

for the Centrally Managed Thematic Projects

Service Contract for a Monitoring system of the Implementation of Projects and Programmes of External Co-operation financed by the **European Community** Lot 5: Centrally Managed Thematic Projects

Synthesis Report on the monitored trans-regional **Projects of AIDCO/F2**

1st December 2008





TABLE OF CONTENTS

1.	INTRODUCTION					
	1.1.	OBJECTIVE OF THE SYNTHESIS REPORT	1			
	1.2.	STRUCTURE OF THE SYNTHESIS REPORT	1			
2.	SEL	ECTED PROJECTS	2			
	2.1.	MONITORED PROJECTS	2			
3.	WOI	RK PLAN	4			
	3.1.	MONITORING APPROACH	4			
	3.2.	PREPARATION AND IMPLEMENTATION OF MONITORING MISSIONS	4			
4.	INSI	GHTS OF THE PROJECTS	5			
	4.1.	PROGRAMME PERFORMANCE BY MONITORING CRITERIA	5			
5.	CON	ISIDERATIONS	6			
	5.1.	LOGFRAME AND OTHER MANAGEMENT TOOLS	6			
	5.2.	OTHER CONSIDERATIONS	6			
6.	CON	ICLUSIONS AND SUGGESTIONS	8			
	6.1.	CONCLUSIONS	8			
	6.2	SUCCESTIONS	Ω			

1. Introduction

1.1. Objective of the Synthesis Report

This Synthesis Report (SR) presents the main cross-cutting findings drawn from the monitoring of 3 projects of the Unit F2 of the EuropeAid Cooperation Office with a "trans-regional" dimension. In this SR the term "trans-regional" is allocated to projects which are implemented in more than one of the EC external cooperation regions:

- European neighbourhood countries (ENPI region);
- Africa, Indian Ocean and South Africa;
- Asia;
- Latin America;
- Western Balkans and Turkey;
- Caribbean, Pacific, Cuba and OCTs.

The monitoring and the Synthesis Report have been programmed in the current Work Plan of the ROM CMTP Team on the request of the Unit F2 of the EuropeAid Cooperation Office. The monitoring of the selected 3 projects through the implementation of a total of 26 country visits took place from 09/07/08 to 22/11/08. The synthesis report initiated following the request of the AIDCO/F2 during the meeting of the Project Director, the Team leader and the Deputy Team leader with AIDCO/F2 on 27/11/08.

1.2. Structure of the Synthesis Report

The SR is structured as follows:

- Introduction: This Chapter presents the objective and the structure of the SR.
- Selected Projects: This Chapter analyses the representativity of the selected sample of projects and presents some basic information about the monitored projects.
- **Insights of the Projects**: Chapter 3 analyses the performance of the selected projects on the basis of the scores and comments in the Monitoring Reports and the Background Conclusion Sheets. The analysis is concluded with a short analysis per type of partner.
- **Considerations**: Some first considerations are presented focusing on the logframe, the management tools used by the project, but also some cross-cutting issues like the language, the different corporate cultures/administrative traditions, and the socio-cultural factors.
- **Conclusions and Suggestions**: In this chapter some preliminary conclusions are formulated and some suggestions for future trans-regional projects.

2. SELECTED PROJECTS

2.1. Monitored projects

This Synthesis Report covers the main findings from the monitoring of the activities of 3 transregional projects with activities in all 6 geographical regions. These projects are part of the 11 projects selected by AIDCO/F2 to be monitored by the ROM CMTP Team.

In terms of the relative weight within the overall AIDCO/F2 ROM portfolio, it is noted that the 3 selected monitored projects account for 23% of the overall EC contribution of the selected monitored projects. The following table illustrates the main characteristics of the selected sample of projects:

Table 1: Description of the selected sample of projects (on the basis of the overall ROM CMTP Portfolio for the AIDCO/F2)

Sample descirption	Selected Projects	Overall F2 monitoring portfolio	%
N° of projects monitored	3	11	27%
N° of monitoring reports	26	62	42%
€ covered (All projects monitored)	3,323,996	14,280,439	23%

It is noted that the sample is not sufficient to draw representative conclusions on the overall monitoring portfolio of AIDCO/F2, despite the high representation of the produced monitored reports (42%). On the other hand, as illustrated in the table below, in terms of the overall number of transregional projects, the present sample is very representative, given that it covers 75% of the transregional projects of the ROM CMTP portfolio:

Table 2: Description of the selected sample of projects (on the basis of the overall transregional projects of the CMTP Portfolio)

regional projects of the chiri i ortions,						
Sample description	Selected Projects	Monitoring portfolio of F2 trans-regional projects	%			
N° of projects monitored	3	4	75%			
N° of monitoring reports	26	40	65%			
€ covered (All projects monitored)	3,323,996	4,223,996	79%			

The table overleaf recapitulates the data of the 3 monitored projects with a definition of their purpose.

Table 3: Selected trans-regional projects

	Table 3: Selected trans-regional projects								
N	CRIS	Project Title	Project Authority	Partner countries / covered by ROM	End date	EC Budget	Project Purpose		
1	117929	Enhancing Capacity to address trafficking in especially children from a human rights perspective in Southeast Asia, Southeast Europe and Latin America	Stichting Terre des Hommes Nederlands	Albania FYROM Kosovo Cambodia Philippines Indonesia Peru Bolivia Colombia Viet Nam Laos Thailand Bangladesh	28/02/10	999,996	The capacity of the target groups is enhanced to address trafficking in children from a Human Rights perspective, in relation to the prevention of trafficking and the protection of trafficked children. Expected Results: Capacity built in NGOs and media, as multipliers within civil society to address the issue of trafficking from a human-rights perspective in a cooperative way in order to better inform and mobilise general public. Awareness raised at community level, of families at risk mobilised and empowered from a human-rights perspective in order to enhance child protection mechanisms. Adoption and implementation of adequate standards for care of trafficked boys and girls advocated at local, national and regional level, with the aim to mobilise decision-makers, service providers and NGOs working against trafficking.) Networking both towards other stakeholders and among project partners within and between the three regions of intervention of the project, aiming at enhancing advocacy potential, information sharing and exchange of good practices.		
2	126659	Law Enforcement and Intelligence Cooperation against Cocaine Trafficking from Latin America to West Africa	United Nations Office on Drugs and Crime (UNODC)	Peru Ecuador Brazil Senegal Ghana Togo Spain Cape Verde Guinea Bisau Venezuela Barbados Bolivia	01/02/10	800,000	Specialised law enforcement and intelligence services established and operating in both Latin America and West Africa by project completion.		
3	126930	Harm Reduction in Developing Countries: Global Partnerships for Sustainable Development	UNESCO	Afghanistan India Brazil Colombia Mexico Haiti Trinidad Dominican Republic	31/01/10	1,524,000	Support community-based interventions to develop empowerment initiatives and facilitate the provision of harm reduction services for drug users (this will be the main specific objective of the project). Synthesise, disseminate and create visibility for lessons learned to date on reducing harm from drug use, especially within the framework of EC's and UNESCO's past and current activities. The process will highlight the contribution of harm reduction to poverty alleviation and sustainable development, strengthening partnerships at global, regional and country levels. Support and influence the development of policies promoting a holistic approach to reducing the harm from drug use through education, treatment and care, and protecting the human rights of drug users in developing countries.		

3. WORK PLAN

3.1. Monitoring Approach

The portfolio of EC-funded Projects in the ROM CMTP portfolio consists of various types of projects which mainly differentiate by their:

- Design,
- Geographical location,
- Size and complexity,
- Geographical coverage (single-country of multi-country projects).

The multi-country projects can have a regional or trans-regional dimension. The specificity of the trans-regional projects is that they call for a special monitoring approach with the involvement of more than one monitor, in order to ensure meeting adequately all particular requirements of the monitoring and in-time submission of the monitoring reports.

3.2. Preparation and Implementation of Monitoring Missions

The 3 projects covered by this Synthesis Report were monitored in the overall context of the monitoring portfolio, as agreed with AIDCO/F2 in the inception phase of the ROM CMTP project, as well as with the EC Task Managers during the missions' preparation phase.

The preparation of the missions was carried out, based on the study of the projects' documentation obtained from CRIS and the EC Task Managers, as well as on the briefings held at an early stage before the implementation of the ROM missions. Based on the information collected, the Project Authorities responsible for the implementation of the projects were contacted in order to obtain detailed contact information on project partners and target groups/beneficiaries. The ROM visits to respective leading partners, beneficiaries and stakeholders were organised and coordinated with the assistance of the Project Authorities.

Meetings with Project Authorities and partners were timely announced and organised. The progress reports and relevant project documentation were readily prepared for the monitor's reference, with additional available project documentation provided to update the current implementation stage. All monitoring visits to respective target groups and beneficiaries were smoothly organised, except for two project-visits to India (Mumbai) and Afghanistan (Kabul) for the 3rd project, which are planned to be implemented in the coming days, depending on the feedback of the national authorities concerning security and other issues (e.g. visa approval etc.).

Table 4: Monitoring Reports produced up to date

#	CRIS Number	Title	Number of MRs	Monitoring Reference
1	117929	Enhancing Capacity to address trafficking in especially children from a human rights perspective in Southeast Asia, Southeast Europe and Latin America	10	107140. 01 - 10
2	126659	Law Enforcement and Intelligence Cooperation against Cocaine Trafficking from Latin America to West Africa	7	111420. 01 - 07
3	126930	Harm Reduction in Developing Countries: Global Partnerships for Sustainable Development	9	Not submitted yet
		Total	26	

4. Insights of the Projects

4.1. Programme Performance by Monitoring Criteria

The following table presents the average performance of the 3 monitored projects:

Table 5: Average ratings per each main criterion

Criterion	Average rating*	Sample (Number of Horizontal Monitoring Reports)	
Quality of project design	2.3	3	
Efficiency	2.0	3	
Effectiveness	2.0	3	
Impact	2.7	3	
Sustainability	2.3	3	
AVERAGE	2.3	3	

^{*} The reports for the third project are not final, in view of the pending missions to India and Afghanistan.

The average scores above are calculated by assigning the numbers 1,2,3, and 4 to the four gradings of the Monitoring Reports ("A" Very good, "B" good, C "has problems, "D" has serious deficiencies). The calculated average score is 2.27 which is in the range from 1.5 to 2.5 and is translated in overall performance with problems.

In addition, important to underline, this main value may hide a very contrasting reality of projects performing in a more or less acceptable way but which all could be improved in certain aspects, potentially enhancing their impact.

5. CONSIDERATIONS

5.1. Logframe and Other Management Tools

One of the main structural weaknesses of the monitored projects has been the incomplete logframes and accompanying tools for the management of the projects. This is a critical issue which should have been tackled in the design phase. The following table recapitulates the findings about the management tools available with the 3 monitored projects

Table 6: Average rating per management tool

	Yes	No	If Yes, Rating of Quality			
Consideration			Excellent	Compre- hensive	Incomplete	Unacce- ptable
Is there a Project Logframe?	х				х	
Is there a resource allocation plan – inputs/activities for the entire project?	x				x	
Is there a Work Plan identifying results/milestones for the entire project?		x				
Is there an internal monitoring system in place?	x			x	x	

5.2. Other considerations

While the idea of supporting trans-regional networks might sound attractive, there are several issues to be considered. The assumption is that the participating agencies (Coordinating bodies, NGO, Government Agencies, etc.) are basically covering their ongoing recurrent cost and that the EC funding, therefore, is linked to the networking and coordinating activities. Unfortunately this is not necessarily the case. In particular, NGO have a fickle funding basis, insufficient forward commitments and sometimes less than transparent management structures. The situation is slightly better in the case of Government Agencies, since they are budget units, but, particularly in the developing world, their running cost budgets are often very tight to insufficient, rendering the additional tasks and related cost of national / regional / trans-regional networking and coordination burdensome. The EC funding, therefore, often part of a multi-donor support package, ends up being used, directly or indirectly, to cover recurrent cost.

In a number of cases, essential pre-conditions are not in place:

- Language: The lack of linguistic ability, mainly in the case of trans-national networking and coordination, has presented a serious problem in some cases. In the Africa region the problem is also present on a regional basis; it is difficult to find French-speakers in Anglophone Africa and vice-versa.
- **Different corporate cultures** *I* **administrative traditions:** Apart from the vastly differing concepts that exist in the administrations, both as a consequence of colonial heritage in some cases (centralised versus decentralised, etc.) and territorial and historical factors, there is also the relation between the Public Sector and Civil Society that comes in a variety of shades and forms. While this should not be an impediment for successful networking, the participating structures are not always prepared sufficiently to take this on board.
- Socio-cultural factors: Rural-urban relationship, grass-roots organisations versus urban based middle class partners, attitudes vis-à-vis information and personnel management, etc. The different levels of institutional / organisational development can, if not carefully considered, create major obstacles to communication.

In most cases the networks supported have been in place for a long time and enjoy, to varying degrees, support from a number of international partners. Therefore results identifiable with EC funding, become difficult to isolate and EC visibility is sometimes poor.

The partners in this type of operations do not tend to think in "project" terms, but have an "eternity" perspective, i.e. they tend to be more procedure- than result-oriented and their timelines do not necessarily coincide with EC-thinking in the field.

In a large part of the world, the NGO sector is an "industry" and managers/directors of regional NGO are much solicited. This carries the risk that the individuals that would be most representative / relevant are not necessarily the ones attending the regional / trans-regional gatherings.

The rationale for the creation of networks is sometimes poorly defined and is used as a pretext to access funding for a disparate group of national or sub-regional micro-projects. In some areas, mainly in NGO type initiatives, there is a danger of "monopolisation" by a limited group of organisations.

The role of the coordinating agencies (World Bank, UNESCO, UNODC, NGO Consortia) is sometimes not clearly defined and offers little added value.

Although it has to be accepted that medium to long term support for networks, particularly in the field of Human Rights, is to be expected, phase-out strategies are often neglected. This potentially creates an important dependency syndrome on EC funding.

In dealings with fate-based organisations, although very pertinent in some parts of the world, some issues are delicate (linkage between "evangelisation" type initiatives and assistance to the target group, contraception, needle-exchange, etc.).

6. CONCLUSIONS AND SUGGESTIONS

6.1. Conclusions

- Taking into consideration the points referred to above, the support of the EC to transnational networking/coordination remains valid;
- The EC has played and continues playing an active and important role in establishing a novel level in regional/trans-regional policy-making;
- The EC assists in the publication and distribution of various research and policy papers and thus, reinforcing the position of Civil Society in their negotiations and collaboration with national/regional authorities;
- Networking, if well prepared and managed, is an instrument to reinforce the institutional and organisational capacity of the participating organisations;
- Regional and trans-regional initiatives established with EU assistance have the potential to become important intermediaries in the governance dialogue with global institutions, regional organisations and Governments.

6.2. Suggestions

- Ensure a pre-implementation assessment of the technical and financial ability of the networks to be supported and of their partner structures.
- Clearly identify the specific activities to be supported by EC funding and insist on a correct application of the Project Cycle Management principles.
- Identify clear objectives and outcomes of the networking activities a positive example on a regional basis was the joint lobby of the South East Asian countries with ASEAN on Child Protection, leading to a resolution, later ratified by all participating countries.
- Ensure the necessary flexibility to include new organisations and networks in new or ongoing initiatives.
- Clearly define the added-value of the support provided by the coordinating bodies (contract partners), both in terms of policy support and technical backstopping.
- Encourage network organisations to prepare phase-out strategies and explore alternative funding sources, ideally on national level (Commercial/institutional funding sources). A regressive funding plan and, where possible, assistance from the coordinating agencies in developing a legal framework for sponsorship would be worth exploring.
- In dealing with faith-based organisations, particular attention should be given to their "mission statement" and related practices.