeconomic division, ICT Science and Technology with several other divisions such as RIITD, and others. These efforts notwithstanding, in the field interventions were found not coordinated and running parallel with potentially the same stakeholders such as for gender and governance sub-programmes.

Efficiency and effectiveness of ECA and JFA will certainly be improved by closer attention to these complex but certainly not unique organizational challenges.

3.5.3 Way forward

Evidently the JFA remains the best instrument available for a generally improved effectiveness and efficiency in the implementation of the ECA Business Plan. It produces stronger partnerships, closer interactions and has many potential advantages to reduce cost of administration and reporting while enhancing collective focus on attainment of results. The period of the Business Plan – 2010 - 2012 has provided a worthwhile learning curve for all the partners. Some bottlenecks identified above have to be resolved and all the partners agree that these are not insurmountable. The first improvement will be to carefully graft the JFA Agreement such that it more succinctly addresses the issues of reporting and flexibility. The second action will be to move forward to establish a real ‘pooled fund’ which operates on the principles of budget support. This will undoubtedly increase the efficiency and effectiveness of JFA mechanism. The funding partners need to buy into the components of the Business Plan once and thereafter focus more on the delivery of the results and related strategic level impacts at different levels of the target groups.

ECA also needs to move quickly to resolve organizational issues identified above which affect operational efficiency and effectiveness in the field. This might require a careful re-definition of the role of SROs such as making them focus more on supportive research to ECA knowledge products led by divisions than their own region specific products, technical assistance and training using more of the knowledge products developed at Head Office than trying to do their own under conditions of limited human and financial resource capacity.

Chapter 4: General Conclusions, Lessons Learnt and Recommendations

4.1 Conclusions

4.1.1 Types of Knowledge products and their Impact

The general conclusion of this evaluation is that through the support of the Joint Financing Arrangement (JFA) mechanism applied within the context of a well-defined Business Plan, ECA has been able to successfully project itself as a technical advisor and producer of unique knowledge products and tools. The knowledge products and tools positively received by those reached do strengthen capacities and mobilize people and resources for Africa's development. The evaluation team in its interactions with a cross-section of the target groups in the Member States (MS), the Regional Economic Communities (RECs) and the African Union Commission (AUC) found that ECA's knowledge products and tools while not the only ones available in the field are being used to strengthen capacities of the targeted partners. These knowledge products, tools, mechanisms and other outputs and their reported outcomes/results and impacts are summarized in the Table 12 in this chapter by sub-programme of the evaluation.

The Evaluation found that different products of ECA were making impact to stakeholders at different levels of operations. Some were more direct in influencing decisions of policy makers while others were process oriented and citizen-driven in their results and application. However, both yielded important results in the desired direction. For example, the generic products of the governance and gender sub-programmes delivered through carefully researched tools which involved stakeholders' inputs at their development stage still required a process of 'domestication' to each country situation. Such tools and products include the APRM process, the African Governance Report methodology, the African Gender Development Index (AGDI), Gender Mainstreaming Manual in the Governance and Gender sub-programmes respectively. As observed in Gabon, with regard to the cases of AGR and APRM processes and in Botswana and Senegal in the case of AGDI, each of these tools involved citizens and leaders at individual member States to own and drive the process while ECA provided relevant technical support on the application of the particular tool. The value addition as reported by partners and observed by evaluators was in the engagement of citizens as drivers and ultimate owners of the output(s) and the ensuing reform process. In the application of these tools, ECA's role was clearly delineated as technical advisor and capacity support partner.

In both the governance and gender examples above, the outputs were evidence based and designed to form the basis of advocacy for reform. Other sub-programmes in macroeconomic analysis and regional trade integration different types of knowledge products and tools were produced to provide alternative strategies and policy options. The flagship reports such as African Economic Report (AER) and Assessing Regional Integration for Africa (ARIA) by the macroeconomic analysis, finance, economic develop and NEPAD, and regional integration, infrastructure and trade development sub-programmes respectively have generated new ideas and policy options that are directly influencing the decisions of Ministerial and Heads of State and Government Meetings of ECA and AU. For example, the evaluation team was informed that the 'Developmental State' concept in the EAR 2011 was widely received while the ARIA findings have driven the AU to make a decision to accelerate its establishment of the African Free Trade Area (FTA) from 2025 to 2017 instead. These two entry points – country based process oriented and citizen driven interventions and flagship advocacy products aimed at high level decision

makers must be pursued but seen as a continuum rather than options. They both build capacity and influence change/reforms in the desired direction.

Comparable products and tools were met in the field relating to the activities of the three sub-programmes that were not selected for closer evaluation. That is, the food security and sustainable development (FSSD), African Centre for Statistics (ACS) and Information and Science and Technology Development (ICSTD) sub-programmes. The latter sub-programme for example, was widely involved and acknowledged in its interventions and technical assistance to the Government of the Republic of Rwanda and its general facilitation role in regional integration and trade promotion in different sub-regional programmes. Food security and sustainable development sub-programme was very visible in the sub-regions (RECs) of North and West Africa where issues of climate change and associated impact on food security are rated top of the agenda.

4.1.2 Balancing Sub-programme Activities

The team found that some divisional mandates could be broader than they currently are. The case of regional integration and trade development, for instance, backs the question of whether or not regional integration is purely an economic matter or would be feasible if some attention was also paid to higher education development, sports and recreation and related activities which have quicker and stronger people-based integrative characteristics. Put differently, regional integration work should go beyond economic strategy to include the social and human resource dimensions in a manner similar to political integration through regional parliament, human rights, anti-corruption and related interventions. At AU levels the programmes/departments reflect a much more social dimension agenda than those of ECA's. The evaluation team considered the social development element in the gender equality and social development sub-programme as weak and narrow in scope. As a result it is not fitting well with the comparable social agenda of the AUC programme. This means ECA cannot fully assist AUC in this area.

4.1.3 The Challenge of Outreach

The valuable knowledge products and tools produced by ECA are not reaching the wider audience of the African population. The broader section of the policy making community in member States and RECs, universities and research institutions, private sector and civil society organizations do not have access to these products. The team searched in the offices and libraries of the countries and organizations visited and found at best very old ECA reports of the 1990s and 2000s or nothing at all. The few policy makers in key Ministries of Finance and Economic Development, Trade and Commerce, Gender and Women's Affairs who had selected copies of flagship reports were not sharing them with other officers in the wider government system.

The explanations received from divisions; and communications, publications and distributions Sections relating to dissemination through mailing lists and the website and SROs were weak. Reasons of costs of producing larger quantities and their distribution were also unsatisfactory to the evaluation team. This historical challenge (as shown by the review of reports of past evaluations) requires new and alternative outreach strategies. The danger of keeping limited circulation of the ECA products is basically that the products are creating a knowledge gap between policy makers and leaders on the one hand and citizens and their organizations on the other. Not only are the outcomes of this neglected constituency failing in capacity building efforts particularly for women and youth but it is bound to make reforms more top-down in character and difficult to implement. The experiences of other regions

such as European Union show that top-down reform processes are limited in impact and unsustainable in the long term.

4.1.4 Challenges of Capacity Building in Partner Institutions

ECA's interventions have made significant impact in strengthening capacities of the member States, RECs and the AUC. The recipients of ECA assistance were able to point to elaborate examples of activities and results of ECA's work in their institutions and organizations. Among these were joint publications of flagship products such as AGR, APRM, ARE, ARIA, AGDI, MDGs' Reports and other process-oriented support such as preparation of papers for strategic meetings of Ministers and Heads of State and Government of AU. Equally relevant to capacity strengthening were production of African position papers on trade negotiations, environment and climate change and tracking of progress of MDGs and other international conventions and agreements. In this way, ECA has strengthened technical capacity of MS, RECs and AU at the same time as it contributed to the raising of Africa's voice in the international arena.

However, capacity development is a complex process that involves consumption of a large amount of human and financial resources and would naturally create an environment of inequality between the co-operating partners. Voices were heard in the field suggesting that ECA's capacity building efforts, particularly of RECs and AUC were limited to production of knowledge products in collaboration with selected departments but less focused on direct human resource development of partner institutions. Proposals were made for more direct capacity development along secondment of senior ECA officers to partner institutions, attachment of partner institutions' junior officers to ECA's programmes and activities in the field, short-term training and establishment of new policy centres such as ACPC and ATPC in the AUC rather the ECA. These views would require constant attention and more focused in-house capacity support might be worth consideration.

4.1.5 The Role and Relevance of JFA Mechanism

The JFA mechanism has proved to be a useful initiative to the implementation of ECA's Business Plan 2010 - 2012 and the accomplished results. It reduced the cost of administration of funding on the co-operation institution and thereby improved efficiency in the use of resources provided by JFA partners. Nevertheless there were clear bottlenecks which tended to limit the potential effectiveness and efficiency of the JFA mechanism. Partners from both sides of the funders and implementers have agreed that the current JFA challenges provided useful lessons that will need to be taken onboard in the next phase of the Agreement.

4.1.6 A Re-look at ECA's Strategy of Delivery in the Field

The ECA's field structure in the form of SROs was meant to increase efficiency, effectiveness and impacts of its interventions to member States and Sub-regional Economic Communities (RECs). In a variety of ways these goals are being achieved. All the SROs are engaged in the implementation of Multi-Year Programmes (MYPs) with RECs in different sub-regions. As reported to the evaluation team by ECOWAS, SADC, UMA and the different stakeholders in Rwanda among others, the MYPs enable ECA's SROs and Divisions to assist RECs with technical advice and often financial resources to carry out studies and conduct training programmes.

The challenge found in the field was low level of co-operation between substantive divisional activities and those of the SROs. Synergies and synchronization of activities were low and thus limited the potential effectiveness of interventions. Resource sharing between divisions and SROs as well as capacity of SROs requires some attention. On the whole, role clarity, coordination strategy and joint production of knowledge products combined with concerted efforts toward dissemination, advocacy and training using some of the flagship products, will go far in putting ECA's support to partners much ahead of other partners in the field.

4.2 Lessons Learnt

The evaluation identified some lessons and best practices in the process of fieldwork and review of the literature. Among these are:

1. The use of appropriate knowledge products and tools are the most effective media of capacity strengthening /building and dialogue in member States, RECs and AUC.
2. Specialized and focused agencies such as IDEP and Policy Centres as compared to SROs are more effective in reaching the target audience and building capacities through dialogue, consensus building, short-term and long term training programmes.
3. Production of country evidenced-based reports, for example, APRM, AGR, ARIA and AGDI by local multi-stakeholders contributes to collective learning, consensus building and have a higher chance of sustained process of dialogue and reforms.⁴ Some countries have established specialized agencies, for example, the Ministry of East African Community Affairs in Rwanda and Commission for Regional Integration in Gabon to effectively drive the implementation of regional integration.
5. Developing well researched flagship products, ECA is able to come up with visionary and agenda ideas and alternative policy options as such as the concept of a “Developmental State” theme in the Economic Report on Africa (2011) has triggered a broad continental debate on alternative development strategies.
6. At the present time, in Africa, it is critical that the use of electronic media like the web-sites to distribute ECA's flagship reports and other key knowledge products is complemented by distribution and dissemination of printed copies due to limited access to computers and internet.
7. The JFA mechanism improves efficiency, effectiveness and better programme management as it brings closer working relationship and ownership of results by partners.

4.3 Recommendations

4.3.1 Knowledge products and Tools as ECA niche – the production of well researched and policy oriented knowledge products and tools have given ECA an urge over many development partners. Given their stronger potential to directly improve on capacity strengthening of member States, RECs and AUC, it is recommended these are maintained and continuously improved.

4.3.2 Process-oriented knowledge products and tools which involve not only high level decision makers but engage a cross-section of citizen stakeholders in producing consensus-based

products must be prioritized as they enhance capacity, increase ownership, create collective learning and produce tangible country specific tools for reforms at member State level.

- 4.3.3 New strategies for outreach and dissemination of ECA's knowledge products and tools** are needed. Policy oriented training *a la* IDEP approach and using national universities, research institutions, private sector and civil society and sub-regional networks is recommended for strengthening broad-based citizen capacity, knowledge and engagement with Africa's development agenda. Stronger marketing through radio, television, print media and social media networks would go a long way in bringing ECA's work to the Continent's general population.
- 4.3.4 Capacity Building Strategy of RECs and AUC** should be intensified and broadened to deliberately include secondments, attachments, short-term training and institutional building within the operations of recipient partners. Bring IDEP
- 4.3.5 The JFA mechanism applied within the context of defined priorities of ECA has served a useful purpose** in programme delivery effectiveness, efficiency and contribution to impact and it should be improved along the lines of budget support and broader flexibility limits defined by the joint partners. As an additional stakeholder relations management partners should consider holding more regular Technical Working Group meetings to address and resolve financial and other procedural issues. These meetings will also ensure that more discussions at mid-year and end-of-year meeting focus more on programme implementation and impact issues.
- 4.3.6 Extra-Budgetary (XB)** support remains a critical aspect of overall ECA's resources and will be indispensable for the next Business Plan. It is recommended that funding partners re-commit to support – Business Plan 2013 -2015 within the context of JFA mechanism.
- 4.7.7 ECA must consistently address issues of role clarity, capacity, resourcing and coordination of SROs** and their alignment with divisional work in order to improve synergies and effective and efficient service delivery to stakeholders in the field.
- 4.3.8 ECA must consider broadening its activities in the social agenda** so that it can more appropriately support relevant AUC's programmes and also ensure that regional integration addresses human resource development and higher education development and co-operation particularly critical for the continent's young population.
- 4.3.9 ECA has rich network of experts from across-member States and different professional disciplines.** Strategies must be found to use these networks more effectively at sub-regional levels as technical resources and possible forums for launching and advocating ECA's knowledge products. The networks are both individual and institutions and both should have a role to play.

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ANNEX I: Terms of Reference

Independent External Evaluation of the Joint Financing Arrangement (JFA) and the Support of Pooled Fund Partners to the 2010-2012 ECA Business Plan

1. Background

Following the repositioning exercise in 2006, ECA produced two consecutive business plans covering the period 2007-2009 and 2010-2012 respectively. The current Business Plan is a strategic articulation of ECA's programme of work for the period covering 2010 to 2012. It outlines the achievements of the 2007-2009 Business Plan and highlights how ECA plans to deepen its work in identified priority areas in partnership and collaboration with the AUC, AfDB and the RECs. It also underscores the importance that ECA attaches to the close collaboration with other UN agencies and development partners to achieve better results and have greater impact on Africa's social and economic development.

In the context of the Business Plan, four bilateral partners, namely Denmark, Norway, Sweden and the United Kingdom, have come together under a joint financing arrangement (JFA) to form a pooled fund partnership in support of the work of ECA, in the spirit of the Paris Declaration on Aid Effectiveness. The agreed support from the JFA Partners was provided to implement some of the planned activities and carrying out high priority strategic policy and analytical work in the 2010-2012 ECA'S Business Plan.

The purpose of the joint funding arrangement was to ensure that ECA is enabled to carry out its planned sub-programmes effectively, and thereby to achieve the outputs, outcomes and results stipulated in the Business Plan. In the past two and half years, extra-budgetary contributions from these partners have enabled the Commission to further scale-up its operational activities in various thematic areas and adequately respond to emerging issues that cannot be captured in a static planning framework.

In the JFA Agreement, it was planned to undertake an external evaluation of the JFA and its support to the 2010-2012 Business Plan. The findings of the independent evaluation will be discussed at the next JFA Signatory Partners Meeting and inform the negotiation process to articulate and develop the next Joint Financial Agreement around the 2013-2015 Business Plan.

2. Objectives of the evaluation

The four JFA Partners mentioned above have expressed the need for conducting a comprehensive evaluation in their memoranda of understanding with ECA. Besides the routine project performance reports and annual reviews, the bilateral MOUs signed with JFA Partners specifically require ECA to conduct an independent evaluation of the activities financed from the Fund, including joint evaluation by the Commission, donors and recipients at the end of the Programme. It is to meet these requirements that PATCO has arranged this consultancy assignment.

The overall objective of this independent evaluation is to assess the performance, results and impact of JFA-funded ECA programmes against the indicators described in the JFA 2010-11 (Annex I) as well as part of the current 2012-13 biennial programme log frame (Annex II). The evaluation should also provide critical evidence of the results of JFA-supported ECA programmes and their contributions to policy and development impacts on the ground in participating African countries. The evaluation should specifically look at whether results achieved can be attributed to ECA interventions. Furthermore, the proportion of the annual contribution of the JFA Partners compared to the overall XB budget of the thematic area support will be analyzed since the JFA agreement was entered into. The data will be analyzed against the objectives set and in context of the ECA programmes.

UNECA is seeking the services of external consultants to conduct independent evaluation of JFA support as per the above evaluation objectives.

3. Tasks of Consultants

Evaluating the outcome of the partnership programmes in view of the RBM process and in the context of their logical framework in terms of the:

- Knowledge created and disseminated;
- Plans prepared, policies proposed and promoted;
- Capacities developed;
- Lessons learnt and replicated, experiences applied; and
- Practices introduced in and among the member States.

The ultimate aim, however, should be to determine the outcomes, usefulness, relevance, effectiveness and impact. The consultancy is also expected to explore and find out if there is any improvement of working modality in the Commission as a result of the partnership. To sum up, the tasks the team of consultants is, inter-alia, expected to:

- Assemble all relevant literature that serves the purpose;
- Conduct literature review
- Develop draft Evaluation methodology and tools for data collection and present to JFA partners for validation and approval. Composition of JFA Partners to review and validate the evaluation design is described under section 6 below. Guideline for evaluation methodology is provided under section 4 below.
- Revise evaluation design methodology and tools as per feedback received from the validation workshop
- Conduct field data collection which will:
 - Assess the outcomes of the partnership and their sustainability with special emphasis to the thematic areas of JFA support;
 - Identify critical issues or gaps that could be addressed in the future and elaborate success stories and highlights of useful lessons;
 - Indicate the level of awareness of the results and satisfaction of the beneficiary states
 - Elaborate the partners contributions in the views of the implementing Divisions/Sub-regional Offices of ECA;
 - Propose ideas that might enhance the effectiveness of the partnership.
- Consult JFA partners on their views on the programme, key issues, choices, implications and challenges that need to be addressed in the short and long time framework
- Analyze findings and draft report, as per format provided under Annex III
- Present the evaluation findings at the validation workshop to be attended by JFA partners who will review and validate the draft evaluation report. Composition of JFA Partners to review and validate the evaluation draft report is described under section 6 below
- Based on feedback received from the validation workshop, finalize the evaluation report and submit to ECA (copy to JFA Partners)

4. Methodology

The consultants will design the evaluation methodology. The evaluation consultants are expected to propose specific evaluation questions within the Inception Report. The evaluation questions should be related to the OECD DAC evaluation criteria of relevance, sustainability, impact, efficiency and effectiveness. The evaluation should go beyond questioning whether the indicators as set out in the original logframe have been achieved and should aim to question the contribution of the programme to the outcomes and impact, to assess the unplanned and unintended results of the programme (positive and negative), and to learn how and why the change happened. The evaluation consultants are expected to propose a suitable evaluation design and methodology for addressing the evaluation questions, with justification, including the number of countries to be covered.

The methodology to be used will include desk review/secondary data collection and participatory field/ primary data collection, with primary data collection employing different data collection techniques.

- Desk Review/secondary data collection will involve;
 - A thorough review of the JFA Agreement and related LogFrames, progress reports, final reports and assessments.
 - Document review including analysis of previous reviews and evaluations and key reports and reference documents.
 - The desk review will provide the consultancy with basic information about the scope of the job and secondly, it will serve as an essential basis to design the evaluation methodology, delimit and plan the field work.

- Field work/Primary data collection: This will include visits to at most ten selected countries for field data collection. Consultants are expected to:
 - Determine an appropriate evaluation methodology including number of countries needed to assess the agreed evaluation questions
 - Develop sampling criteria for:
 - Selecting countries for field data collection. Criteria for selecting countries will include but not limited to:
 - Sub regional representation
 - Countries where there is significant investment of JFA funds
 - Selecting respondents. Criteria for selecting respondents will include, but not limited to:
 - Focal points from selected countries – ministries and institutions.
 - Focal points from JFA partners and ECA staff (Divisions, Sub Regional Offices and PATCO)
 - Develop Data collection protocols within the context of ECA Monitoring and Evaluation Policies and Guidelines.
 - Define data collection techniques to be used for different respondents. Technique will include but not limited to:
 - Key informant interviews (in-depth structured, semi-structured, both in person and by telephone) with selected line office experts (including ECA staff from Divisions/SROs, beneficiaries from selected member States; and representatives from AUC, AfDB, the JFA Partners, and other partners and stakeholders).
 - Focus Group Discussions of an extensive round table dialogue with key stakeholders;
 - Direct observation: Visits to ECA Sub-regional Offices and field missions to selected countries
 - A validation discussion of the draft evaluation report with selected group of stakeholders and expert (in country expert, JFA partners, ECA experts in the thematic areas);

5. Reporting Requirements

The consultants are required to submit the following reports:

- Inception Report (maximum 10 pages) to be produced within one week after the start of the consultancy service. The inception report will contain the evaluation methodology as described in section 4 above, evaluation field work plan, assumptions and potential risks;
- Draft Final Report(maximum 50 pages) of main text including some graphs and figures;
- Final Report to be submitted in electronic and hard copy to ECA.

The final evaluation report shall follow the structure given in **Annex II**. Reporting language will be English.

6. Supervision

The evaluation consultants will report to the JFA Technical Committee and Divisions receiving JFA support made up of:

- JFA partners;
- ECA Divisions supported by JFA programme;
- The Partnership and Technical Cooperation Office (PATCO) of the UNECA;
- ECA Office of Strategic Planning and Programme management
- At least 1 Evaluation Adviser from one of the development partners.

PATCO will:

- Provide data available in the office;
- Liaise with the inter-office and intra-office data gathering;
- Facilitate the logistical arrangements and
- Receive and circulate draft reports to JFA partners.

7. Timing

The evaluation is scheduled to take place from September 2012 to November 2012. The field missions for the evaluation are planned to take place from second week of September to end of October 2012. After the five-week field missions, consultants will return to ECA HQ for debriefing. The final version of the evaluation report will be submitted by end of November 2012.

8. The Evaluation Team

UNECA will apply the UN procurement rules and regulations to recruit a team of qualified external consultants to lead the evaluation process. The evaluation team will be composed of one evaluation Lead Expert acting as team leader, and two senior experts with the following common and specific profiles and qualifications:

Lead Expert: (Senior Expert Category 1) Advanced relevant university education; extensive and relevant experience minimum 15 years, including in the detailed design/feasibility studies, implementation and evaluation of projects and programmes and institutional transformation processes (Organizational Development); well-versed in project and programme evaluation using participatory quantitative and qualitative techniques; experience in public sector policy and private sector management; involvement in PRSP design and implementation.

Two Senior Experts: (Senior Expert, category 1) advanced university education; extensive and relevant experience minimum 13 years, including in the detailed design/feasibility studies implementation and evaluation of project and programmes, and planning methods with a special emphasis on Medium Term Expenditure Framework (MTEF) and bilateral development assistance in emerging economies; well-versed in project and programme evaluation techniques; experience in transport and trade economics.

Common profiles

A solid and diversified experience in their specific field of expertise, including experience and/or methodological/technical knowledge and skills may be particularly useful in the following areas:

- understanding of Results Based Management (RBM) principles;
- logical framework analysis;
- joint, summative and formative project/programme evaluations;
- quantitative and qualitative data collection and analysis; and
- Rapid assessment procedures and participatory approaches.

In addition the consultants must have:

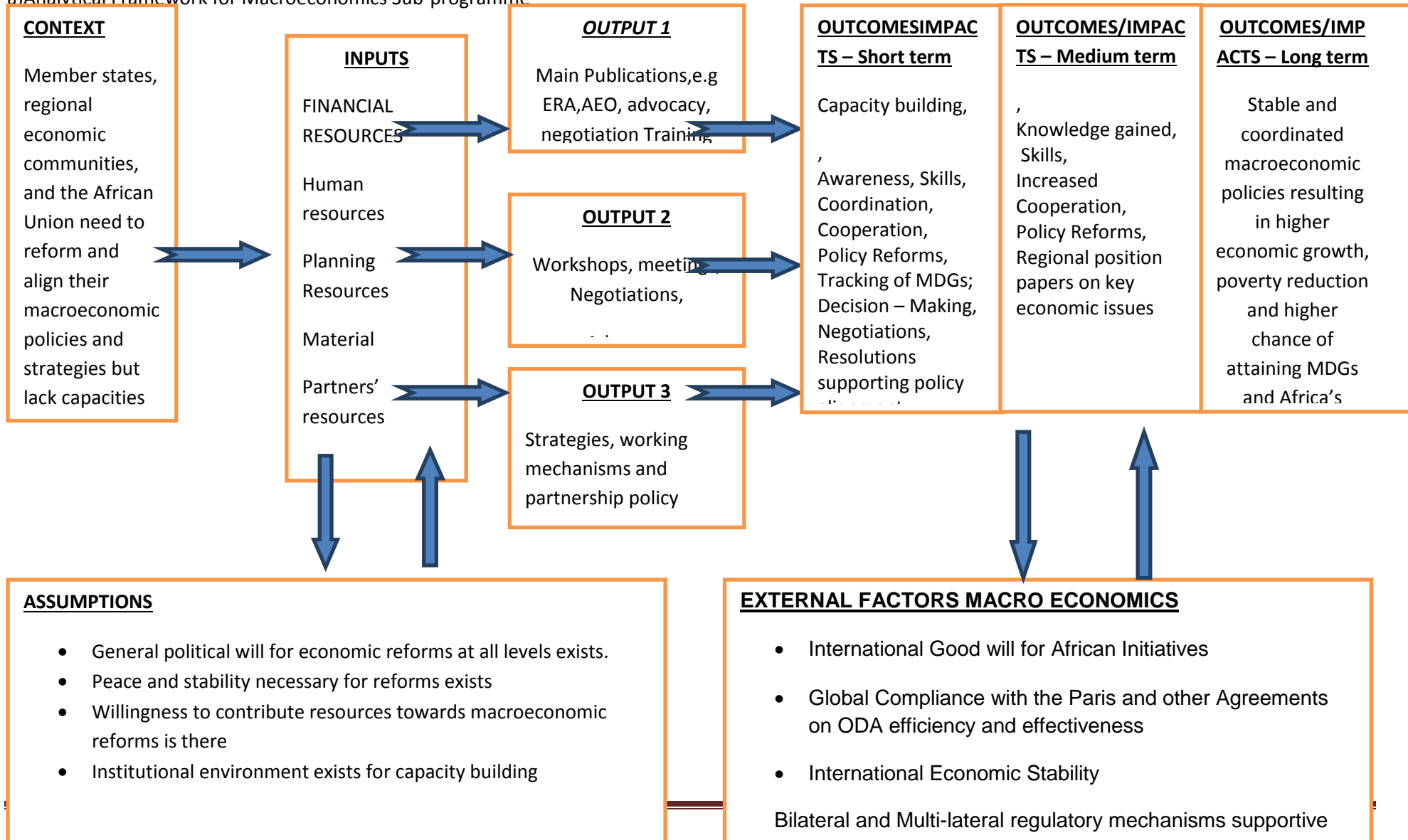
- Experience in the region;
- Full working knowledge of English and excellent report writing skills;
- Fully conversant with the principles and working methods of project and programme management and evaluation; and
- Understanding of UN system, of Paris Declaration and Aid Effectiveness, and results-based frameworks may be necessary, in addition to project management and evaluation.

9. Conditions, Remuneration and Travel

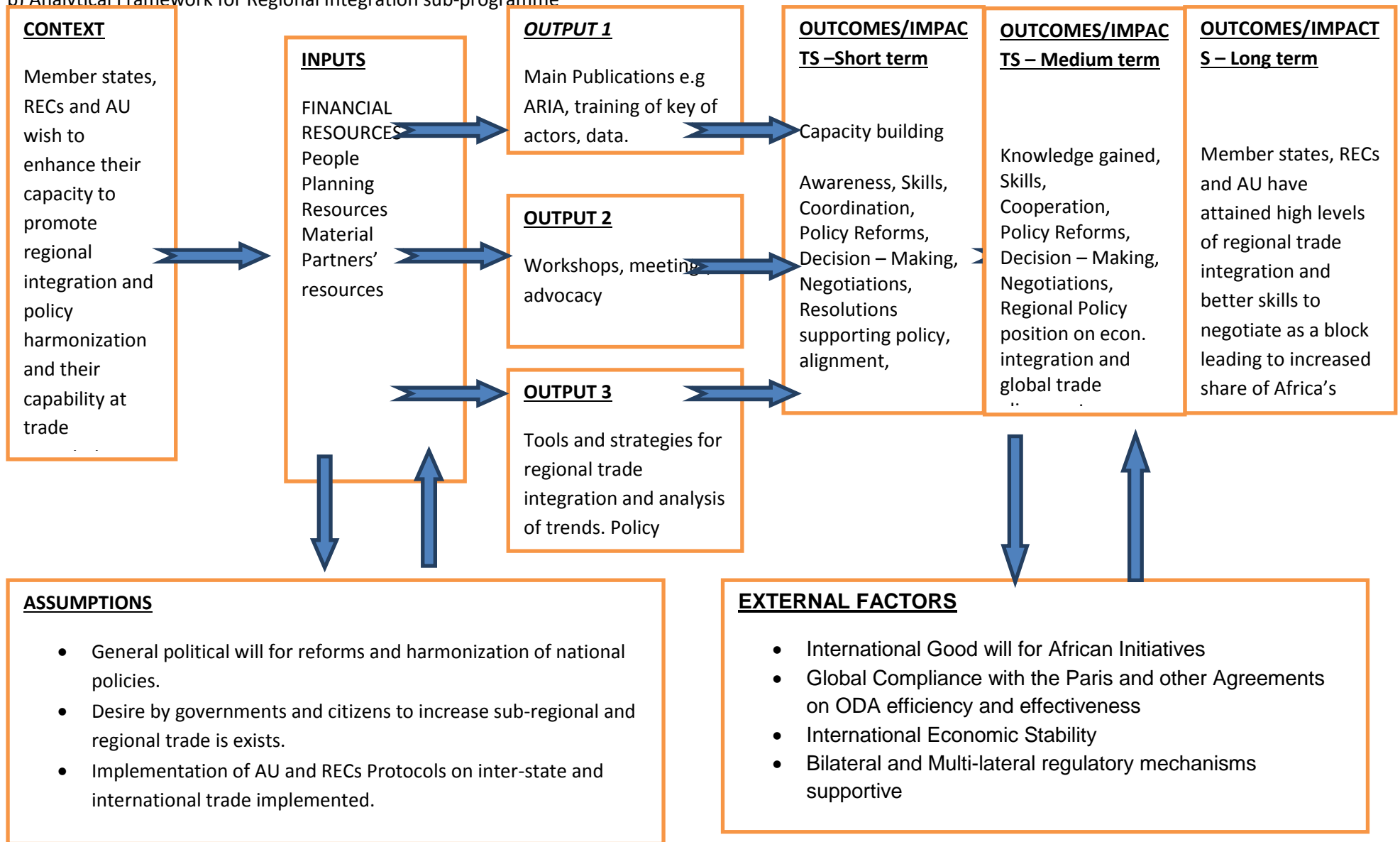
The consultants are expected to submit to the Chief of PATCO a complete, ready-to-print copy of the evaluation report on or before 31 January 2013. A consultancy fee of \$12,000.00 per month (for 3 months) will be paid to the Lead Consultant and a fee of \$10,000 per month (for 3 months each) will be paid to the two Senior Experts on satisfactory completion of the report. This consultancy also involves travel expenses and payment of DSA, which will be covered by ECA.

Annex II: Analytical Framework

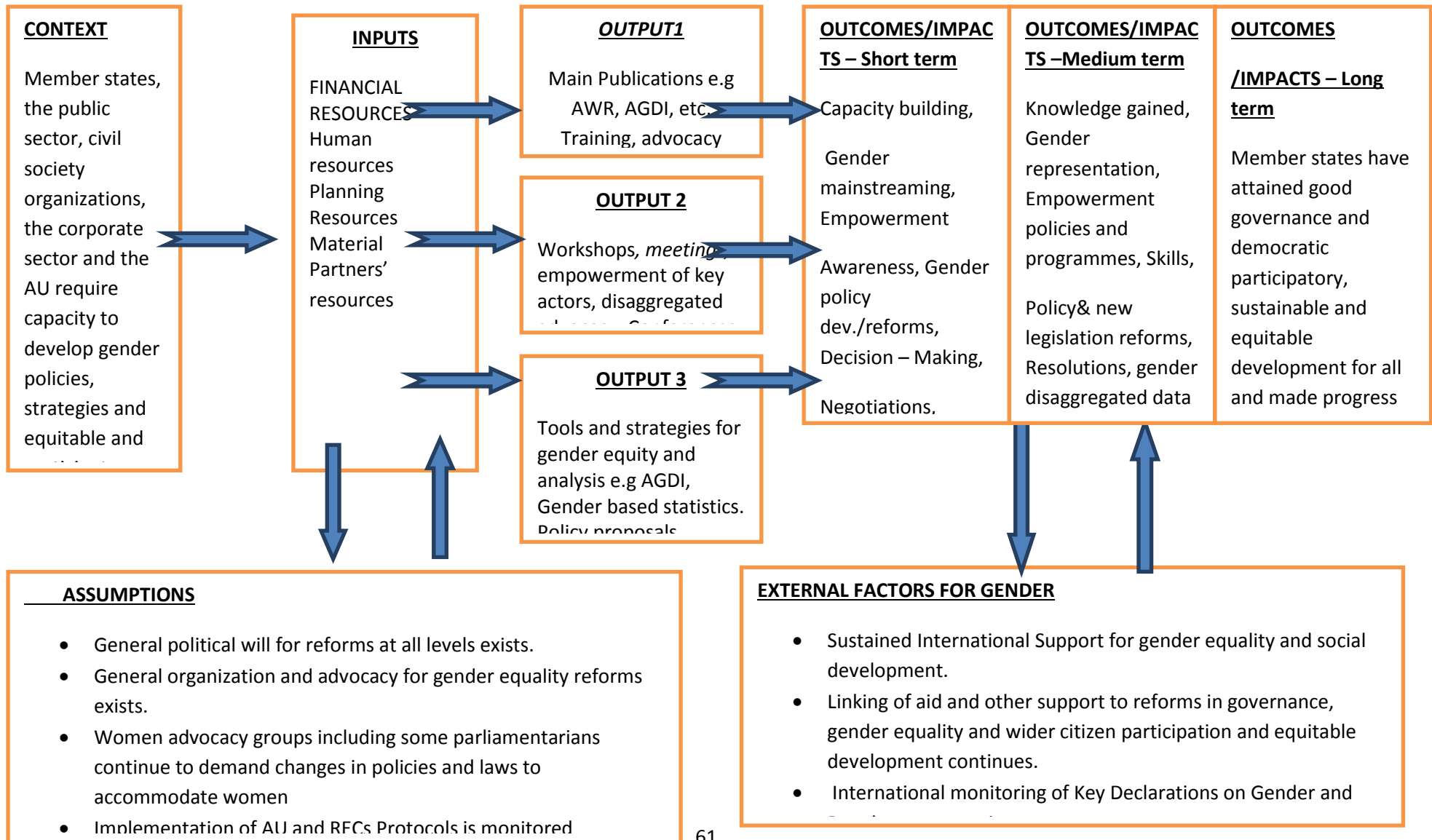
a) Analytical Framework for Macroeconomics Sub-programme



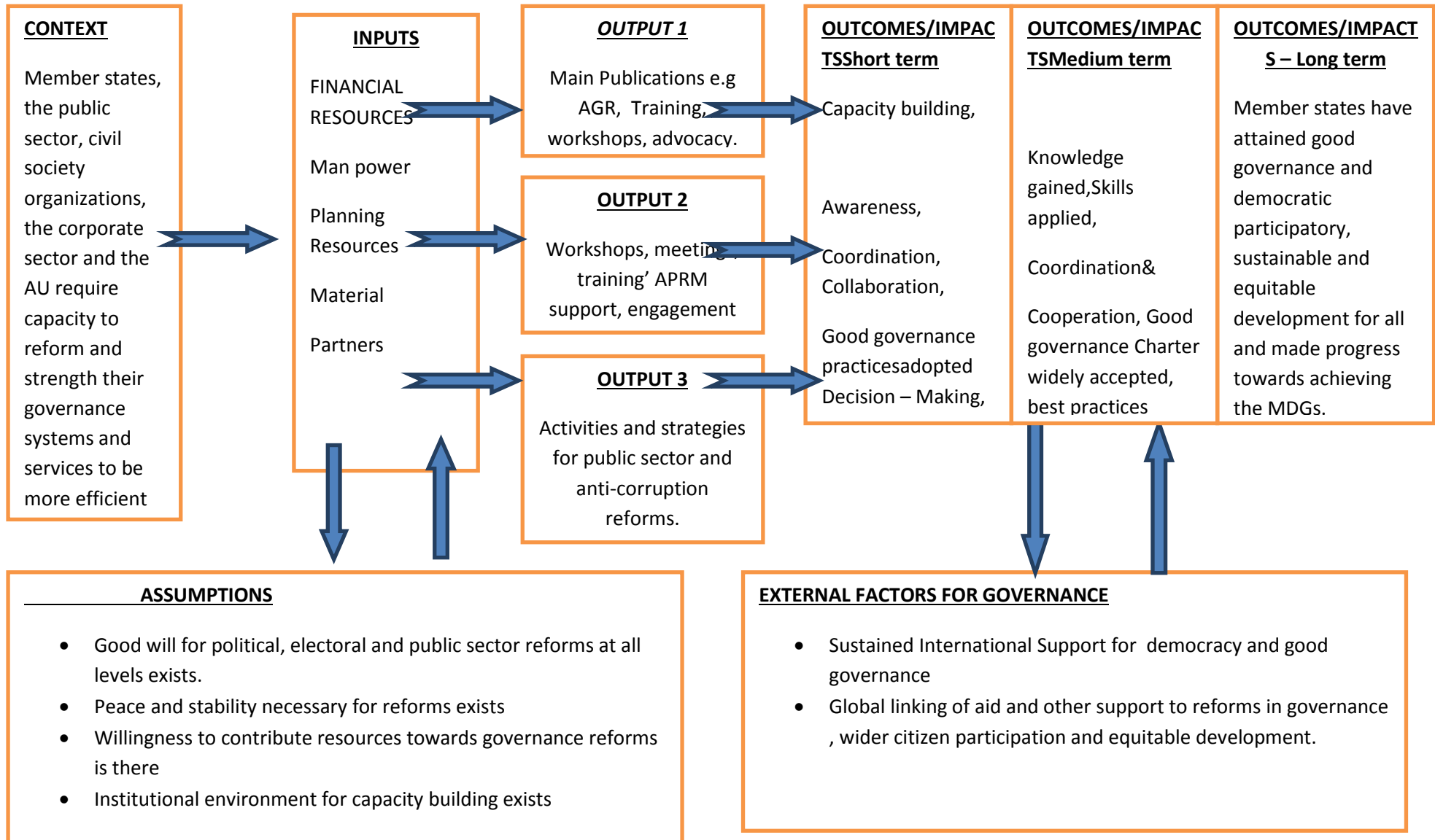
b) Analytical Framework for Regional Integration sub-programme



c) Analytical Framework for Gender Sub- Programme



d) Analytical Framework for Governance Sub-programme



Annex III: Schedule of Activities

The evaluation will take place from September 2012 to November 2012, with the tentative itinerary as follows:

Time	Activity
Week 1-3	<ul style="list-style-type: none">- Assignment of consultants- Gathering and review of documents, preliminary discussion with ECA focal persons and staff, preparation of data collection protocols, submission of inception report and validation of the evaluation design and tools of the study.
Week 4-9	<ul style="list-style-type: none">- Field trips to 8 sample countries
Week 10	<ul style="list-style-type: none">- Data consolidation and Analysis
Week 11	<ul style="list-style-type: none">- Preparation of the first Draft
Week 11	<ul style="list-style-type: none">- Validation session- Feedback comments incorporated
Week 12	<ul style="list-style-type: none">- Fine tuning and- Submission of final report

Annex IV: PROTOCOL 1 - SAMPLING GUIDE
PROJECTS/PROGRAMMES BY COUNTRIES*

Name of Division _____

SN	Projects/Activities	Countries Covered	Beneficiary/Partner Institutions	Focal Point/ Contact Details
1				
2				
3				
4				

***To be completed by the ECA Divisions.**

Annex V: PROTOCOL 2 IN-DEPTH DISCUSSION GUIDE

PART I: IN-DEPTH DISCUSSION GUIDE

WITH RESPECTIVE ECA DIVISION HEADS AND EXPERTS

Division: _____

List of respondents and responsibilities

1. In the context of the Business Plan of 2010 – 2012, what are the planned JFA activities in your Division? _____
2. What are the outputs of those activities as per the existing log frame? ____ (see **PART II for List of your Divisional Indicators**).

3. Have those outputs brought about any difference/impacts? _____
 - a) If yes to what extent?

 - b) If not, why not?

4. How did your interventions at different stages of planning, development and implementation take into consideration the following cross-cutting issues?
 - a.) Gender mainstreaming; _____
 - b) Environment/Climate Change _____
 - c) Poverty reduction _____
5. What best practices and important lessons did you identify in the course of implementing the programme? _____

6. What unexpected results did you experience? How did you deal with them? _____

7. What were the main challenges in planning and implementing the JFA funds? _____

8. Discuss the causes of these challenges _____

9. Please discuss the sustainability of both the mentioned activities and the results.

10. Can you comment on the JFA mechanism itself?

11. How useful was it? _____

12. What should be done to make it a better arrangement of partnership as necessary?

13. Do you have any other comments related to the inputs, processes, outputs and results of the thematic programme?

See Log frame and indicators for Macroeconomic Analysis, Finance and Economic Development below

PROTOCOL 2

**PART II: SECONDARY DATA MATRIX
TO BE COMPLETED BY ECA DIVISIONS.**

Log frames I and II

Sub-programme 1: Macroeconomic Analysis, Finance and Economic Development

Division: Economic Development and NEPAD Division (EDND)

Performance Indicator	Target					Source of Verification
	Planned	Accomplished				
		2010	2011	2012	Total	
2010-11						
1.1.No. of MS mainstreaming macroeconomic and sectoral policies in their strategies	25					
1.2.No. of policy makers rating CB interventions as useful	400					
1.3.No MS participating in trade negotiations and multilateral trading systems assisted by ECA	35					
1.4.No. of policy makers and stakeholders rating ECA interventions	—					
1.5.No of joint programmes implemented by regional consultative mechanism clusters in support of AU and NEPAD	14					
1.6.No of coordination mechanisms established at sub-regional level	2					
1.7.No of MS making use of ECA's Knowledge tools to build capacity	30					
Performance Indicator	Target					Sources of verification
	Planned	Accomplished				
		2010	2011	2012	Total	
(a) No. of MS applying macroeconomic and sectoral policies consistent with the priorities of NEPAD and the MDGs in their design, implementation and monitoring of such policies.	2010-2011 (23) 2012-2013 (28)					
(b) No. of measures and initiatives taken by African countries to mobilize development financing. (Estimate 2010-2011, 6; Target 2012- 2013,8 Measures and initiatives.	2010-2011 (6) 2012-2013 (8)					
(c)No of regional and national policymaking bodies that apply lessons learnt on monitoring social and economic policies.(Estimate 2010-2011, 20; 2012-2013,25						

Compiled by _____

Responsibility _____ Date _____

PART II: SECONDARY DATA MATRIX

TO BE COMPLETED BY ECA DIVISIONS
Log frames I and II

Sub- programme 3: Governance and Public Administration

Division: Governance and Public Administration Division (GPAD)

Performance Indicator	Target					Source of Verification
	Planned 2010-11	Accomplished				
		2010	2011	2012	Total	
3.1 No. of MS applying best practices and policies so as to to improve political, economic and corporate governance as advocated by ECA and APRM	12					
No. of MS adopting Anti-Corruption legislation and supporting AU Anti-Corruption Board and their national anti-corruption bodies due to ECA interventions on this sub-theme	10 -20					
3.2 No MS adopting policies and programmes strengthening the organizational capacity of civil society and public enterprises for improved service delivery	15					
3.3 No. of mechanisms and regulatory frameworks for enhancing the participation of non-State actors and other stakeholders including CSO and private sector	12					
Performance Indicator	Target					Sources of verification
	Planned	Accomplished				
		2010	2011	2012	Total	
(a) No. of MS applying the appropriate good governance best practices and policies <i>Performance measures;</i> Estimate 2010-2011: 12 member States. Target 2012-2013: 18 member States	2010-2011 (12) 2012-2013 (18)					
(b) No. of African public institutions adopting/applying appropriate methods and instruments in their performance <i>Performance measures;</i> Estimate 2010-2011: 15 African public institutions. Target 2012-2013: 18 African public institutions	2010-2011 (15) 2012-2013 (18)					
(c) No. of member States adopting	2010-					

appropriate mechanisms and regulatory frameworks for enhancing the participation of non-State actors	2011 (15)					
<i>Performance measures</i> ; Estimate 2010-2011: 15 MS adopting appropriate mechanisms. Target 2012-2013: 18 MS adopting appropriate mechanisms	2012-2013 (18)					

Compiled by _____

Responsibility _____ Date _____

PART II: SECONDARY DATA MATRIX

TO BE COMPLETED BY ECA DIVISIONS.

Log frames I and II

Sub-programme 5: Regional Integration, Infrastructure and Trade for Development

Division: Regional Integration, Infrastructure and Trade for Development Division (RIITD)

Performance Indicator	Target					Sources of verification
	Planned	Accomplished				
		2010	2011	2012	Total	
<p>(a). i. No. of countries that have joined free-trade areas between and across the RECs and fully implemented protocols on the free movement of people, and on physical integration</p> <p>Performance measures; Estimate 2010-2011: 34 countries that have joined FTAs. Target 2012-2013: 38 countries that have joined FTAs</p>	<p>2010-2011 (34)</p> <p>2012-2013 (38)</p>					
<p>(ii) No. of policies and programmes that have been harmonized and implemented by MS</p> <p>Performance measures; Estimate 2010-2011: 10 policies and programmes. Target 2012-2013: 16 policies and programmes</p>	<p>2010-2011 (10)</p> <p>2012-2013 (16)</p>					
<p>(b) (i) No. of regional RECs that have achieved monetary and financial integration either in terms of single currency or partial currency convertibility</p> <p>Performance measures; Estimate 2010-2011: 9 RECs that have achieved monetary and financial integration; Target 2012-2013: 12 RECs that have achieved monetary and financial integration</p>	<p>2010-2011 (9)</p> <p>2012-2013 (12)</p>					

<p>(c) (i) No. of African countries that participate effectively in bilateral, regional and multilateral trade agreements.</p> <p>Performance measures; Estimate 2010-2011: 10 countries; Target 2012-2013: 15 countries</p>	<p>2010-2011 (10)</p> <p>2012-2013 (15)</p>					
<p>(ii) No. of policies negotiated and proposed by African countries in multilateral, bilateral and regional trade negotiations</p> <p>Performance measures; Estimate 2010-2011: 15 policies; Target 2012-2013: 20 policies</p>	<p>2010-2011 (15)</p> <p>2012-2013 (20)</p>					
<p>(iii) No. of national and regional development strategies mainstreamed and integrated for effective trade</p> <p>Performance measures; Estimate 2010-2012: 7 strategies; Target 2012-2013: 10 strategies</p>	<p>2010-2011 (7)</p> <p>2012-2013 (10)</p>					
<p>Performance Indicator</p>	<p>Planned</p>	Target				Sources of verification
		Accomplished				
<p>(a). i. No. of countries that have joined free-trade areas between and across the RECs and fully implemented protocols on the free movement of people, and on physical integration</p> <p>Performance measures; Estimate 2010-2011: 34 countries that have</p>	<p>2010-2011 (34)</p> <p>2012-2013 (38)</p>					

joined FTAs. Target 2012-2013: 38 countries that have joined FTAs						
(ii) No. of policies and programmes that have been harmonized and implemented by MS	2010-2011 (10)					
Performance measures; Estimate 2010-2011: 10 policies and programmes. Target 2012-2013: 16 policies and programmes	2012-2013 (16)					
(b) (i) No. of regional RECs that have achieved monetary and financial integration either in terms of single currency or partial currency convertibility	2010-2011 (9)					
Performance measures; Estimate 2010-2011: 9 RECs that have achieved monetary and financial integration; Target 2012-2013: 12 RECs that have achieved monetary and financial integration	2012-2013 (12)					
(c) (i) No. of African countries that participate effectively in bilateral, regional and multilateral trade agreements.	2010-2011 (10)					
Performance measures; Estimate 2010-2011: 10 countries; Target 2012-2013: 15 countries	2012-2013 (15)					
(ii) No. of policies negotiated and proposed by African countries in multilateral, bilateral and regional trade negotiations	2010-2011 (15)					
Performance measures; Estimate 2010-2011: 15 policies; Target 2012-2013: 20 policies	2012-2013 (20)					
(iii) No. of national and regional	2010-2011 (7)					
	2012-2013					

<p>development strategies mainstreamed and integrated for effective trade</p> <p>Performance measures; Estimate 2010-2012: 7 strategies; Target 2012-2013: 10 strategies</p>	(10)					
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Compiled by _____

Responsibility _____ Date _____

Please see log-frame and indicators for Gender and Social Development and Gender and Women in Development below

PART II: SECONDARY DATA MATRIX

TO BE COMPLETED BY ECA DIVISIONS.

Log frames I and II

Sub-programme 6: Gender and Social Development

Division: African Centre for Gender and Social Development (ACGS)

Performance Indicator	Target					Sources of verification
	Planned	Accomplished				
		2010	2011	2012	Total	
<p>(a) (i) No. of national institutions and intergovernmental bodies applying appropriate policies and integrating gender and social dimensions in development processes</p> <p>Performance measures; Estimate 2010-2011: 5 national institutions and intergovernmental bodies applying appropriate policies; Target 2012-2013: 10 national institutions and intergovernmental bodies applying appropriate policies</p>	<p>2010-2011 (5)</p> <p>2012-2013 (10)</p>					
<p>(ii) No. of member States and intergovernmental bodies that apply knowledge and tools drawn from the sub-programme when adopting and implementing appropriate development plans that integrate population and gender issues as agreed in the outcomes of the 15-year reviews of the implementation of the Plan of Action of the International Conference on Population and Development and of the Beijing Declaration and Platform for Action</p> <p><i>Performance measures;</i> Estimate 2010-2011: 3; Target 2012-2013: 6</p>	<p>2010-2011 (3)</p> <p>2012-2013 (6)</p>					
<p>(b) No. of member States and intergovernmental bodies utilizing knowledge gained to design, implement and monitor appropriate policies to achieve social integration within a human rights-based approach</p>	<p>2010-2011 (10)</p>					

Performance measures; Number of member States and intergovernmental bodies able to design appropriate policies); Estimate 2010-2011: 10 Target 2012-2013: 20	2012-2013 (20)					
Performance Indicators	Target					Source of Verification
	Planned	Accomplished				
		2010	2011	2012	Total	
2010-11						
6.1 No. of MS making use of the knowledge and information generated by gender mainstreaming tools and learning and sharing networks that have been established	45					
6.2 No. of MS able to fulfill their reporting obligations on international and regional commitments on gender equality and women's empowerment	35					
6.3 No. of programmes and initiatives targeted at improving the social and economic situation of women in MS as a result of ECA interventions	10					
6.4 No. of policy makers and stakeholders with increased knowledge of policy options for effective delivery of equitable social services gained from ECA Capacity Building programmes	100					
6.5 No. of female participation representation in ECA management committees and programmes						

Log frame II

Sub programme 6: Gender and Women in Development

Division: African Centre for Gender and Social Development (ACGS)

Performance Indicator	Target					Sources of verification
	Planned	Accomplished				
		2010	2011	2012	Total	
(a) (i) No. of national institutions, intergovernmental bodies applying appropriate policies and integrating gender	2010-2011 (Not applicable)					

and social dimensions in development processes Performance measures; Estimate 2010-2011: not applicable; Target 2012-2013: 10 institutions	2012-2013 (10)					
(ii) No. of member States able to adopt or implement appropriate development plans integrating population and gender issues as agreed in outcomes of the 15-year reviews of the implementation of the Programme of Action of the International Conference on Population and Development and of the Beijing Declaration and Platform for Action Performance measures; Estimate 2010-2011: not applicable; Target 2012-2013: 10 member States	2010-2011 (Not applicable) 2012-2013 (10)					
(b) No. of national institutions and intergovernmental bodies making use of or applying the knowledge generated through the African Gender and Development Index, gender-aware economic modeling, the African Women Rights Observatory and other appropriate instruments and forums	2010-2011 (NA) 2012-2013 (NA)					

Compiled by _____

Responsibility _____ Date _____

ANNEX VI: PROTOCOL 3 TO BE ANSWERED BY GENERAL STAKEHOLDERS TO THE PROGRAMME

1. SUB-PROGRAMME NAME: _____ **2. COUNTRY:** _____

3. DEPARTMENT/INST./ORGAIZATION: _____ **4. GENDER OF RESPONDENT: M / F ;**

5. RESPONDENT'S RESPONSIBILITY: _____

1. CONTEXT	RESEARCH QUESTIONS	YES	NO	NOT SURE	EXPLANATION
<ul style="list-style-type: none"> • ECA wanted to support implementation of the Africa's development agenda by building capacities of member states, regional economic commissions and the African Union. In this, ECA desired to work in partnerships with other regional and extra-regional partners. • In addition, ECA wanted to work 					
	<p>1.1 Was ECA's strategy to build capacities through sub-programmes consistent with your dept/institution's/organization's own</p>				

<p>through partnerships with other regional, sub-regional and member states and other multilateral organizations to achieve its goals.</p> <ul style="list-style-type: none"> ECA selected a number of thematic areas on regional integration, promotion of good governance, meeting MDGs, gender equality, climate change, food security and statistics among others to work at making Africa an active player in the global community of nations. 	strategy?				
2. OBJECTIVES					
<p>The objectives of ECA's interventions were to:</p> <ul style="list-style-type: none"> Produce knowledge products based on selected thematic areas and disseminate them Provide Technical Assistance and Skills to MS, RECs and AU. Produce policies, strategies and promote them as capacity building tools to key stakeholders. Generate Lessons learnt and replicate experiences. Build/enhance capacities around 	<p>2.1 Were the objectives of the sub-programme relevant to your dept/institution's/organization's development agenda?</p>				
	<p>2.2 Were the objectives of the sub-programme specific and measurable?</p>				

systems and mechanisms.					
3. INPUTS					
<ul style="list-style-type: none"> • Human resources • Administrative resources • Financial resources • Partnership resources • Strategies –Business Plan 	3.1 Were the resources used to support your dept/institution/organization relevant to your requirements?				
	3.2 Was the contribution of the JFA funds significant to the success of the sub-programme?				
4. PROCESSES AND ACTIVITIES					
<ul style="list-style-type: none"> • Types of processes and activities undertaken • Different activities implemented and places when they took place • Stakeholder involvement in activities • Decision –making authority for implementation • Accountability 	4.1 What were the activities undertaken to implement the sub-programme in your organization (Explain)?				
	4.2 Were the stakeholders adequately involved in the implementation?				
	4.3 Were the activities efficient in terms: a. Time? And b. Use of resources?				
	4.4 How were the outputs of these activities disseminated?				
5. OUTPUTS					

	<p>5.1 Were there any outputs/outcomes created /enhanced in the following areas:</p> <p>a) Policies</p> <p>b)Systems and working mechanisms</p> <p>c) Strategies/plans</p>				
<ul style="list-style-type: none"> • Types of results expected • Immediate and long term measurable results • Relevance of the results to objectives • Quantity and quality of outputs 	<p>5.2 Were the outputs relevant to the needs of your dept/institution/organization?</p>				
	<p>5.3 Were there any stakeholders trained?</p>				
	<p>5.4 Did the training activities result in any multiplier effects?</p>				
	<p>5.5 Were there any capacities built as a result of the activities of this sub-programme?</p>				
	<p>5.6 Were there any important lessons produced and shared?</p>				
6. RESULTS					
<ul style="list-style-type: none"> • 	<p>6.1 Are there any unintended results of this sub-programme (Explain)?</p>				

7. IMPACTS					
<ul style="list-style-type: none"> • The programme was initiated to help build capacities of members states, sub-regional economic communities • Improvements in capacities of stakeholders would result in change in behavior towards efficiency, in use of resources and opportunities • Programme results/outcomes were to lead to better coordination and collaboration in regional trade, macroeconomic policies, MDGs targets achievements, pro-poor policies, gender equality and good governance initiatives. • Stakeholders will share best practice and act more effectively at all levels of the programme intervention 	7.1 Is there any evidence of change in behavior in your stakeholders resulting from the outputs of the sub-programme?				
	7.2 Did the outcomes of the sub- programmes make any value addition (impact) on: <ul style="list-style-type: none"> a) Poverty reduction b) Gender equality c) Better environmental management d) Regional integration e) Good governance f) Economic growth 				
	7.3 Can changes in stakeholder behavior be attributed to funding provided to your dept/institution/organization by the sub-programme of ECA-JFA partnership? (Explain).				
	7.4 Have the outputs created any difference in your dept/institution/organization				

	(Explain)?				
8. SUSTAINABILITY	8.1 Will the sub-programme continue beyond the partnership support?				
	8.2 Are the changes that resulted from the sub-programme activities sustainable?				

ANNEX VII: PROTOCOL 4 DISSEMINATION OF ECA FLAGSHIP PUBLICATIONS AND OTHER IMPORTANT DOCUMENTS

Instruction: Please mark with **√** mark as appropriate and fill the quantities in the columns.

Respondents Responsibility: _____ Gender: _____

Institution: _____ Country: _____

SN	Publication		Available					
			Yes	No	Not Sure	Qty	Location	Comments
1	African Governance Report (AGR)	AGR 2010						
		AGR 2011						
		AGR 2012						
2	The Mutual Review of Development Effectiveness in Africa (MRDE)	MRDE 2010						
		MRDE 2011						
		MRDE 2012						

3	Assessing Regional Integration in Africa (ARIA)	ARIA III						
		ARIA IV						
		ARIA V						
4	African Women's Report (AWR)	AWR 2010						
		AWR 2011						
		AWR 2012						
5	African Gender Development Index (AGDI)	AGDI 2010						
		AGDI 2011						
6	Economic Report on Africa (ERA)	ERA 2010						
		ERA 2011						
		ERA 2012						
7	African Economic Outlook (AEO)	AEO 2010						
		AEO 2011						
		AEO 2012						
8	African Statistics Year Book (ASYB)	ASYB 2010						
		ASYB 2011						
		ASYB 2012						

9	Millennium Development Goals Report	MDGR 2010						
		MDGR 2011						
		MDGR 2012						
10	Sustainable Development Report on Africa							
11	Others (Specify):							

Locations: a) Library) Documentation Centre, c) Office

ANNEX VIII: PROTOCOL 5 A GUIDE OF FOCUS GROUP DISCUSSIONS WITH ECA SUB-PROGRAMME BENEFICIARIES

Type of Group of Respondents: _____

Responsibility (ies): _____

Organization: _____

Types of Activity-----

List of Key topics for Focus Group Discussions

1. Partnership - Partnership is a key strategy used by ECA to achieve the results of its goals and objectives of Business Plan 2010 – 2012. Has Partnership been a factor in achievement of the results?

2. Working Mechanisms – these are tools intended to enable coordination and collaboration at different levels of the policy changes – what mechanisms were established and are they sustainable?

3. Capacity Building – building capacity of stakeholders is the ultimate goal of the ECA Programme/Business Plan - this topic will explore what capacities were built by sub-programme interventions and the levels at which they were created/enhanced.

4. Capability to mobilize resources – human and financial, reduce duplication and create coordination and collaboration – effectiveness and efficiency –did JFA, collaboration with AU, AfDB, RECs and others increase resource availability and ensure efficient use?

5. Lessons learnt and shared – what lessons were established, learnt and were they shared?

ANNEX IX: PROTOCOL 6 FOR JFA DEVELOPMENT PARTNERS

Responsibility of the Respondent _____

Name of the Development Partner/Agency _____

Number of years of involvement with ECA/JFA II Partnership Programme _____

1. What in your opinion are the most significant achievements of JFA II Partnership Programme of the Business Plan in terms of:
 - a. Resource Mobilisation and working modalities-----
 - b. Knowledge generation, dissemination and networking

 - a. Advocacy and consensus building

 - a. Technical Support and Advisory Services

 - b. What advantages did the JFA II have over the bilateral project type of support?
 - c. What were the main challenges of JFA II Programme at:
 - d. *Planning stage* _____
 - e. *Implementation stage* _____
 - f. *Reporting and monitoring stages* _____
 - g. *Evaluation stage* _____
2. What in your opinion have been the overall impacts of the JFA II programme ?

3. During the implementation and regular monitoring meetings, what were the most frequently raised issues that required improvements by the implementers (ECA Divisions)?

4. In your opinion, is the JFA consistent with your agency's reporting requirements? Yes/No.
5. Overall, how do you rate the level of satisfaction with the JFA funding mechanism in terms of:
- a. Excellent _____
 - b. Very good _____
 - c. Good _____
 - d. Fair _____
6. Please justify your rating above _____
7. What were the lessons learnt? _____
- Do you have any other comments? _____

Table 7: Summary of Activities of the Macroeconomic Analysis Sub-division

Table 10

Availability of Minimum Expected ECA Flagship Publications in Higher Education Institution Libraries

SN	Publication		Availability by Institution*					
			OBU	UB	AAU	CAD	SFB	Total
1	African Governance Report (AGR) - 2 publications	A	0	1	0	0	0	1
		N	2	1	2	2	2	9
2	The Mutual Review of Development Effectiveness in Africa (MRDE) – 3 publications	A	0	0	3	0	0	3
		N	3	3	0	3	3	12
3	Assessing Regional Integration in Africa (ARIA) – 3 publications	A	0	1	2	1	0	4
		N	3	2	1	2	3	11
4	African Women’s Report (AWR) – 3 publications	A	0	1	0	0	0	1
		N	3	2	3	3	3	14
5	African Gender Development Index (AGDI) – 2 publications	A	0	0	0	0	0	0
		N	2	2	2	2	2	10
6	Economic Report on Africa (ERA) – 3 publications	A	0	0	2	0	0	2
		N	3	3	1	3	3	13
7	African Economic Outlook (AEO) – 3 publications	A	0	1	0	0	0	1
		N	3	2	3	3	3	14
8	African Statistics Year Book (ASYB) – 3 publications	A	0	0	0	0	0	0
		N	3	3	3	3	3	15
9	Millennium Development Goals Report – 3 publications	A	0	0	1	0	0	1
		N	3	3	2	3	3	14
10	Sustainable Development Report on Africa –	A	0	0	1	0	0	1

	1 publication	N	1	1	0	1	1	4
11	Total	A	0	4	9	1	0	14
		N	26	22	17	25	26	116

Key:

OBU: Omar Bongo University, Gabon

UB: University of Botswana, Botswana

AAU: Addis Ababa University, Ethiopia

CAD: Chiek Anta Diop University, Senegal

SFB: School of Finance and Banking, Rwanda

A: Publication Available

N: Publication not Available

*Minimum Expected of 1 copy of every volume produced in 2010-2012.

**ANNEX X: PROTOCOL 7 PARTNERSHIP AND TECHNICAL COOPERATION
OFFICE (PATCO)**

1. Position of the Respondent _____
2. No. of months/years in the Position _____
3. Number of months/years of involvement with ECA/JFA Partnership Programme _____
4. What are the strengths of JFA mechanism?

5. Please indicate the elements of JFA that require improvement _____
6. In your opinion, what should be the steps taken to make the JFA arrangement more effective?

7. Overall, how do you rate the level of satisfaction with the JFA funding mechanism in terms of:
 - a. Excellent _____
 - b. Very good _____
 - c. Good _____
 - d. Fair _____
8. Please justify your rating above _____
9. Have JFA Partners lived up to the terms of the MOU? Yes/No
10. Explain _____
11. Has the existence of JFA improved your Office :
 - a. Reporting burden to different financing partners? Yes/No
 - b. Explain _____
 - c. Has the JFA funds helped to facilitate your dealings with the different divisions of ECA?
Yes/No
 - d. Explain _____

12. What is the proportion of JFA partners annual contributions to the overall XB budget of the thematic area support

13. Are there any bottlenecks that affect the efficient and flexibility utilization of the JFA resources – Yes/No.

14. Explain

Do you have any other comments?

ANNEX XI: Availability of Minimum Expected ECA Flagship Publications in Higher Education Institution Libraries

SN	Publication		Availability by Institution*					
			OBU	UB	AAU	CAD	SFB	Total
1	African Governance Report (AGR) - 2 publications	A	0	1	0	0	0	1
		N	2	1	2	2	2	9
2	The Mutual Review of Development Effectiveness in Africa (MRDE) – 3 publications	A	0	0	3	0	0	3
		N	3	3	0	3	3	12
3	Assessing Regional Integration in Africa (ARIA) – 3 publications	A	0	1	2	1	0	4
		N	3	2	1	2	3	11
4	African Women’s Report (AWR) – 3 publications	A	0	1	0	0	0	1
		N	3	2	3	3	3	14
5	African Gender Development Index (AGDI) – 2 publications	A	0	0	0	0	0	0
		N	2	2	2	2	2	10
6	Economic Report on Africa (ERA) – 3 publications	A	0	0	2	0	0	2
		N	3	3	1	3	3	13
7	African Economic Outlook (AEO) – 3 publications	A	0	1	0	0	0	1
		N	3	2	3	3	3	14
8	African Statistics Year Book (ASYB) – 3 publications	A	0	0	0	0	0	0
		N	3	3	3	3	3	15
9	Millennium Development Goals Report – 3 publications	A	0	0	1	0	0	1
		N	3	3	2	3	3	14
10	Sustainable Development Report on Africa – 1 publication	A	0	0	1	0	0	1
		N	1	1	0	1	1	4
11	Total	A	0	4	9	1	0	14

		N	26	22	17	25	26	116
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Key:

OBU: Omar Bongo University, Gabon

UB: University of Botswana, Botswana

AAU: Addis Ababa University, Ethiopia

CAD: Chiek Anta Diop University, Senegal

SFB: School of Finance and Banking, Rwanda

A: Publication Available

N: Publication not Available

*Minimum Expected of 1 copy of every volume produced in 2010-2012.

ANNEX XII: Availability of Minimum Expected ECA Flagship Publications in Non-Higher Education Libraries

SN	Publication	Av	Availability by Institution*							
			SREA	SRNA	MNL	BIDP	POB	ECCAS	SADC	Total
1	African Governance Report (AGR) 2 publications	A	0	0	0	0	1	0	0	1
		N	2	2	2	2	1	2	2	13
2	The Mutual Review of Development Effectiveness in Africa (MRDE) 3 publications	A	1	0	0	0	0	0	0	1
		N	2	3	3	3	3	3	3	20
3	Assessing Regional Integration in Africa (ARIA) – 3 publications	A	3	3	0	0	0	2	0	8
		N	0	0	3	3	3	1	3	13
4	African Women’s Report (AWR) 3 publications	A	0	0	0	0	0	0	0	0
		N	3	3	3	3	3	3	3	21
5	African Gender Development Index (AGDI) – 2 publications	A	0	0	0	0	0	0	0	0
		N	2	2	2	2	2	2	2	14
6	Economic Report on Africa (ERA) 3 publications	A	3	3	0	0	0	2	0	8
		N	0	0	3	3	3	1	3	13
7	African Economic Outlook (AEO) 3 publications	A	3	0	0	0	1	0	0	4
		N		3	3	3	2	3	3	17
8	African Statistics Year Book (ASYB) 3 publications	A	3	0	0	0	0	0	0	3
		N	0	0	3	3	3	3	3	18
9	Millennium Development Goals Report 3 publications	A	3	0	0	0	0	1	0	4
		N	3	0	3	3	3	2	3	17

10	Sustainable Development Report on Africa 1 publication	A	1	0	0	0	0	0	0	1
		N		1	1	1	1	1	1	6
11	Total	A	17	6	0	0	2	5	0	30
		N	9	20	26	26	24	21	26	152

Key: SREA: Sub-Regional Office of East Africa (UNECA)

SRNA: Sub-Regional Office of North Africa (UNECA), Rabat

MNL: Morocco National Library, Rabat

BIDP: Botswana Institute for Development Policy Analysis, Gaborone

POB: Parliament of Botswana, Gaborone

ECCAS: Economic Community of Central African States, Libreville

SADC: Southern African Development Community, Gaborone

Av: Availability

A: Publication Available

N: Publication not Available

*Minimum Expected of 1 copy of every volume produced in 2010-2012

ANNEX XIII: Availability of Minimum Expected ECA Flagship Publications in the Hands of Other Individual Officials & Experts (9 Respondents)

SN	Publication	Availability*	Quantity
1	African Governance Report (AGR) 2 publications	A	2
		N	16
2	The Mutual Review of Development Effectiveness in Africa (MRDE) 3 publications	A	0
		N	27
3	Assessing Regional Integration in Africa (ARIA) – 3 publications	A	7
		N	20
4	African Women’s Report (AWR) 3 publications	A	1
		N	26
5	African Gender Development Index (AGDI) – 2 publications	A	3
		N	15
6	Economic Report on Africa (ERA) 3 publications	A	6
		N	21
7	African Economic Outlook (AEO) 3 publications	A	4
		N	23
8	African Statistics Year Book (ASYB) 3 publications	A	0
		N	27
9	Millennium Development Goals Report 3 publications	A	6
		N	21
10	Sustainable Development Report on Africa 1 publication	A	1
		N	8
11	Total	A	30
		N	204

Key:

A: Publication Available

N: Publication not Available

*Minimum Expected of 1 copy of every volume produced in 2010-2012

ANNEX XIV: List of people contacted during the field trip

A. BOSTWANA

Ms Valencia K.D. Mogegeh	Director Women's Affair
Nkabo Kehhitwe	Senior corporate Manager , Parliament of Bostwana
Dr Taufila Nyamadzabo	Secretary for Economic and financial Policy, ministry of Finance and Development Planning, Bostwana
Dhunraj Kassee –	Programme Officer, Trade Industry and Investment Directorate, SADC
Sadwick L. Mtonakutha	Senior Porgramme Officer , Macreconomics, Trade Industry and Investment Directorate, SADC
Phera Rameoli	Senior Programme Officer - Water, Directorate of Infrastructure and service, Water Division, SADC
Dhunraj Kassee	Programme Officer, Capacity Building (Customs), Trade Industry and Investment Directorate, SADC
Maria Tali, Librarian	Public Relation Unit, SADC Secretariat
Arnold Chitambo	Senior Programme Officer , Employment and Labour, SADC Secretariat
Jabulani Mthethwa	Senior Programme Officer, Trade Industry and Investment Directorate, SADC
Dr Tebogo B. Seleka	Executve Director, Bostwana Institute of Development Policy Analysis,(BIPDA)
Dr Gape Kaboyakgosi	Research Fellow,Bostwana Institute of Development Policy Analysis,(BIPDA)
Willie Shumba	Senior Programme Officer, Customs, Trade Industry and Investment Directorate, SADC

B. ETHIOPIA

Wondimu Tekle	Minister, Ministry of Water and Energy, Federal Democratic Republic of Ethiopia, (FDRE).
Mrs Sinknesh Ejigu,	Minister of Mines, FDRE
Dereje Derbew,	Senior Energy Analyst, Ministry of Mines, FDRE
Kahisu Tadesse	Director ,Petroleum Down-Stream Operations Regulatory Directorate, Ministry of Mines, FRDE.
Adamasu Nebebe-	Director, UN Agencies & Regional Economic Cooperation Directorate, Ministry of Finance & Regional Economic Development, Addis Ababa, Ethiopia

C. GABON

Bakary DOSSO,	Conseiller Economique Pricipal. UNDP. Libreville,
Dr Herve Pascal NDONGO	Directeur General Institut Sous – Regioal, Multisectoriel de Technologie Appliquee, de Planification et D’Evaluation de Projets (ISTA), Libreville, Gabon.
Boris ADMINA	Secretaire Executif, Secretariat de la Bonne Governace et Renforcement des Capacites, Libreville, Gabon.
Edou Obame Jean Daniel	Directeur de la Protection de la Famille, Ministere de la Famille et Affaires Sociales, Gabon
Oicheline OTOUNGA	Directeur General , Famille, Ministere de la Famille et Affaires Sociales, Gabon

D. SRO-NA MOROCCO

Karima Bounemra Ben Soltane	Director, SRO- NA
Nassim Oulmane	Chief Sustainable Development Section
Abdoul Kane	Chief Regional Integration Section
Ochorias Gbaguini	Economic Affairs Officer
Gain Calligaris	UNV
Hansan Benseddik	Head of the International Trade Directorate and Multilateral Trade, Morocco.
Khalid Sayah	Directeur de la Relation Commerciales Internationales, Ministere du Commerce Exterieur, Rabat, Maroc.
M.Mournir Ben Hammou	Chef de service des institutions financiers . Ministere des Affaires Etrangeres et de la Cooperation, Rabat, Maroc.
Abdellah Ben Mellouk	Chef de la Division des Organisations et Conference a Caratere Economique Questions Economiques et Financieres, Ministere des affaires etrangeres et de la cooperation, Rabat, Maroc.
M.Driss Khrouz	Directeur , Bibliotheque Nationale du Royaume Du Maorc (BNRM).
M.Mohammed Boussairi	Directeur par interim de de la Conpatbilite Nationale, Haut Commissariat au Plan, Rabat, Maroc
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