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Five-Year Evaluation of NEPAD

Concept Paper

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ISRAEL SEMBAJWE

Contents

INTRODUCTION	3
1. OBJECTIVE	4
2. ACTIVITIES AND DURATION	5
2.1 AREAS OF EVALUATION.....	6
2.1.1 <i>Evaluation of the performance of NEPAD structures and processes</i>	6
2.1.2 <i>Evaluation of partnerships</i>	6
2.1.3 <i>Evaluation of programme implementation</i>	6
2.1.4 <i>Overall impact, key lessons learned and the way forward</i>	7
2.2 THE EVALUATION EXERCISE	8
2.3 COORDINATION, STEPS AND TIMELINE.....	8
2.4 WHO WILL CARRY OUT THE EVALUATION?	9
3. OUTPUTS	9
4. BENEFICIARIES AND IMPACT	10
5. MANAGEMENT OF THE EVALUATION EFFORT	11
5.1 <i>Partnerships</i>	11
6. BUDGET	11

Introduction

The New Partnership for Africa's Development (NEPAD) was greeted with a great deal of enthusiasm and optimism when it was launched by the African Heads of States in 2001. Much of this optimism was based on the belief that it constituted a more realistic, Africa-owned and Africa-centred development framework with a greater potential for success. It was also believed that NEPAD had addressed the shortcomings of the unsuccessful continental development frameworks and programmes that preceded it.¹ Nonetheless, almost six years after NEPAD was launched, the extent to which it has lived up to its potential remains a highly debated issue and the initial optimism has all but waned in some quarters.

As the vision of the African Union (AU), NEPAD was designed to guide fundamental continent-wide socioeconomic development by eradicating poverty and underdevelopment in Africa, and uplifting the lives of African people, reducing their marginalization and increasing their role in the global community. More fundamentally it was designed as the policy framework for achieving the Millennium Development Goals (MDGs) adopted in 2000 a year before NEPAD was launched.

To be sure, progress has been made in several areas of NEPAD since 2001. For instance, international support for it has grown over the years. Several commitments have been made by Africa's development partners, including those of the G8 Summits. In response to these commitments, there have been increases in official development assistance and foreign direct investment as well as new initiatives regarding debt relief and South-South cooperation. As a result, countries and organizations have, to varying degrees of success, taken action to implement NEPAD projects in the priority areas including the African Peer Review Mechanism, agriculture and infrastructure.

Notwithstanding these notable achievements, significant challenges remain. The slow progress in the Doha Development Round continues to be an issue and servicing bilateral or private debt, not envisaged in Multilateral Debt Relief Initiative, poses severe problems for low-income African countries. As the 2006 UN Secretary-General Report on NEPAD to the General Assembly underscores, the momentum of international support for Africa is not yet strong enough to be irreversible, and there are a number of areas in which policy measures and practical actions must be taken to strengthen the impetus for the implementation of NEPAD.

Moreover, more than five years after it was launched, NEPAD is still not well known across Africa. Its implementation has not been taken seriously in many

¹ These policy frameworks include: the Lagos Plan of Action for the Economic Development of Africa, (1980 – 2000); the African Priority Programme for Economic Recovery (1986 – 1990); the UN Programme of Action for Africa's Economic Recovery and Development ((UN-PAAERD) 1986 – 1990) and later the African Alternative Framework to Structural Adjustment for Socio-economic Transformation ((AAF-SAP) 1989); the African Charter for Popular Participation for Development (1990); and the United Nations New Agenda for the Development of Africa (UN-NADAF) in the 1990s (1991)

AU member countries and much remains to be done at the subregional levels, especially by the Regional Economic Communities (RECs) and other regional institutions, to achieve economic and physical integration.

These challenges facing NEPAD will make it difficult for many African countries to attain the MDGs by 2015 which raises the central question of how to make NEPAD fulfil its promise; that is, how to successfully achieve its objectives at the regional, subregional and national levels and enable African countries to achieve the MDGs and sustainable socioeconomic development. This is the key challenge facing the AU and its NEPAD structures, the regional economic communities (RECs), member states and the multilateral development institutions and partners.

Satisfactorily addressing this challenge requires first, a serious and comprehensive assessment of NEPAD since its inception at the continental, subregional and national levels be carried out to accurately determine how it has performed so far. Taking stock to know where things are at present is a vital first step for progress. Second, the assessment will provide the basis for drawing lessons from past experience and from successful stories and developing a strategy for the way forward. The third thing is to propose specific and concrete policy measures and steps necessary for accelerating the implementation of NEPAD.

This Concept Paper describes the rationale for and process involved in a five-year review of NEPAD as well as the roles of various parties in the process. It does not provide a detailed methodology for the assessment. Instead, it provides the broad assessment parameters which will guide the whole assessment exercise and enable those who will conduct the assessment to develop the requisite benchmarks and measurement indicators.

Five years provides a good span for conducting an assessment of any initiative and this five-year review of NEPAD fills an important gap as no other such comprehensive assessment aimed at improving implementation and impact has been conducted. Moreover, since this is being driven by the NEPAD Secretariat, the resulting recommendations would be adopted at the highest levels of continental and national policy making organs and establishments.

The Concept Paper is divided into six sections. Following the Introduction, Section 1 provides the objective of the assessment. Section 2 outlines the activities required for the assessment exercise. Section 3 identifies the outputs while section 4 indicates the potential beneficiaries. Section 5 describes management of the assessment exercise, including monitoring and evaluation while section 6 provides a list of cost items that constitutes the budget.

1. Objective

The principal objective of the proposed evaluation of NEPAD is to determine progress toward the achievement of the vision and objectives of NEPAD during the five-year period 2001-2006. These objectives include **poverty eradication, sustainable development, regional and global integration of Africa and empowerment of women**, which are underpinned by good governance, African ownership and leadership of development and anchoring development on the

resources and resourcefulness of Africans. Also, the goal is to assess progress in the implementation of NEPAD priorities and the extent to which NEPAD's steering, implementing and supporting entities and partners have played their role in order to determine how to accelerate its implementation as well as improve its effectiveness in and impact on Africa's development.

More specifically, this will require an evaluation of:

1. the performance of the NEPAD structures and processes
2. partnerships and the performance of partners
3. programme implementation in the priority sectors
4. overall progress in achieving the objectives of NEPAD in order to provide concrete recommendations on the way forward.

2. Activities and duration

The appropriate evaluation method for any programme or initiative involves showing in specific and measurable ways the success of the programme in making progress toward achieving its objectives (formative evaluation). Effective implementation of any program or project requires monitoring and evaluation with appropriate adjustment made when necessary during the implementation process. This monitoring and evaluation should, therefore, be guided by clearly defined, objective, and quantifiable criteria that are related to the expected outcomes of the program. Since, in the case of NEPAD, these objectives are linked to the MDGs, the criteria and benchmarks set should be set as close to the MDG benchmarks as possible. The monitoring process should also set specific benchmarks to be achieved within a specified period of time.

NEPAD was set up by the African Heads of State and Government with a number of priorities in addition to the previously mentioned objectives and principles. The processes for achieving the objectives and implementing the priorities were also identified and envisaged by the founders, including the steering and organizing bodies and implementing entities as well as their roles at the regional (continental), subregional and national levels. Therefore, any attempt to assess the implementation of NEPAD must focus on the extent to which these principles have been upheld, the objectives achieved and priorities implemented. An appraisal of NEPAD will also require determining the extent to which the NEPAD processes have worked and the implementing entities and steering bodies performed their roles at various levels. Such an assessment can provide invaluable lessons about what has worked and what has not, as well as the best way to improve and accelerate the implementation of NEPAD. In this regard, we need to answer four key questions:

1. How well have the NEPAD structures performed their roles?
2. To what extent have partnerships been formed and partners performed their role in supporting the implementation of NEPAD?
3. To what extent have the NEPAD programmes been implemented in the priority sectors and what is the impact of the projects set up in this regard?

4. How much progress is being made toward the achievement of overall NEPAD objectives and what key lessons could be learned from five years of NEPAD and what should be the way forward in accelerating its implementation?

2.1 Areas of Evaluation

2.1.1 Evaluation of the performance of NEPAD structures and processes

This will involve goal assessment, process assessment and outcome assessment of the structures and processes at the continental, subregional and national levels. The structures concerned here are the NEPAD steering organs:

- the Heads of State and Government Implementation Committee (HSGIC)
- the Steering Committee
- the NEPAD Secretariat
- the National NEPAD organs and focal points

The evaluation will also involve an examination of the interaction among these structures and their relationships with the AU structures and processes.

2.1.2 Evaluation of partnerships

This will consist of evaluating the relations with major stakeholders at the three levels—continental, subregional and national. The evaluation will focus on the following:

- a. Partnership among African peoples and international partnerships—the relations between the NE PAD structures and the key stakeholders:
 - Member, states, African private sector, civil society, youth, etc.
 - RECs at the subregional level
 - the UN, G8 and OECD, other countries (India, China, Brazil, South-South)
 - International private sector
 - International civil society
 - Diaspora
- b. The performance of each stakeholder in playing its role in supporting NEPAD. The exercise will involve assessing the performance of the implementing organs at the subregional and national levels— RECs and national bodies

2.1.3 Evaluation of programme implementation

The third area of assessment is programme implementation. This assessment will focus on the three priority areas of NEPAD:

- a. Establishing the conditions for sustainable development:
 - Peace and security

- Democracy and good governance (political, economic and corporate), including the African Peer Review Mechanism (APRM)
- Regional co-operation and integration
- Capacity building
- b. Policy reform and investment in priority sectors:
 - Infrastructure (Information and Communications Technology (ICTs), Energy, Transport and Water and Sanitation)
 - Human resource development (poverty reduction, reversing the brain drain, health and education)
 - Agriculture
 - Environment
 - Culture
 - Science and technology
- c. Increased mobilization of resources through:
 - Market access
 - Increased domestic savings and investment
 - Improved management of public finances
 - Increasing Africa's share in global trade
 - Attracting more foreign direct investment (FDI)
 - Increasing capital flows to Africa through further debt reduction and increased official development assistance (ODA) inflows

Assessment of programme implementation will require examining the degree of implementation of the above-listed sectoral priorities as well as the establishment of conditions for sustainable development and increased mobilization of resources. The goal will be to assess the following:

- The extent to which the conditions for sustainable development have been established
- The development and implementation of Action Plans
- The status of policy reform and investment in priority sectors, including the implementation of specific projects in these priority areas
- The extent to which resource mobilization for the implementation of NEPAD is increasing.

2.1.4 Overall progress in achieving NEPAD objectives

This will involve an assessment of progress toward the objectives of NEPAD as established by the founders, including poverty eradication, sustainable development, regional and global integration of Africa and empowerment of women. This ensures that outcomes of the NEPAD process are linked with improved living standards and well being of the majority of citizens in Africa. The MDGs provide specific quantifiable benchmarks against which the progress in the objectives of NEPAD can be measured.

Evaluating progress towards NEPAD's objectives will also involve providing important lessons about what has worked and what has not as well as the best way to improve and accelerate the implementation of NEPAD. This will be based mainly on case studies.

2.2 The evaluation exercise

The evaluation exercise will be holistic and interdisciplinary in perspective, involving a variety of approaches: documentary studies, qualitative studies, semi-structured interviews, quantitative studies and sample surveys, case studies and empirical and statistical studies. Some aspects of the assessment will be descriptive, explanatory, interpretive and action-oriented which will help us in identifying the best model for the implementation of NEPAD. Semi-structured interviews could be based on written checklists or structured questionnaire surveys, incorporating open-ended questions. Stories of selected countries or organizations will provide supplementary information and in-depth case study of NEPAD implementation. Key regional and national indicators of human development, macroeconomic and social outcomes will be collected for comparative purposes.

The assessment will also involve systematically reviewing secondary sources. These are mainly documents—research and other official and unofficial studies and reports on NEPAD and specific articles from journal and newspapers, archives and files.

2.3 Coordination, actions and timeline

To achieve the objectives of the comprehensive multilevel assessment of NEPAD, ECA will, at the request of the NEPAD Secretariat, coordinate the proposed evaluation of NEPAD. Carrying out this task will require the following steps and timeline:

Table 1. Schedule of activities, roles and timeline

Activity	Who is responsible	Timeline
1. Organize a workshop to brainstorm on the process of evaluation of NEPAD based on the Concept Paper	ECA and NEPAD Secretariat	June 2007
2. Identify key participants in the exercise	ECA and NEPAD Secretariat	June 2007
3. Establish terms of reference for conducting the evaluation of NEPAD	ECA and NEPAD Secretariat	June 2007
4. Assign roles and responsibilities	ECA and NEPAD Secretariat	June 2007
5. Conduct evaluation	Various organizations and Consultants	July to September 2007
6. Produce assessment report	Consultant	October 2007
7. Organize an expert group meeting to consider and review the report	ECA and NEPAD Secretariat, UNDP	October 2007
8. Finalize the report	ECA in collaboration with other Strategic	Oct-Nov 2007

	Partners	
9. Submit to the NEPAD Secretariat for further action	ECA	November 2007

In the interest of time, the proposed evaluation of NEPAD should take place during the second half of 2007. The Timeline shown in Table 1 underscores the plan for efficient operation of the project. This timeline will apply to the proposed evaluation from June through November 2007 and it has been established as accurately as possible with respect to the ability to carry out tasks within the specified period.

2.4 Who will carry out the evaluation?

The preparatory brainstorming meeting will provide an opportunity to decide on who should carry out the assessment of NEPAD. Evaluation experts will be identified both within the partner organizations (including the UN Clusters) and elsewhere to conduct the assessment. These individuals will then determine, with the agreement of the NEPAD Secretariat and partners, the evaluation methods to be used to operationalize the four evaluation areas identified in this section. They will also determine how the resulting data will be analyzed and reported back.

3. Outputs

A number of outputs are expected to be delivered at the end of this project.

- The assessment report
- Report of the brainstorming and expert group meetings
- Press releases
- Web publications

The main output will be a comprehensive assessment report which will be structured as follows:

1. Title Page
2. Table of Contents
3. Executive Summary (concise overview of findings and recommendations)
4. Purpose of the Report (what type of evaluation(s) was conducted, what decisions are being aided by the findings of the evaluation, who is making the decision, etc.)
5. Background on NEPAD
 - a. NEPAD Description/History
 - i. Genesis
 - ii. Overall Goal(s) and priorities
 - iii. Structure and Operation
 - iv. Roles of different stakeholders involved
6. Evaluation of NEPAD
 - a. Problem Statement
 - b. Overall Evaluation Goals (including key questions being answered by the evaluation)

- c. Methodology
 - i. Types of data/information that were collected
 - ii. How data/information were collected (what instruments were used, etc.)
 - iii. How data/information were analyzed
 - iv. Limitations of the evaluation (e.g., cautions about findings/conclusions and how to use the findings/conclusions, etc.)
 - v. Outcomes and Performance Measures (that can be measured as indicators toward the outcomes)
- 7. Interpretations and Conclusions (from analysis of the data/information)
- 8. Recommendations (regarding the decisions that must be made about NEPAD and its implementation)
- 9. Appendices:
 - a. Instruments used to collect data/information
 - b. Data, eg, in tabular format, etc.
 - c. Testimonials or comments made by key NEPAD leaders
 - d. Country Case studies
 - e. Any related literature

Results of this research will be shared with policy makers, practitioners, scholars and others interested in NEPAD. To effectively disseminate the assessment report beyond the immediate stakeholders the report will be presented at different forums

4. Beneficiaries and impact

The proposed study has a variety of policy and educational significance. It will inform further research on NEPAD and its implementation. It will help provide concrete evidence of successful and not so successful policies and practices and cases. It will provide very beneficial policy and educational information for a better understanding of how to make NEPAD work for African people. It will make a significant contribution to literature on NEPAD which currently focuses mostly on the political economy of NEPAD thereby filling an important gap.

Beneficiaries will include a wide range of stakeholders especially those who are in a position to bring about policy change based on the findings of the evaluation exercise. This includes the entities that coordinate and implement NEPAD, starting with the HSGIC which has the overall responsibility of setting NEPAD's overall policy agenda. At the national level, government agencies and ministries responsible for the implementation of NEPAD will find the report useful in better aligning NEPAD priorities to development agendas and in implementing priorities at the national level. Likewise, implementing bodies, including the RECs, AU member countries and multilateral and development agencies will use the report to re-examine the way they have been conducting the business of supporting the implementation of NEPAD programmes.

The evaluation and empirical data collected through the assessment process will serve as a catalyst for making improvements to the NEPAD process, emphasizing achievement of objectives, and improved feedback for increasing the effectiveness of the total NEPAD experience.

5. Management of the evaluation effort

ECA will serve as the lead organization and be responsible for managing the appraisal of NEPAD on behalf of the NEPAD Secretariat. The responsibility for various dimension of the project and for main tasks will be determined during the meeting which will be organized to brains torm on the appraisal process.

ECA will be the Executing Agency and will coordinate the implementation of assessment activities through its NEPAD Support Unit in the NEPAD and Regional Integration Division. The overall responsibility of the Executing Agency will be the planning, budgeting, implementing, monitoring, evaluation, reporting on the project to the NEPAD Secretariat and partners.

ECA will develop an evaluation checklist and keep records to ensure that the project achieves its desired outcome.

5.1 Partnerships

In addition to the NEPAD Secretariat which requested the five-year assessment, collaboration is envisaged with other designated substantive Strategic Partner institutions such as the African Development Bank, UNDP Regional Bureau for Africa, the African Union Commission.

6. Budget

Cost items

1. Travel
2. Personnel
 - a. Consultants
 - b. Temporary assistance
3. Workshop
 - a. Preparatory meeting
 - b. Expert group meeting to examine the report
4. Printing and dissemination
 - a. Production of the report in English, French, Arabic
5. Miscellaneous costs