



Strategic Review of the Eastern Africa Regional Office (EARO)

Review Report

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Executive Summary

Over the last ten years, the IUCN secretariat in the Eastern Africa Region (EARO) has delivered a quality programme relevant to many key conservation issues in the region. It has established a good reputation by generating highly valued technical products and services, although in a limited number of countries and themes. In recent years, increasing attention has been given to addressing sustainable use issues and building partnerships to increase EARO's influence in regional development processes. This has included working closely and effectively with some of the global thematic programmes of the secretariat.

Whilst, the overall organisational model adopted by EARO is appropriate and the general evolution of the programme content has been good, organisational performance over the last four years or so has been relatively poor. As a result, the organisation has not been able to respond rapidly and effectively to recent changes in government aspirations for sustainable development and the context of development assistance, nor has it been able to take full advantage of opportunities arising from various pan Africa and sub-regional conservation and development initiatives.

EARO now faces a number of critical programmatic, financial, and human resource challenges as a result of:

- An absence of strong, strategic leadership as evident from the continuing lack of collectively crafted and supported strategies to support organisational development
- A collapse in the project portfolio and associated incomes in 2002, which has yielded an accumulated deficit of US \$639,000 to the end of 2004, with an additional deficit anticipated in 2005.
- Significant disincentives, and inadequate guidance, for staff performance

Whilst organisational performance is a primary concern for improving the effectiveness and efficiency of the Programme and its delivery, some minor adjustments are required to EARO's organisational structure. A number of improvements are needed in financial operations and human resource management, and some additional operational strategies are needed to inform organisational development in the longer term. Further evolution of the scope, influence and geographical reach of the Programme is also possible and highly desirable.

Regarding Programme development, there are two main problems that act to limit EARO's effectiveness and efficiency. These are:

1. Individual Programme staff are insufficiently guided and coordinated, especially in regard to decisions about time management (includes decisions about travel and attending events as well as about reviewing and determining priorities on a regular basis), and about how to build and manage donor and partner relations (includes developing and marketing project ideas with donor representatives).
2. Not enough Programme development is occurring through joint programming processes that involve the formation of task teams of appropriate Programme staff, working together to develop a new project.

In addition to these problems, there are a number of key challenges facing EARO as an organisation. These are:

- Eliminating the financial deficits without decreasing the capacity to develop and implement the project portfolio, within a reasonable time frame

- Gathering more up-to-date intelligence on the interests of governments, donors and development assistance agencies
- Enhancing IUCN's profile and pro-actively managing relationships with donors, governments, other partners, members and commissions, for project design and marketing purposes
- Eliminating the disincentives and creating more incentives for enhanced staff performance and team work generally within the secretariat
- Developing further the strategies for programme growth/ expansion and consolidation
- Addressing the Policy node functions and participating effectively in Pan-Africa programming

On the positive side, IUCN generally, has a good reputation among its constituency, and the secretariat has high quality, dedicated staff in the region who have been working hard to win new projects. There is a high level of self awareness among staff about the problems and challenges described in this report. For these reasons, the review team is optimistic that EARO can rebuild its project portfolio back to pre-2002 levels, and as a consequence, regain its financial sustainability. EARO has the potential to continue to deliver products and services of high-quality, as it has done in the past, and it has opportunities to extend its influence further to places and within processes where it can have greater impact. However, this potential will only be realised if:

- a sufficient level of strategic leadership is provided
- human resources are more closely guided and managed for performance
- relationships with external partners and supporters are pro-actively expanded and managed, and
- programme costs are adequately covered by a sufficiently large portfolio and by greater cost recovery

Most of the 57 recommendations provided in this report are directed at addressing these four needs.

List of Acronyms

AfESG	African Elephant Specialist Group
AU	African Union
AMCEN	African Ministers Conference on the Environment
CBD	Convention on Biological Diversity
CEESP	Commission on Environmental, Economic and Social Policy
CEL	Commission on Environmental Law
CEM	Commission on Ecosystem Management
CITES	Convention on the International Trade of Endangered Species
CMS	Convention on Migratory Species
CO	Country Office
EARO	Eastern Africa Regional Office of IUCN
EARP	Eastern Africa Regional Programme
GEF	Global Environment Facility
HRM	Human Resources Management
IT	Information Technology
IUCN	World Conservation Union
KM	Knowledge Management
M&E	Monitoring and Evaluation
NBSAP	National Biodiversity Strategy Action Plan
NEPAD	New Partnership for Africa's Development
PBIA	Policy, Biodiversity and International Agreements Unit
PGCG	Policy and Global Change Group
PMD	Project Management Department
SPO	Senior Programme Officer
SSC	Species Survival Commission
TC	Technical Coordinator
TPG	Technical Programme Group
UNDP	United Nations Development Programme
UNEP	United Nations Environment Programme
WCPA	World Commission on Protected Areas

1 Introduction

The Strategic Review of the Eastern Africa Regional Office (EARO) and the Eastern Africa Regional Programme (EARP) of IUCN was commissioned at the request of the Director-General to coincide with the departure of the Regional Director and precede the arrival of the new Regional Director. The Review was led by Andrew Ingles from the IUCN-Asia Programme and managed by the Global Programme Team. The review was informed by a finance review undertaken by Line Hempel and Caroline Muller.

Throughout this report, EARO is used to refer to the organisation that runs the secretariat programme in the region (corporate entity), which includes staff and offices in Nairobi, Uganda, Tanzania and elsewhere. EARP is used to refer the approaches and content of the programme of work undertaken by EARO.

1.1 Context

IUCN's presence in Eastern Africa stretches back more than 40 years when it first carried out wildlife conservation projects in the region. Membership grew in the 1970s and early 1980s and the range of IUCN activities expanded, leading to the establishment of Programme in the mid 1980s. It was the first regional programme of the IUCN secretariat.

EARO operates in ten countries in Eastern Africa, the Horn of Africa and the Western Indian Ocean, including Kenya, Tanzania (in collaboration with the Regional Office for Southern Africa), Uganda, Sudan, Ethiopia, Eritrea, Djibouti, Somalia, Comoros and the Seychelles. Recently, EARO has interacted with the IUCN Regional Office for Central Africa to implement additional activities in Burundi, Rwanda and the Democratic Republic of Congo. EARO also interacts with IUCN regional programmes in Egypt, West Africa and Southern Africa in Malawi, Zambia and Tanzania. EARO is also active in pan-Africa processes such as African Union (AU), AMCEN and the New Partnership for Africa's Development (NEPAD).

IUCN has 22 members in the region and includes representatives of all the IUCN Commissions with regional Commission structures in place for the Commission on Environmental Law (CEL), the Commission on Education and Communication (CEC), the World Commission on Protected Areas (WCPA) and the Species Survival Commission (SSC) (through the Sustainable Use Specialist Group).

The regional programme consists of work in four ecosystem related themes: drylands, tree-dominated ecosystems, coastal and marine and water and wetlands; as well as six service, or cross-cutting components: social policy, biodiversity economics, conservation areas, implementation of international conventions, environmental planning, and support to environmental non-governmental organizations.

EARO is also responsible for liaison with United Nations Environment Programme (UNEP) and as such is responsible for delivering on a major portion of IUCN's policy work.

1.2 IUCN Cycle of Strategic Reviews

As part of its system of evaluation, set out in the IUCN Evaluation Policy, IUCN undertakes a regular series of Strategic Reviews. These reviews assess a range of key performance criteria including relevance, effectiveness, efficiency, impact and sustainability of an IUCN component programme (regional or thematic) or policy.

Strategic Reviews may be conducted as *internal peer reviews* or be *externally led* depending on the nature of the circumstances or the preference of those commissioning the review.

In this case, the review of EARO was an opportunistic, internally led review, initiated in response to concerns about EARO's strategic direction and financial sustainability and coinciding with a change in leadership. It was also requested by EARO, in their 2005 work plan (activity 6.1.3-4).

2 Purpose of the Review

The overall purpose of the Review was to assess the organizational model and its performance in effectively and efficiently delivering EARO's Programme. The review included a significant in-depth finance review. The Terms of Reference are presented in Annex 1.

The specific objectives of the Review were:

Organizational Model and Performance:

1. To assess the viability of the EARO organizational model.
2. To assess the performance of the EARO organizational model in terms of leadership, delivery of its Programme and Corporate Services, particularly Finance.
3. To assess the effectiveness and efficiency of leadership, strategic management, corporate services (in particular, human resources, finance, donor engagement and membership relations) of EARO.
4. To assess the financial viability of EARO.

Programmatic Relevance:

5. To assess the continued relevance of the Eastern Africa Regional Programme to the IUCN Members, partners and donors in Eastern Africa, and to the broader IUCN Programme.
6. To assess strategic positioning (niche) of the Eastern Africa Regional Programme in relation to the major sustainable development and conservation issues and trends and other actors in Eastern Africa
7. To identify major gaps in the Eastern Africa Programme and to suggest future direction for programme development and for programme management and delivery (both content and capacity).

Based on the above review:

8. To make recommendations for the future development, leadership, management and organization model and financial management of the Eastern Africa Regional Programme and Office.

On the whole, the review focused largely on the organizational model and performance (80%) and how this contributes to questions of programmatic relevance and strategic positioning (10%) and the effectiveness of programme delivery (10%). The financial review of EARO was addressed in a separate process led by IUCN's Finance Division, the results of which are incorporated into this report.

3 Methodology

The methods used for the review are based on the approaches defined in the IUCN Evaluation Policy and the IUCN Guide for Planning and Conduct of IUCN Strategic Reviews (2004). This is informed by a guide to organizational assessment developed

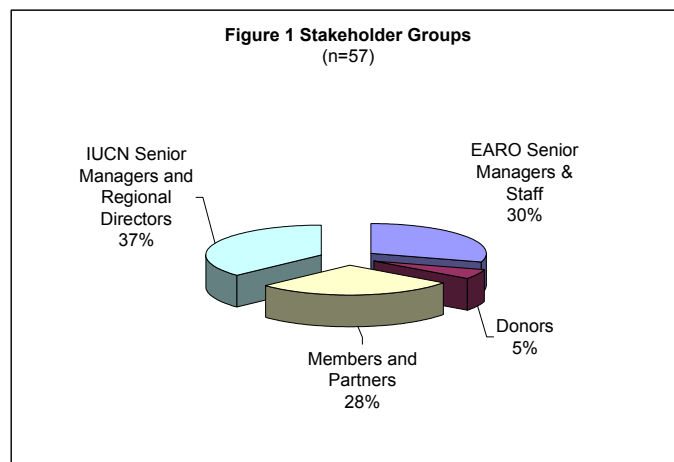
by Universal Management Group (Canada) and the International Development Research Centre (Canada).¹

The methodology for conducting the strategic review was guided by an evaluation matrix (Annex 2) that contains evaluation questions, indicators, sources of data and data collection methods.

The financial review was conducted in Nairobi by Line Hempel and Caroline Muller from 4 – 8 July 2005. Andrew Ingles and Alex Moiseev conducted their review in Nairobi from 17 – 26 July 2005.

The team reviewed key documents; conducted structured telephone and face-to-face interviews with a number of IUCN Senior Managers at Gland, Regional Directors, representatives of Members, Partners and Donors; and, conducted face-to-face, semi-structured interviews with EARO staff from the Regional Representative's Office, Technical Programme Group, Project Management Department, Human Resources Department and the Finance Department. Line and Caroline reviewed actual financial results of both the EARO cost centre and the project portfolio for the years 2001-2005. Key financial indicators were analysed as presented in budget submissions, mid-year reviews and the ABC lists. The EARO balance sheet and income and expenditure statements were also reviewed.

In total, 57 interviews were conducted (see Figure 1). The structured interview protocols and the guiding questions for the semi-structured interviews are provided in Annex 9.



Limitations of the Review

Preparation time for the review was limited due to the opportunistic scheduling associated with the change of leadership, and as a consequence, the design of the review did not benefit from wider discussion of the Terms of Reference or Evaluation Matrix. At the suggestion of EARO, and with the agreement of all involved, this review focused on the organizational model and performance issues more than programme content issues. The reason for this focus was that in 2003 and 2004 EARO had undertaken a comprehensive situation analysis and consultation process to develop the Intersessional Programme for 2005 – 08.

¹ Charles Lusthaus, Marie-Helen Adrien, Gary Anderson and Fred Carden, 1999. Enhancing Organizational Performance: A Toolbox for Self-Assessment. Ottawa: IDRC.

Despite the relatively short time spent by the mission in Kenya (10 days), the review team was able to speak with most stakeholder groups. However, some key people were unavailable for an interview due to a short notice period or because the European holiday season had commenced. Donors are clearly under-represented in data collection for this review and it is recommended that follow-up discussions with donors in Eastern Africa be completed as soon as possible.

Recommendation -1: Additional follow-up discussions and interviews should be undertaken with donor representatives in Eastern Africa (using the interview protocol) to confirm or better inform the findings of this review.

4 Findings and Recommendations

Key findings and recommendations arising from our consideration of the issues and questions listed in the ToRs and evaluation matrix, are presented under the following section headings:

- Organizational Model and Structure
- Organizational Performance
- EARO's Programme

The majority of the recommendations relate to the need to improve organisational performance. Whilst organisational performance is the primary concern for improving the effectiveness and efficiency of the Programme and its delivery, some minor adjustments are required to the organisational structure, and some additional operational strategies are needed to inform organisational development in the longer term. Further evolution of the scope, influence and geographical reach of the Programme is also possible and desirable. Some suggestions for such evolution are provided below.

5 Organizational Model and Structure

Effectiveness of the EARO organizational model in delivering the EARP

5.1 Description of the current organizational model

EARP is conceptualized as a single, integrated regional programme with the following features:

- One strategic framework (presented in the Intersessional Programme (2005-08)) and associated planning and assessment documentation, cover all activities within the region (i.e. it is not an aggregate of multiple country or regional thematic programmes).
- One OABC list and project portfolio, centrally managed from the Eastern Africa Regional Office (EARO) located in Nairobi.
- All costs and incomes accrue to a single cost centre.
- A pool of technical specialists, employed as core programme staff, is based in EARO but work across the region. EARO also houses the Regional Director's office and corporate services.
- Management oversight of large projects and day to day management of small contracts is undertaken by a Project Management Department (core programme staff) based in Nairobi.
- Small Country Offices (COs) are present in Uganda and Tanzania and are headed by Country Directors who are also part of the technical programme group. The COs are responsible for liaison with government, members & partners; intelligence gathering; and supporting regional programme development and implementation.
- Growth in IUCN activities in a country is handled by hiring project staff and opening project offices, where necessary, rather than increasing the size of the COs.
- EARP is financially dependent on cost recoveries from the project portfolio (73% of the core budget for 2005 expected from project based income)

The secretariat is headed by the Regional Director and organised into four groups: Human Resources, Finance, Programme and Country Offices. The current organogram is presented in attachment 1 below².

A number of organizational structures have been established to strengthen operations. These are the EARO Management Team, Office Policy Committee, Technical Programme Group, Project Management Department (PMD), "Ombuds-team" and the Staff Liaison Committee.

An assessment of the organisational model and related recommendations are presented in the following sections.

5.2 Effectiveness of the Organizational Model

The overall model (i.e. a single, integrated regional programme)

There are several theoretical advantages of EARP's model, which can be achieved if the organisation is well managed. These are:

- Easier to control some types of risk (e.g. quality of products, reputation, finances)
- Economies of scale in project development and management
- Improved programme integration from the pooling of technical staff
- Can foster inclusion of cross-cutting issues and reduction in "competition" between themes
- Better connection to regional structures and processes

On the other hand, there are some disadvantages of the model that need to actively managed to minimize their potential negative impact. These are:

- Limited capacity to deliver on all the expectations for the country offices and as a result, IUCN might miss opportunities
- High impact of management error (one cost centre and one project portfolio, so the management risks are not spread)
- Heavy travel schedules of Programme staff around the region reduce opportunities to meet and work in teams
- Centralised technical capacity *may be*³ less attractive to donors and governments for in-country implementation of projects due to travel costs and the external origin of the technical support.

The conceptual model for EARP has definite attractions in encouraging integration and is unique in the global secretariat. As such it provides an opportunity for IUCN to learn about the effectiveness and efficiency of different organizational models at the regional level, by comparison with other models such as those operating in Asia and Latin America. However, both the opportunities to learn, and the theoretical benefits of the EARP model, are not being fully realised because of problems regarding organisational performance (see following sections). As a result, there is insufficient evidence available now to assess the viability/ benefits of the model, or to justify any significant changes. Some refinements to the organogram and organizational strategies are possible (see below)

² It should be noted that the structure of the CO shown in the organogram in attachment 1 applies to Uganda only. Tanzania is not fully staffed or structured as shown.

³ This was mentioned by one respondent (not triangulated), hence the use of the term "may be".

Recommendation 1: Do not change the organisational model of a single, integrated regional programme now. Organisational performance needs to improve first in order to be able to learn about the actual costs and benefits of the model.

Organisational structure and the organogram

An analysis of the current organogram and other organizational structures revealed some strengths and weaknesses. The existing organogram is presented in attachment 1. The main strengths are that functions for each of the major parts of the organisation have been defined and allocated and the operational structures, listed in section 5.1 above, are both necessary and sufficient. In addition, the Project Management Department (PMD) is a positive and useful structure because it provides dedicated staff for project administration and allows Technical Coordinators to concentrate on the technical aspects of project implementation and management. There are opportunities for improving the way the PMD is used by the organisation to develop capacity for programme development and implementation.

The main weaknesses of the structure and organogram are:

- Too many functions are assigned to the position of Programme Coordinator. Leadership of the regional team of technical coordinators needs to be separated from the other many and competing roles of a programme coordinator.
- Within the Technical Programme Group, some reporting lines do not match what is stated in contracts or do not reinforce an appropriate allocation of responsibilities for projects
- There is a lack of clarity about where responsibilities for membership, communications, and donor management lie.
- No formal delegations of authority have been issued below the Regional Director leading to unnecessary confusion and inefficiency.
- A large volume of work has to be contracted out to external consultants to deal with the demands of the current portfolio, which has resulted in significant workloads dealing with contract administration and serious delays in delivery (currently 42% of contracts on extensions).
- There is some lack of clarity in the roles of Finance and the Project Management Department in project administration.

Recommendation 2: A number of functions currently allocated to the position of Programme Coordinator should be removed and assigned to a new position of “Team Leader, Technical Group”. The revised allocation of responsibilities to each of the key positions in the secretariat is shown in attachment 2.

The Programme Coordinator should focus on the systems for coordinating programme planning and assessment and donor management, and act as the regional focal point for IUCN's policy work and membership engagement. The position could also oversee communications work.

The Team Leader, Technical Group would take over the responsibility for day to day support and guidance to the programme team, oversee projects and act as the focal point for IUCN's volunteer commissions.

[The “Team Leader” position should be filled as soon as finances allow. In the meantime, some transitional arrangements can be put in place (see recommendation 26).]

Recommendation 3: Technical Coordinators (TC) should be responsible, overall, for all technical matters within specific projects. Project Technical Advisers should report directly to a TC.

Recommendation 4: Senior Programme Officers (SPOs) within the PMD share responsibility with finance and human resource units for all administration matters within specific projects. Project Managers should report directly to a SPO with an additional reporting line to the Country Directors in which to project operates.

Recommendation 5: Functions for coordinating policy, donor relations, and external communications should be assigned to the Programme Coordinator and the Regional Director (see revised allocations of functions in attachment 2).

Recommendation 6: The Programme Coordinator should be the focal point for the IUCN membership and for the Commission on Environmental Law. Each Technical Coordinator should act as a focal point for one or more of IUCN’s other Commissions as appropriate.

Recommendation 7: Consideration should be given to appointing and managing additional staff as internal consultants, but referred to (in the organogram) as “other project funded technical staff”.

[Such staff would be given proper, short term contracts but they would not be included in the cost centre expenditure budget. Rather, their costs would be covered from a project account established to cover their costs from cross-charges to other projects. It is envisaged that a suitably qualified person hired on this basis, could do a significant share of the work currently given to external consultants. It is possible that a small profit could be made from the total cross-charges once costs are accounted for. More importantly, it is envisaged that the costs of managing a large pool of external consultants would be reduced and the efficiency of programme delivery enhanced. The feasibility of this suggestion would need to be proven through an analysis of consultant inputs required over the next one to two years⁴.]

Recommendation 8: The organogram for the EARO secretariat should be modified to accommodate the recommendations listed above. Two options for amending the organogram are presented in attachments 3 and 4.

[The two options for the organogram are basically the same except that in option 1, the Team Leader, Technical Group reports directly to the Regional Director, and in option 2, the position reports to the Programme Coordinator. The preferred situation is option 1 because it relieves the PC of human resource management responsibilities and strengthens the position of technical team leader (they would join the management committee). However, if the Regional Director collects too many reporting lines, and if the PC is a senior and experienced technical expert, then option 2 might be appropriate]

⁴ some of EARO’s consultancies are quite specialized and may not lend themselves to be treated by a pool of general internal consultants, however, environmental economics, environmental management planning, livelihoods work and large scale capacity-building programs (e.g. training of Beach Management Units on Lake Victoria and Water User Associations in Pangani Basin) are several areas that might lend themselves to such treatment. Also some thematic portfolios might also be able to support such consultants.

Recommendation 9: While the primary role of the PMD is to support project management, this unit (along with the Country Offices) could be thought of as “breeding grounds” for future Technical Coordinators, Project Technical Advisers and Project Managers. If this concept were adopted, there would be a number of implications for the way the staff should be managed in terms of career planning and development. These implications are discussed further in section 6.2.

Having said that, the PMD will need to continue to recruit people who are specifically interested and skilled in project management otherwise the primary function of the PMD could be weakened. It needs people for whom management is a passion to manage its large and complex projects. At the same time it needs junior and middle level technical people with a variety of conservation interests to take some of the load off the over-burdened technical coordinators. These different skill sets do not always reside in the one person. EARO should ensure that both managerial and technically oriented staff are available within the PMD and Technical Group⁵.

Recommendation 10: Formal Delegations of Authority (DoAs) need to be issued to appropriate staff below the Regional Director in order to clearly specify their authority.

Recommendation 11: The title of the position responsible for managing human resources should be changed from “Human Resources Officer” to “Head, Human Resources” to better reflect the seniority and importance of this position within EARO management. The position could also be named “Head, Human Resources and Administration”.

Recommendation 12: The current roles of Finance and the Project Management Department staff in project administration should be documented by each side to inform a re-definition of guidelines and procedures for project administration to be facilitated by the Finance Unit of Gland (see recommendation 42). Programme staff should also be involved in the process.

5.3 The EARO Business Plan

The current EARP Business Plan is a relatively short document that goes some way in explaining how the regional programme wishes to develop the scope of the Programme; recruit and maintain more members; target partnership building; maintain the funding model with minimal growth; and, manage the current organizational structures and personnel over the next four years. However, the plan does not provide a comprehensive set of strategies that have been collectively crafted and supported by the organisation to guide its development⁶. Senior staff are aware that more could be done to formulate detailed strategies for communicating with potential donors and partners, engaging with members, raising funds and managing physical and thematic programme growth. During the review mission, a quarterly meeting of the Technical Programme Group spent some time discussing a growth strategy. It is clear that staff are willing and able to do this type of thinking and this should be encouraged and guided further by the Programme Coordinator and the new Regional Director.

Recommendation 13: There is a need to re-invigorate business planning and develop, using participatory approaches, comprehensive strategies related to:

- Fund raising and donor management

⁵ The current composition of PMD probably already falls into both of these categories, ie, some would rather manage and some would rather do technical work.

⁶ The business plan was written by the Programme Coordinator in response to a request from Gland. Although input was requested from other staff, little was forthcoming.

- Communications (especially targeted at existing and potential donors and partners)
- Information technologies (IT) and knowledge management (KM)
- Membership engagement
- Organisational growth

Recommendation 14: The new Regional Director and the Programme Coordinator would benefit from a significant level of guidance and support from others in the global Secretariat to direct and inform such business planning processes. A small team from other parts of the secretariat could be identified and nominated to provide such guidance and information.

6 Organizational Performance

6.1 Effectiveness and Efficiency of EARO's Strategic Leadership

There is a widespread internal (IUCN) view that strategic leadership of EARO has been somewhat weak - described by some as passive, not dynamic enough, and possibly resulting in a low profile for the organisation externally. Leadership problems were also reported to the review team via examples of poor human resource management and inadequate internal communication. These latter issues are not dealt with further here as they are covered under human resource management in the following sections.

More importantly for this review, is the absence of strong, strategic leadership as evident from the continuing lack of collectively crafted and supported strategies to support organisational development (see section 5.3 above). This problem was identified in a report by Peter Morgan, commissioned by EARO in early 2001. Although this report accurately identified a number of short-comings in strategic thinking and leadership, there has been little or no action on these matters during the last four years.

Recommendation 15: Copies of the report prepared by Peter Morgan (dated April 2001) should be made available to the new Regional Director, the Director-General and other senior IUCN staff for their information.

Recommendation 16: Deliverables relating to demonstrating strategic leadership should be identified and targeted in performance appraisals for the new Regional Director.

6.2 Effectiveness and Efficiency of EARO's Management and Operational Structure

The efficiency and effectiveness of the management of human resources generally, and of the Program specifically, are assessed in this section. Financial management is dealt with in section 6.3 below. This review did not assess the effectiveness of the management of the EARO estate (buildings, nursery, and garden). However, two recommendations related to office and estate management are provided below.

6.2.1 Human Resource Management

EARO has high quality, dedicated and hard-working staff. The Human Resources Officer is knowledgeable and has been trying hard to bring best human resource management (HRM) practices to EARO. Some notable progress has been made recently, including:

- Improvements in staff performance appraisals
- Revised job descriptions and competency profiles to inform recruitment processes

- New job classifications/ grades to support the establishment of salary scales

However, several key problems remain with HRM:

- Staff performance appraisals currently lack agreed targets/ deliverables
- Weak capacity of supervisors to manage poor performance
- Lack of consistent involvement of the HR unit in decision-making, especially in all aspects of recruitment⁷
- Significant (and now widely known⁸) inequities in salaries, throughout the system
- Other disincentives for performance exist:
 - There has been no cost of living adjustments (COLA) for more than 2 years
 - Lack of clear career path/ development (especially significant for junior programme staff within the Project Management Department where there has been a massive turn-over in staff (86% turn-over since 2003))
 - IUCN's approach to pension management and travel insurance *may be*⁹ below international standards

High staff turnover has also been experienced among the group of Technical Coordinators. Three out of the five TCs present in 2002 have left and only 1 TC has been in EARO since before late 2001. This is significant because of the long lead time in developing large projects. When TCs leave, institutional memory and project development momentum is lost. This makes it even more important to address HRM better and remove the disincentives for performance.

Another HR issue that arose during the review was the mix of nationalities and gender of staff within the organogram. With the appointment of a female Regional Director, women are well represented at the senior level of EARO (50% of the senior most positions in EARO are now held by women), as well as at the PMD and at more junior levels of EARO.

What is of some concern is the relatively low level representation of African nationals at the level of Technical Coordinator. At present, only one of the 5 senior technical positions is held by a regional national (from Burundi). Having said that, it is worth noting that the current TCs do have extensive work experience in the Eastern Africa region and are competent specialists. **Without compromising the merit-based approach for recruitment to these positions, it would be desirable to increase the representation of African nationals at this level over time.** Being a national from the Region should continue to be a “desirable” selection criterion, when recruiting TCs, weighted against “essential” criterion for technical and international expertise.

Recommendations 9 and 21 deal with planning for and building the technical capacity of PMD and CO staff, and this should increase the pool of suitable, internal African national applicants for future TC positions, because all but one PMD and CO staff are African nationals. In the regional office, all but one of the African staff are Kenyan. There is scope for increasing the representation of other nationals from the region.

No additional recommendations on this topic are given here.

⁷ The HR Officer has not been involved in any salary negotiations, all have been done by the Regional Director alone.

⁸ Salary information was circulated recently to all staff by the Finance Unit (in error).

⁹ This was mentioned by one respondent and not checked by this review team, hence the use of the term “may be”.

Recommendation 17: The profile and presence of the HR unit in decision making at a senior level should be increased (see also recommendation 11).

Recommendation 18: A salary scale for each job grade should be established and the salary inequities/ outliers should be addressed as soon as practicable. There is some urgency in dealing with the salary inequities because it affects staff morale and can generate further bad publicity such as that experienced already from a lawsuit currently before the courts.

Recommendation 19: Appropriate performance targets should be introduced into the staff performance appraisal system by the end of 2005.

Recommendation 20: Cost of living adjustments to all Kenyan, Ugandan and Tanzanian currency based salaries (either fully or partially made/ staggered) should be provided in the 2006 budget.

Recommendation 21: The HR unit should encourage and support career planning within the organisation with an initial focus on facilitating career planning for members of the Technical Programme Group (especially members from the PMD and COs). See also recommendation 9.

Recommendation 22: The HR unit should arrange training for supervisors, covering topics such as leadership, teams and teamwork, and staff supervision. The current HR Officer has undertaken a training course for excellence in leadership, held in Switzerland in mid 2005. Some of this experience and material could be used to run short training sessions for supervisors at EARO.

Recommendation 23: Consideration should be given to using staff of PMD to undertake some of the project work which is currently given to external, short-term consultants. An inventory of skills and experience of PMD members should be undertaken and opportunities for technical support to project implementation should be identified. The use of PMD staff in this way should not compromise the primary role of the PMD (to support project management) and should be done in a way that supports career development (see recommendation 21). Facilitating meetings and workshops, formulating projects, and undertaking monitoring and evaluation activities are technical inputs that would be highly suited to, and complementary to the managerial role of the PMD.

Recommendation 24: Recommendation 7 deals with the possible establishment of one or more positions within the organogram as “in-house” technical consultants. The HR unit should support the examination and testing of this model prior to its formalization within the organizational structure.

Recommendation 25: In the longer term (following the implementation of recommendations 18 and 19), consideration should be given to awarding merit-based annual salary increments, using the results of performance appraisals.

Recommendation 26: Changes to the organogram were recommended in section 5.1.2, including the creation of a position of “Team Leader, Technical Group”. While the financial position of EARP remains problematic and precludes filling both the Programme Coordinator and Team Leader, Technical Group positions, it is recommended that the Regional Director takes on the responsibilities of the Programme Coordinator that relate to donors, members and communications (see the allocation of functions in attachment 2).

6.2.2 Office and estate management

Recommendation 27: Consideration should be given to establishing additional commercial enterprises associated with the nursery and its customers. The garden and nursery are magnificent and the estate provides a potential safe haven for picnics. These areas could be developed to cater for this use on a commercial basis. Entrance fees could be charged and commercial concessions sold for a small cafe or snack bar yielding additional income to the cost centre.

Recommendation 28: A policy aimed at conserving energy, and reducing costs and waste derived from office and estate management, should be developed and implemented.

6.2.3 Programme Management

On the positive side, the Programme is led by a knowledgeable and highly experienced Programme Coordinator. The systems being used to plan, assess and report on the programme are judged to be first rate (indeed, EARP was praised by others for their early adoption of and commitment to IUCN's systems for Programme planning and assessment). EARP also engaged in an excellent process to develop the current Intersessional Programme and is respected in Gland for its honest reporting.

On the negative side, there are two main problems that act to limit the effectiveness and efficiency of Programme development and implementation. The two main problems are:

3. Individual Programme staff are insufficiently guided and coordinated, especially in regard to decisions about time management (includes decisions about travel and attending events as well as about reviewing and determining priorities on a regular basis), and about how to build and manage donor and partner relations (includes developing and marketing project ideas with donor representatives).
4. Not enough Programme development is occurring through joint programming processes that involve the formation of task teams of appropriate Programme staff, working together to develop a new project.

The reasons for these two problems are many and varied. The Programme Coordinator is overloaded with responsibilities (see section 5.2); all Programme staff suffer from huge workloads; few staff actively seek guidance; there are no formal mechanisms for team meetings outside of the quarterly meeting of the Technical Programme Group; and people travel a lot.

The first problem needs to be addressed urgently because while it remains:

- The potential for developing a truly integrated programme is not fully realised
- The TCs will be making decisions about the use of their time without adequate reference to organisational priorities
- Interactions with donors, members and partners will be ad hoc and highly personalised

In addition to recommendation 2, several other things can be done to address the two problems presented above.

Recommendation 29: The new Team Leader, Technical Group should prepare and implement a plan to enhance Programme teamwork. Such a plan would prescribe:

- Internal communication and team building mechanisms (such as monthly staff meetings, guidelines for sharing information, and (occasional) team retreats)
- Regular interactions with staff to agree on work priorities and time allocation

- Formation and operation of task teams to pursue specific ideas for project development (joint programming).

Recommendation 30: Additional guidance and coordination for building and managing donor and partner relations is required from the Regional Director and from staff in Gland (especially from Senior Programme Coordinators and staff from the Conservation Finance Unit).

[Initially, the Regional Director should take responsibility for providing and facilitating such additional support (until such time as both the Programme Coordinator and Team Leader, Technical Group are in place). At this time, the Programme Coordinator would be responsible for this function.]

Additional recommendations relating to the operation of the Programme Technical Group (TPG)

Recommendation 31: As soon as the financial situation improves, consideration should be given to filling some technical gaps that exist within the group. There are significant opportunities to build on IUCN's work in environmental economics, but there is no one in the group able to provide this technical input at present. Additional technical expertise in ecosystem management has also been identified as a desirable addition to the Programme team. There are established posts already for these positions, but they are currently vacant.

Recommendation 32: The capacity of the Project Management Department to plan and participate in project level monitoring and evaluation should be re-built. Capacity has been lost through recent staff turn-over and the need to provide M&E inputs into project design and implementation (as well as earn staff time for providing some of the M&E inputs) should remain a key function of the PMD.

Recommendation 33: The quarterly TPG meetings are useful but consideration should be given to using the meeting to contribute more to strategic thinking and strategy making (see recommendation 13)

Recommendation 34: The Global Programme Team should assume responsibility for coordinating the development of a Pan African programme for IUCN until such a time as EARP or any other African Regional programme has the capacity to lead this work. The current workload and resources of EARP are not conducive to them pursuing this role effectively in the near future.

Recommendation 35: A formal review of the way IUCN has been involved in NEPAD generally and of EARP's role in this work in particular, should be undertaken to learn from the experience. Much could be learnt from this to inform Pan African Programming and EARP's management of such opportunities.

It should be noted that recommendation 23 above is also relevant to the operation of the TPG in that it addresses the current under-utilisation of technical capacities within the PMD

6.3 Financial Viability and Management

EARP's financial model is based largely on cost recoveries from the project portfolio (27% of the cost centre budget came from core allocation in 2005, the rest came from the project portfolio). The good news is that in terms of getting projects funded in the

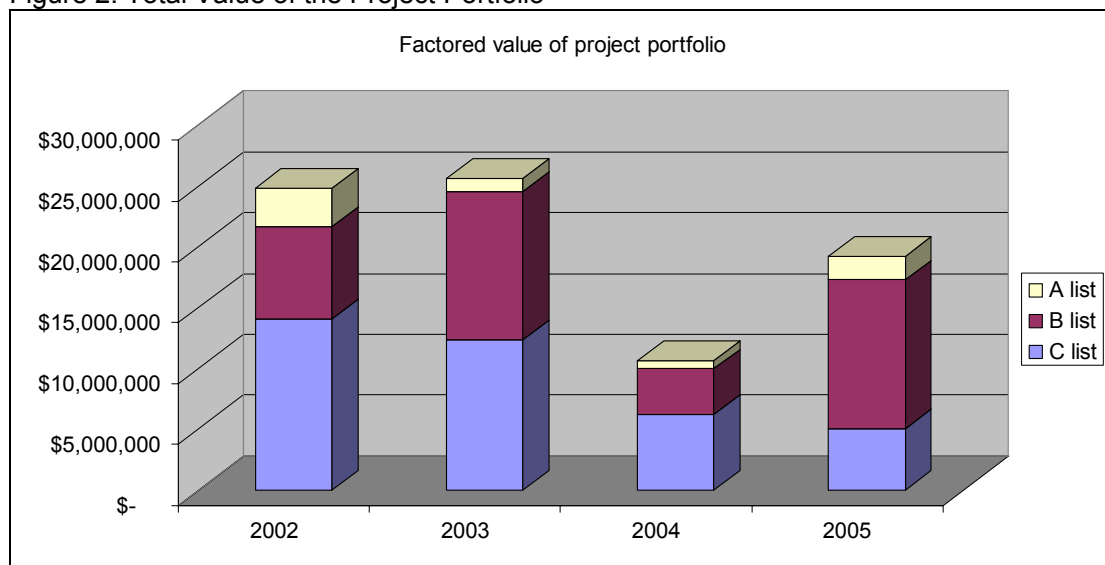
future, the IUCN brand, EARO integrity, programme content and quality of work remains attractive to partners and donors¹⁰.

However, EARO is suffering and recovering from a collapse in the project portfolio that occurred in 2002. The main reasons for the collapse are that:

- 3 large “C list” projects finished in 2002 (1 finished early, 2 did not get the expected follow-on phases due to changes in donor policies and procedures)
- the start-up of 1 large “C list project” was significantly delayed and 1 other large project encountered significant delays in implementation
- it took longer than expected to realize new large projects from multi-lateral funding windows
- the total value of portfolio also reduced in the following years

The collapse in the project portfolio and pipeline is illustrated in figure 2.

Figure 2. Total Value of the Project Portfolio¹¹



This collapse contributed to a series of deficit results for the cost centre as follows:

2002 -\$ 50K
 2003 -\$ 426K
 2004¹² -\$ 163K

EARO is likely to incur another deficit result at the end of 2005 (somewhere between - \$ 50K to -\$ 130K), on factored income. There is some uncertainty about the potential result in 2006, but there is some optimism that the portfolio will be rebuilt to pre-2002 levels by the end of this year. Figure 3 provides a prediction and illustration of the condition of the project portfolio by the beginning of 2006. Table 1 shows expected cost recovery rates from the project portfolio (staff time and overheads) as predicted from the ABC lists.

¹⁰ This needs to be checked further through follow-up interviews with more donors (see recommendation -1)

¹¹ Includes allocations from Gland. Data is taken from the OABC lists of January 2002 and 2003, February 2004 and July 2005

¹² added to which a provision for USD252k had to be made mainly due to foreign exchange rate fluctuations

Figure 3. Total Value of the Project Portfolio, with 2006 prediction¹³

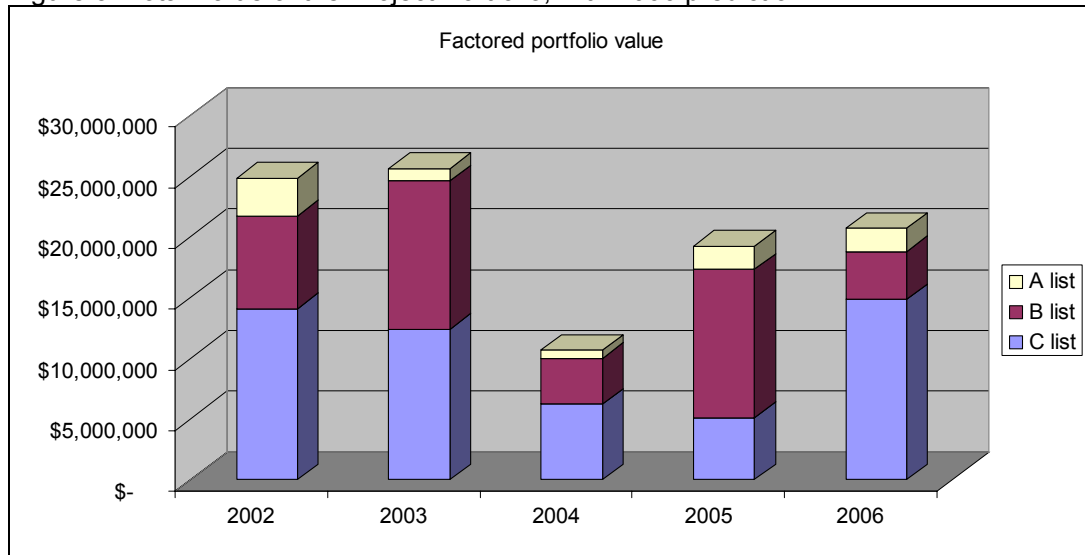


Table 1. Predicted recovery rates from the project portfolio

Year	Project portfolio value US\$ (excludes allocations from Gland)	Recoveries from staff time & overheads	Recovery rate
2002	\$12,248,760	\$1,969,493	16%
2003	\$10,553,620	\$1,245,287	12%
2004	\$6,881,879	\$1,071,938	16%
2005	\$5,091,461	\$742,987	15%
2006 ¹⁴	\$14,812,409	\$2,303,792	16%

Actual recovery rates have been higher than predicted by the ABC lists because some additional operational costs have been transferred to project budgets and additional staff time sales have been made from project activity budget lines. Table 2 presents the actual recovery rates achieved.

Table 2. Actual recovery rates from the project portfolio

	2001	2002	2003	2004	2005 (mid-year forecast)
Total Project expenditure	5,765	5,057	4,037	4,429	5,888
Cost recovery	1,106	906	747	994	1,034
Cost recovery rates	19%	18%	18%	22%	18%

If the portfolio size increases to the level predicted above (this can be checked at the end of 2005), and recovery rates are maintained or improved, it is likely that the

¹³ Includes allocations from Gland. Figures for 2006 are based on the assumption that 3 large and 5 medium B list projects will be realised (i.e. on the C list) by the end of 2005.

¹⁴ Figures for 2006 are based on the assumption that 3 large and 5 medium B list projects will be realised (i.e. on the C list) by the end of 2005.

EARO can deliver a balanced or positive budget result in 2006. However, one of the recommendations made above is to provide a cost of living adjustment to salary payments in 2006, which could increase the cost centre budget from US \$ 1.55 million to \$ 1.8 million.

Some additional analysis of the current ABC list provided by the finance review team is provided in Box 1 below.

Box 1 Status of the ABC list

The C list is on track at mid-year having realized 48% of forecasted expenditure for the year. The B list is strong with several large project proposals under negotiation and some of them close to signature with donors such as NORAD, UNDP/GEF, DFID, and WANI. The A List contains 16 concepts, some of them in an advanced stage of development and 6 of them for over USD1m.

Conversion from A to B to C

The average conversion rate is estimated to be 24 months, with some projects taking up to 4 years from conception to final project funding.

Cost recovery to support the Secretariat Budget

Several large project proposals are under negotiation and some of them are very close to signature. However, as these projects will not be signed before the 3rd and 4th quarter of 2005 it is expected that the region will have a deficit of USD131k at the end of 2005. The deficit will be due to a lack of realized cost recovery from the B list.

The 2005 Secretariat budget totals USD 1,5m, of which USD 1,2m consists of staff costs alone. The region receives core funding of USD420k, which leaves USD 1,1m to be funded by cost recovery from the project portfolio. In order to cover this, with a cost recovery rate of 20%, annual project activities would have to be approximately USD 5,5m. For 2003, project activities amounted to USD3.8 with a slight increase to USD4.1m in 2004. Current cost recovery rate is 17-19% on the C and B list and the factored ABC list is estimated to be USD 6m. The A list targets a cost recovery of approximately 25%.

Recommendation 36: The further and sustained growth of the project portfolio should take a high priority within EARP over the next two years. This means that senior management would take a more ruthless and directed approach to both the way time is managed and to the way projects are developed and marketed by their staff. See also recommendation 30.

The region needs to implement project activities to a minimum amount of USD 5.5m in order to recover sufficient income to finance the expenditure of the Cost Centre.

Recommendation 37: Wherever practicable, more of the project consultant work should be done in-house, through the use PMD staff (see recommendation 23) and the hiring of in-house consultants (see recommendation 7).

Recommendation 38: Approaches for further projectising administration, communication and learning costs and increasing cost recoveries from projects generally should be developed (it is possible that average cost recoveries could be lifted to as much as 25 – 30%). Advice for doing this should be obtained from other IUCN regional programmes and other sources as appropriate.

Recommendation 39: Senior management should work to ensure that there is effective implementation of projects and, as far as practicable, prevent so-called “budget neutral” project extensions.

Recommendation 40: A team of Gland and EARO staff should be formed to explore the possibility for regional program funding to be obtained (from Norway and

Sweden?). Such a team would include members with a range of skills and experience able to explain and sell the programme convincingly to donors.

Recommendation 41: In order to reduce the risk of incurring another significant deficit in 2005, consideration could also be given to converting one or more core staff positions into project funded positions (either directly occupying a position within a regional or global project, or by shifting the position's costs to an account outside of the cost centre budget and covering these through cross-charges to projects). The feasibility of this idea and its impact on the incomes to the cost centre would need to be checked.

6.4 Financial operations

The current structure of the regional office potentially leaves several issues of financial management falling through the gaps as the roles and responsibilities of the PMD and the Finance Department in regard to financial management of projects are not clear.

Finance does not have a clear role in the clearing process of consultant contracts, which forms a substantial part of the regions expenditure. Consequently, Finance tends to exercise judgment and control of the contract conditions when a payment request is submitted. This is an inopportune moment to do so and creates aggravation and frustration among the programme staff.

The Finance Department does not have a consistent and clear role of involvement in determining the financial conditions of project agreements. Consequently due diligence in these areas is not exercised by them on a regular basis. This can lead to EARO accepting conditions in project agreements that in essence are unacceptable to IUCN and exposes the organization to undue risks.

Risks have been identified in the following areas with regards to project implementation

- High risk of projects in deficits (Comoros USD 149K, Mnazi Bay USD 180k)
- Project liquidity and cash flow management
- Management of budgets and foreign exchange fluctuations
- Accurate and timely reporting to project managers

The EARO management only receives status reports for the overall status of the Region's finances on a quarterly basis. In addition, it does not receive any information on the balance sheet.

Most key projects are largely implemented with partners, which exposes IUCN to risks in achieving the predicted cost recoveries should implementation not proceed as planned. In some cases, these risks were not factored into the budget and forecasting cycle early enough, negatively affecting annual cost recoveries and contributing to deficit results.

Recommendation 42: The role of Finance should be clarified through a re-definition of guidelines and procedures to be facilitated by the Finance Unit of Gland. A specific guideline is proposed in order to clarify the roles of Finance staff and programme staff. This will also improve communication between the two departments.

Recommendation 43: A structured effort should also be made to improve the timeliness and accuracy of the financial reports as follows:

- Income and expenditure reports and a balance sheet must be provided on a monthly basis. Additional training in financial issues should be provided to management if necessary
- One of the main improvements will be through the entry and monitoring of commitments and accruals. The other main area for improvement lies in the timely entry of data and corrections -in the current month- and in the timely reporting of data.
- A system for consistent entry of accruals and possibly commitments should be developed. This system is currently developed by Finance HQ.
- The time delay between month's closure and reporting should be reduced. All data and corrections relevant to the period should be entered in the period itself and not in next month. This may be achieved by setting a tight but obtainable schedule of deadlines for: data submission, data entry, account review and reconciliation (by Finance), report distribution, report review (by program staff), clarifications and corrections, entry of corrections and redistribution of financial reports.
- Journal entry work should more evenly be distributed among staff and that in busy periods before deadlines all staff should be willing to take on entry tasks.
- The distribution of petty cash should be limited to fixed times of the day. This will prevent the staff member responsible for petty cash from being too disrupted and will give her more time for data entry which seems to be a bottle neck.

Recommendation 44: Assessments of the capacity of partners to implement joint projects should be improved to better inform income predictions shown on the ABC list. More conservative estimates of the time taken to deliver on joint projects should be made to improve the accuracy of annual income predictions. The Cost Centre expenditure as well as the current staffing level of the region will then have to be put in context with the more accurate estimate of available income.

Recommendation 45: Regarding the use of staff personal accounts. A more stringent and clear policy needs to be developed and applied for handling staff personal accounts to address the use of organization funds for personal purposes and make the overviews of staff accounts more transparent. A new guideline is prepared by Finance HQ to address this issue on a global level.

Recommendation 46: Both the Tanzania and the Uganda office mentioned they require more administrative support (training, guidelines and systems) from the regional office. This should be provided.

Recommendation 47: Regarding internal control issues. A more optimal segregation of duties must be established in the cash and payment functions. Several areas have been identified for which the guidelines and procedures will be redefined and/or clarified by the Finance Unit in Gland.

Recommendation 48: There is a lack of understanding and communication between Program staff and Finance staff. It is important that this situation is resolved as soon as possible. Cooperation between the two "sides" of the house is imperative for effective functioning of the Office. Options to resolve this situation could be a Team Building workshop facilitated by an outsider (professional company specializing in such workshops) or a workshop facilitated by a member from the Global Programme Team and the Global Finance Group from HQ.

Regarding the WASAA Trust:

Concern was expressed that the WASAA Trust would be making a profit to the expense of the EARO office. It was explained that the WASAA Trust is only a legal vehicle for ownership of the office building and estate and would not make a profit.

Recommendation 49: The CFO and the Senior Finance Officer should clarify together with the Head of Finance in EARO and the Regional Director the exact status of the WASAA Trust. EARO Clarification should further be provided on the continuation of rental payments after the WASAA Trust had repaid the loan provided by the WCTF.

6.5 Donor Relations

As indicated in the sections above, interactions with donors can be characterised as highly personalised and opportunistic. Donor intelligence is shared in meetings and via e-mail, but it is not managed in a centralized management information system. Contract negotiations are usually dealt with by the Regional Director but would benefit from greater involvement of Programme staff, including Country Directors, and Finance staff.

There is recognition within EARO that much more could be done to actively target and manage donor interactions and relationships for project development and marketing. Several staff mentioned the idea of recruiting a dedicated fund raiser. This review team does not agree that a dedicated fund raiser is the answer. Fund raising is a responsibility of everyone. Technical program staff and Country Directors can be very effective at developing relationships and marketing project interventions to donors.

What is required is for someone to take responsibility for coordinating and guiding all of the interactions that need to occur with donors. Both the Regional Director and the Program Coordinator have a key role to play in this, but they need to be supported by others such as staff from Gland.

Recommendations 2, 13, 14, 16 and 30 address these issue already. No additional recommendations are presented here.

7 EARO's Programme

Overall, the EARO Programme (EARP) falls well within the range of acceptable and normal coverage in terms of alignment with the IUCN Programme and the conservation and sustainable development issues in Eastern Africa. However, there is considerable scope to expand the EARO Programme geographically, thematically and in employing a greater range of Empowerment and Governance intervention Strategies.

7.1 Evolution of the EARO Programme (EARP)

The EARP formally started in 1995 with the preparation of a strategic plan that set out the conceptual basis for the programme. Prior to the development of this plan, EARP was strongly focused on traditional conservation interventions. Over the last ten years, interventions have evolved to cover a range of issues and approaches in different themes and locations, for example:

- Wetland conservation and use (especially in Uganda and Tanzania): EARP developed and implemented successful programmes that included inventories on the extent and condition of wetlands; development of wetlands policies and strategies; awareness raising about "wetlands" as productive and valuable ecosystems; and, in the case of Uganda, the establishment of a government agency dedicated to wetland management.
- Forests and livelihoods: EARP has run large integrated conservation and development projects within key forest landscapes, which have demonstrated community based natural resource management, built capacity, and generated knowledge to inform forest conservation practice in the region and elsewhere. EARP has also participated in the development of national forest-related policies and initiated networks to support policy advocacy.
- Coastal and Marine ecosystems: EARP has promoted Integrated Coastal Zone Management and the establishment and management of Marine Protected Areas. Tools to support MPA management have been produced.
- Multilateral Environmental Agreements: Significant support has been given to the implementation of the Ramsar Convention on Wetlands; the Convention on Biological Diversity (CBD) (including preparation of National Biodiversity Strategy Action Plans (NBSAPs) and support to Global and Regional Biodiversity Forums); the Convention on Migratory Species (CMS); and, the Convention on the International Trade of Endangered Species (CITES).
- Environmental Impact Assessment (EIA): EARP has assisted with EIA scoping, planning, the provision of technical inputs and assessments, and in the development of regional networks for capacity building.

More examples of EARO's programmatic focus are given in Annex 7.

The examples of work mentioned above, illustrate the range of issues and interventions adopted by the programme over the last ten years or so. Within this, there has been a clear evolution in the use of intervention strategies to tackle significant conservation issues in different locations over time.

In addition, increasing attention has been given to addressing key sustainable use issues in the region. For example, the 2003 and 2004 Progress and Assessment Reports highlighted a number of places where sustainable development is being addressed:

- Contributing to the ongoing process to improve Forest Law Enforcement and Governance through the facilitation of civil society groups;

- Integrating wetland economic values into river basin management.
- Participating in the Environment and Natural Resources (ENR) Sector Working Group in Uganda that is developing an ENR Sector Wide Approach (SWAP) and Sector Plan; and
- Participating in an IUCN 3I-C project exploring the links between poverty and livelihoods

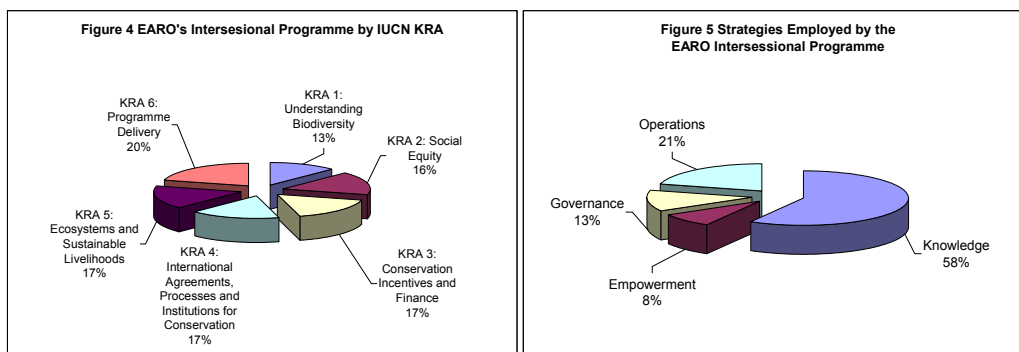
EARO's Programme has developed a range of products and services, which stakeholders generally consider to be of high quality and credibility. Specific examples mentioned by respondents as being "world-class" included:

- The CD-Rom on Community Involvement in Forest Management in Eastern and Southern Africa
- Managing Marine Protected Areas: A Toolkit for the Western Indian Ocean
- Pangani Basin: A Situation Analysis.

7.2 The Current EARO Programme

The 2005-2008 Intersessional Programme was developed through a consultative process that started with a Situation Analysis of the key conservation and sustainable development issues in Eastern Africa. The detailed analysis has been appended to this report to demonstrate the breadth of thinking on the issues and opportunities facing Eastern Africa and IUCN respectively (see Annex 6). The Intersessional Programme was drafted and discussed with the Membership in Eastern Africa before it was finalized. EARO's Intersessional Programme prescribes a shift in focus toward addressing more natural resource management and sustainable development issues.

Overall, the EARO Programme is well-aligned with the IUCN Programme. The results described within EARO's Intersessional Programme are fairly evenly divided amongst the five Key Result Areas of IUCN's overall Programme (Figure 4). However in terms of the Strategies employed, there is considerably more emphasis on the Knowledge Strategy (Figure 5). This is understandable given that a number of new topics (e.g. pro-poor conservation or the impact of assessing the implications of social or health issues on biodiversity) were added to this Intersessional Programme Plan and these require an initial focus on Knowledge generation.



As the Intersessional Period progresses, it is expected that annual workplans and project portfolios should start to reflect a greater balance between the three broad intervention strategies of the IUCN Programme.

7.3 Relevance of the Eastern Africa Regional Programme (EARP)

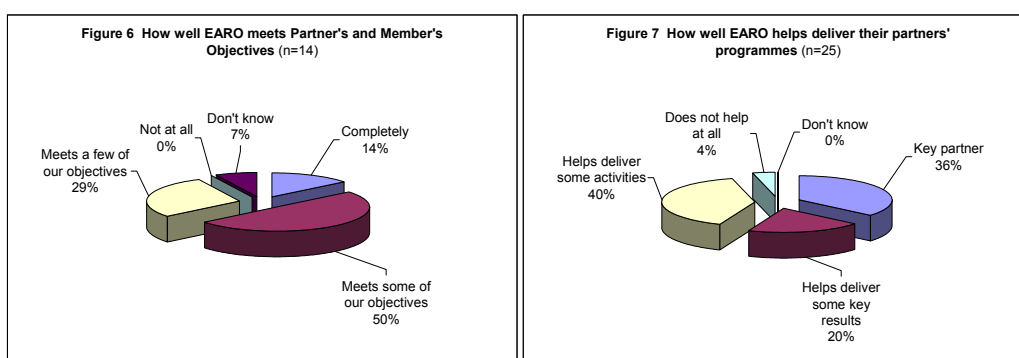
In addition to the above, this review looked at the relevance of EARO's Programme from two other perspectives:

- Relevance to EARO's Stakeholders – Members, Partners and Donors and to the key conservation and sustainable development issues in Eastern Africa;
- Extent to which EARO's Programme is relevant and adds value to other Component Programmes of IUCN, including Global Thematic Programmes and other Regional Programmes.

Findings are reported in the following sections.

7.3.1 Relevance to EARO's Stakeholders

Most stakeholders see a relatively decent fit between their objectives and the EARO Programme. Almost two-thirds of the partners feel that EARO's Programme completely or partially meets their objectives in Eastern Africa (Figure 6). Over half of EARO's partners, including Members, Donors and Global Thematic Programmes, identify EARO either as a key partner or someone who helps deliver some key aspects of their own programme (Figure 7).



Stakeholders observed EARP's strong track record in addressing conservation issues, including generating some world-class products and services (listed above). However, they questioned the extent to which EARO is addressing key sustainable development issues in the region. A content analysis of the EARO Programme, ABC List and recent Progress and Assessment Reports reveals that EARO has made considerable progress in reorienting its programme towards sustainable development, whilst building on earlier successes in conservation.

Most partners think that EARO is addressing the key conservation and sustainable development challenges in Eastern Africa either completely or in some key aspects. However, stakeholders did identify many areas which they thought EARO could increase its programmatic emphasis.

7.3.2 Extent to which EARO's Programme is relevant to and adds value to other Component Programmes of IUCN

As a Regional Office, EARO can be expected to work with Global Thematic Programmes, IUCN Commissions and other Regional Offices. Overall, the extent to which EARO works with other Component Programmes is mixed.

Existing relationships between EARO and the Global Thematic Programmes in Forests and in Water and Wetlands are good. EARO is a key partner and adds considerable value as an early adapter and supporter of initiatives in those two thematic areas. On the other hand, EARO's Marine Programme appears to be running into competition with the Global Marine Programme. Both programmes are running separate projects in the region.

Interactions with Commissions are more ad-hoc. The External Review of IUCN Commissions (2004) did not find systematic and institutionalized relationships between Regional Offices and Commissions. This internal review did not investigate this further, but some anecdotal evidence was provided that joint work is done on occasions involving EARO staff and certain Commission Members.

Pan-African integration of IUCN's secretariat programme has not materialized as expected. EARO's stakeholders note that the expectations for EARO to coordinate both the African Protected Areas Initiative (APAI) and IUCN's engagement in the New Partnership for Africa's Development (NEPAD) have not been fully delivered. APAI has not yielded concrete results so far. In the case of NEPAD, coordination and follow-up by EARO is perceived to have been inadequate. (recommendation 35 above is relevant to this finding). On a more positive note, the coordination by EARO of emerging work on Alien Invasive Species (more global, than Pan-Africa) is well-regarded.

There are now at least six potential areas for IUCN collaboration Africa-wide (NEPAD, APAI, invasive and alien species, conservation as a strategy for poverty reduction, drylands management, and integrating the ecosystems approach into water resource management). The latter three require funding and leadership to proceed. EARO has a number of challenges (see section 8) that will occupy much of its attention in the foreseeable future. This does not suggest that EARO or any of the other Regional Offices in Africa are incapable of leading Pan-African initiatives (the work on the Africa Forest Law Enforcement and Governance with civil society provides convincing evidence that they can). However EARO is not well placed to take a leadership role in Pan-Africa programme integration in the near future without significant additional resources.

(The following recommendation is relevant and repeated from above)

Recommendation 34: As a general rule, the Global Programme Team should assume responsibility for coordinating the development of a Pan African programme for IUCN until such a time as EARP or any other African Regional Programme has the capacity to lead this work¹⁵. The current workload and resources of EARP are not conducive to them pursuing this role effectively in the near future.

7.4 Effectiveness of the Eastern Africa Regional Programme (EARP)

Successes of the EARO Programme are documented in progress and assessment reports and a few notable ones are referred to in Section 7.1 above. In addition to these, EARO is recognized as an early-adapter of advances in programme planning, monitoring and evaluation. EARO was particularly instrumental in the development and application of monitoring and evaluation tools and methods, as a partner of IUCN's global M&E initiative. EARO has subsequently developed a comprehensive guide to project development, entitled *From Concept to Closure*, and maintain robust systems for monitoring, tracking and reporting project performance.

Overall, EARP appears to be an effective programme. However, the links between EARO's work and changes on the ground have not been investigated, so the evidence/ examples below are based on the opinions of others and are anecdotal in nature.

¹⁵ In some cases, agreement can be reached among different component programmes for a region to take the lead on a specific topic. Examples of where this has worked successfully is the AFLEG Civil society publication and proposal development for the EU Tropical Forestry Line (2005).

7.4.1 The Comparative Advantage of the EARO Programme

EARO as an organizational part of a global Union has a number of comparative advantages relative to its competitors. Stakeholders suggest the following are the major comparative advantages of EARO:

- Its status as an international (inter-governmental) organization is an advantage to promote and convene trans-boundary dialogues between stakeholders, particularly government to government and government to civil society;
- Existing relationships with key regional bodies;
- Strong technical capacity, and strong networks from which to draw additional technical capacity;
- The power of its Membership base;
- Significant influence over donors, more than national NGOs.

However, stakeholders also observed that EARO does not always exploit these comparative advantages. EARO should do more to:

- Support national and regional initiatives that are home-grown;
- Strengthen and expand EARO's networks of technical expertise;
- Effectively communicate, raise awareness, better package IUCN's work and capitalize on existing interest;
- Constructively draw on its Membership and increase working relationships.

Recommendations on better utilizing EARO's comparative advantage are covered elsewhere, and therefore are not repeated here.

7.4.2 Effectiveness of delivery of activities and outputs

Overall, delivery of activities and outputs is satisfactory, from the point of view of both internal (Project Management Department) and external (Donors, Partners and Members) respondents. However, there are some notable exceptions:

- Donor reporting is not always completed on time;
- The use of consultants to delivery technical aspects of EARO's Programme has been somewhat unsatisfactory (42% are on extensions), delaying delivery of certain products and (partially) creating the need for so-called no-cost extensions on project contracts;
- Partnership performance and political issues in the Loita Forest and Mnazi Bay Marine Park projects have significantly delayed implementation, creating serious reputational issues with donors and partners and increasing IUCN's financial risks.
- Conversion of project concepts to project proposals (As to Bs) will require different donor engagement strategies to generate interest and opportunities

However, it should be noted that EARO has taken steps to address these issues and ameliorate the problems caused. For example, even during the review mission, it was clear that EARO was actively managing the partnership issues in the Loita Project and discussions with the donor revealed that they are satisfied with the course chosen by EARO.

(The following recommendation is relevant and repeated from above)

Recommendation 7: Consideration should be given to appointing and managing additional staff as internal consultants, but referred to (in the organogram) as "other project funded technical staff".

7.4.3 Outcomes and Impacts of the EARO Programme

As stated above, aside from success stories, it is difficult to evaluate the effectiveness of the EARO Programme in creating outcomes and impacts. A comprehensive review of EARO's impact is well beyond the scope of this review.

EARO does not have a comprehensive system in place for measuring either outcomes or impact. This is not unusual by any stretch, as these systems are just starting to be developed for IUCN as a whole. EARO did start to develop an impact assessment method, however, its application was hampered initially by a lack of historical data. There is interest in developing such a system to track indicators and collect data for projects that are starting or currently underway, which could potentially yield outcome and impact data in the future.

Many stakeholders indicated that EARO's products and services are bringing about the changes indicated by EARO's Programme in specific instances. Some stakeholders were able to offer specific anecdotal evidence. For example in the Tanga Coastal Zone Conservation and Development Project, there has been clear benefit to fisheries resources attributable to community management of coastal resources. Another example comes from the work with the Environmental Journalist Network that has raised awareness on sustainable development issues and improved reporting.

Recommendation 50: Outcome/ result level indicators and performance goals for the 2005-2008 EARP should be developed in collaboration with the Global Programme Team.

Recommendation 51: The development of an impact assessment method to measure the impact of EARO's work should be continued.

7.4.4 Programmatic Spread

Programmatic spread (regional) refers to the extent to which a programme is able to cover a region in terms of geography, ecosystems, themes and methods.

EARO's programme does not have complete geographic coverage in Eastern Africa, and is focused primarily on Uganda, Kenya and Tanzania with some specific activities in other locations. In some countries, such as Comoros and Seychelles, EARO did have significant work in the past, but does not currently.

Factors affecting the geographic spread of EARO's programme and projects activities include the presence of wars and other serious and significant security / law and order problems in a number of countries; a lack of suitable partners in some countries; and, a lack of investment funding. EARO staff have tried to work in some countries under difficult conditions associated with insecurity. Some staff have been physically brutalised, and in Somalia they were forced to leave after a grenade attack. The current programmatic spread is a result of real, practical constraints in functioning effectively in several countries: In the past EARO has worked widely throughout Eastern Africa. Current circumstances are not as conducive for extensive geographic coverage as they have been in the past. An additional constraint for programme expansion is the language skills held by the EARO staff (1.5 french speaking TCs, 1 french speaking PMD person, and no Arabic speakers). Most of the staff in the regional office are Kenyan. Comments about the mix of staff have been mentioned elsewhere in section 6.2.1 above.

Thematically, capacity to deliver results on environmental economics is somewhat lacking, although economic aspects appear to be well-integrated into thematic programmes and projects in specific instances. The post of Technical Coordinator for Environmental Economics has not been filled, however EARO has used a number of creative strategies to meet some demands. This is a real opportunity for EARO; there is demand for environmental economics and EARO has a proven track record in this area. It is not yet clear that social, economic and gender issues are being mainstreamed into the ecosystem based thematic programmes in such a way that will allow EARO to link its work with the sustainable development community.

Recommendations are presented in section 7.5.1 (below)

7.4.5 EARO and IUCN's Global Policy Work

EARO is the policy focal point for the United Nations Environment Programme and as such, participates in the "IUCN Policy System" led by the Policy and Global Change Group (PCGC) and the Policy, Biodiversity and International Agreements (PBIA) Unit. EARO's role in helping IUCN undertake its policy work could benefit from refocusing, as EARO is not being utilized in such a way as to maximize benefit to IUCN overall or EARO itself. However, the roles and responsibilities within PCGC and PBIA in delivering IUCN's policy work are themselves under review.

EARO has had some success in both Pan-Africa, regional and national policy levels, EARO interacts with a multitude of policy bodies including the African Union, NEPAD, IGAD, AMCEN and others. At the national level, in Uganda for examples, EARO was instrumental in helping develop wetlands policy, and establishing the first wetland institution in government in Africa, building its capacity and scope, with the eventual result that the Ramsar COP9 is being hosted by that ministry. At this point, there are no specific recommendations regarding EARO's regional and national policy work.

EARO's role as the UNEP focal point is a bit more problematic. It is clear from discussions that EARO is more of an operational focal point, rather than truly in charge of maintaining relations with UNEP. EARO's role is guided from HQ by the PBIA Unit. This is an example of an unfunded mandate; EARO does not receive core support to extend IUCN's policy work, so at best, this could be seen as a distraction and at worse, a disruption.

Recommendation 52: With PBIA and the Director-Global Programme, the role of EARO in the IUCN Policy System at the global level should be redefined, particularly its roles and responsibilities as the UNEP Focal Point. EARO's engagement with UNEP should be guided by a clear purpose of benefit to the overall policy strategy of IUCN, properly resourced from HQ and undertaken by suitable policy professionals with experience in working in UN policy environments.

7.5 Conclusions: Future Directions of the Eastern Africa Regional Programme

There is a contention held by most stakeholders that the EARO Programme needs to become more forward looking, engaging on new issues and with new partners. Many stakeholders spoke of the need for EARO to raise its profile, in part to communicate its successes and work, but also to position itself with regard to emerging issues and opportunities in Eastern Africa.

To a certain extent this review shares this observation, however, it is EARO's performance as an organization that has slowed the development of the programme

more than any other factor, and these issues are discussed in more detail in previous sections and should be addressed to empower the organisation to pursue fresh areas.

Recommendation 53: Communicate and promote EARO's work on sustainable development, particularly on poverty-livelihoods and with Pan-African or Initiatives to the EARO constituency (Members, Partners, Donors).

Recommendation 54: Develop a comprehensive Membership Engagement Strategy (including an analysis of Members' capacities and interests) to, among other things; properly negotiate and manage expectations on the services EARO will provide to Members, engage Members proactively in programme and project development and actively recruit new Members who can support the forward-looking aspects of EARO's Programme. The Membership Engagement Strategy should be based on a realistic assessment of the capacities of Members, especially when considering their role in the EARO Programme. Such assessments are important given that the majority of existing members are technically and managerially weak and need substantial support even to be a partner in a project.

Recommendation 55: By the end of 2006, undertake a follow-up internal review of the progress of the EARO Programme, consider changes to the "situation", and adjust the Programme as necessary.

7.5.1 Suggestions for future grow the EARO Programme

Bearing in mind that the most important challenges facing EARO are not programmatic, but instead relate to organisational performance, this review does not recommend a radical shift in the direction of the programme at this time. EARO's stakeholders made many suggestions on the future growth of EARO's Programme and these should be considered in future planning processes.

Recommendation 56: While there is no specific mandate for any IUCN regional programme to work in all countries, to the same level, and on all themes, EARO has an opportunity to expand and take a leadership role amongst sustainable development practitioners in the region. With a view to future programmatic expansion, EARO should, develop a growth strategy (as part of its Business Plan) that identifies opportunities for the EARP (in addition to the areas identified in Recommendation 13). Further growth of the programme in the longer term could be achieved by:

- Increasing the geographic coverage of countries in Eastern Africa, both in post-conflict zones in the Horn of Africa and in the Western Indian Ocean;
- Increasing the profile of EARO as an influential player in Eastern Africa on sustainable development issues and demonstrate capability with forward looking programming that includes more work on development issues¹⁶; and integration of social, economic and gender equity into sustainable development.
- Expanding new modalities of work and partnerships, including partnering with development agencies (e.g. CARE), creating communities of practice around areas for which IUCN has experience (e.g. transboundary negotiation) and working on Pan-Africa initiatives.

¹⁶ Including country assistance strategies of the World Bank, World Bank-IMF Safeguard Policies, and National Poverty Reduction Strategies and Plans (PRSPs), etc

8 Conclusions

The key challenges facing EARO are as follows:

- Eliminating the deficit without decreasing the capacity to develop and implement the project portfolio, within a reasonable time frame
- Gathering more up-to-date intelligence on the interests of governments, donors and development assistance agencies
- Enhancing IUCN's profile and pro-actively managing relationships with donors, governments, other partners, members and commissions, for project design and marketing purposes
- Securing the potential benefits of integration afforded by the organisational model through more guidance and team work within the Technical Programme Group
- Eliminating the disincentives and creating more incentives for enhanced staff performance and team work generally within the EARP secretariat
- Developing further the strategies for programme growth/ expansion and consolidation
- Addressing the Policy node functions and participating effectively in Pan-Africa programming

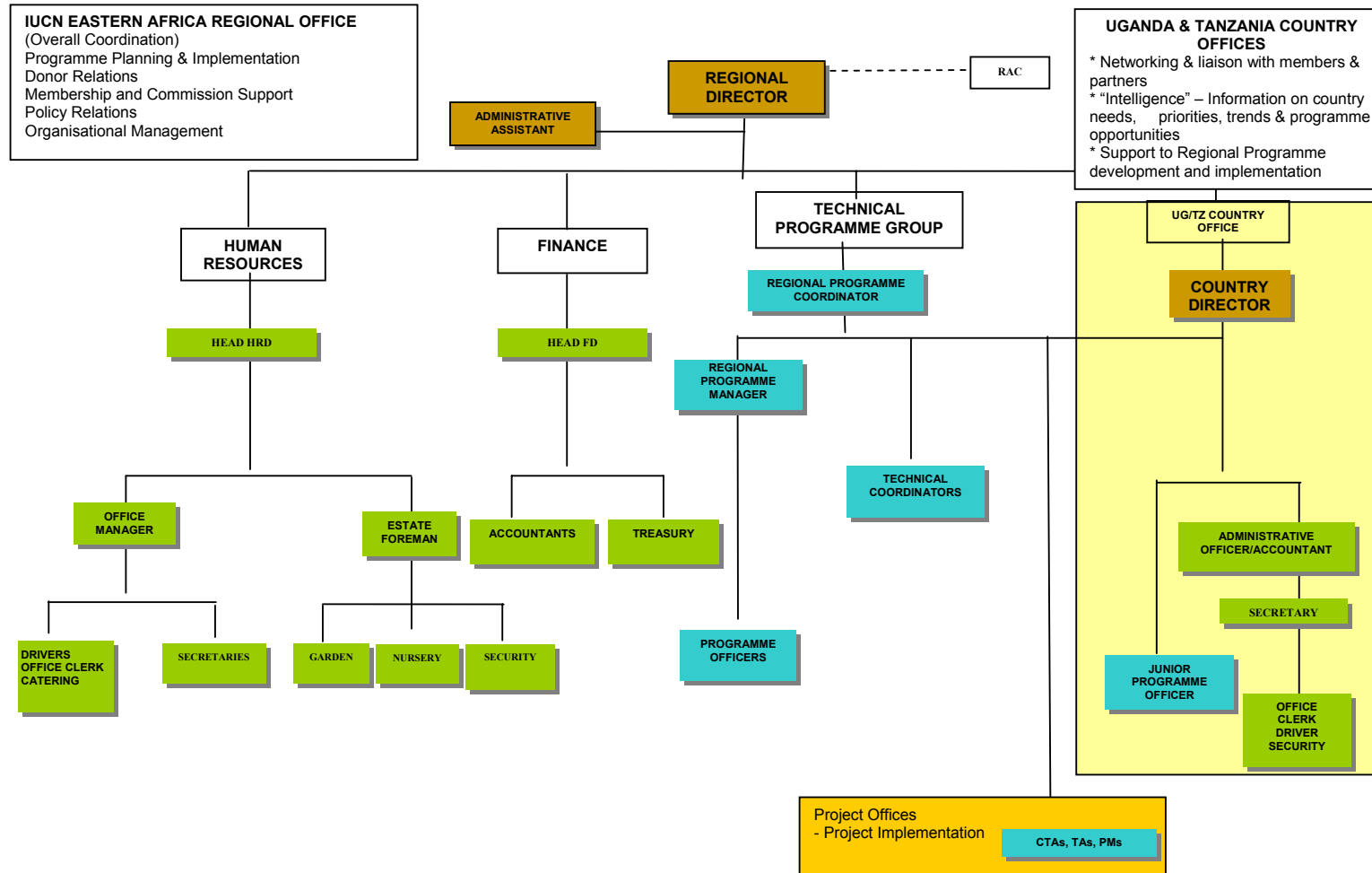
In conclusion, the review team is optimistic that the EARP can rebuild its project portfolio back to pre-2002 levels, and as a consequence, regain its financial sustainability. It has good potential to continue to deliver products and services of high-quality, as it has done in the past, and it can extend its influence further to places and within processes where it can count the most. However, this will only be realised if:

- a sufficient level of strategic leadership is provided
- human resources are more closely guided and managed for performance and teamwork
- relationships with external partners and supporters are pro-actively expanded and managed

Most of the recommendations provided in this report are directed at addressing these three needs. A final recommendation related to the induction of the new Regional Director follows.

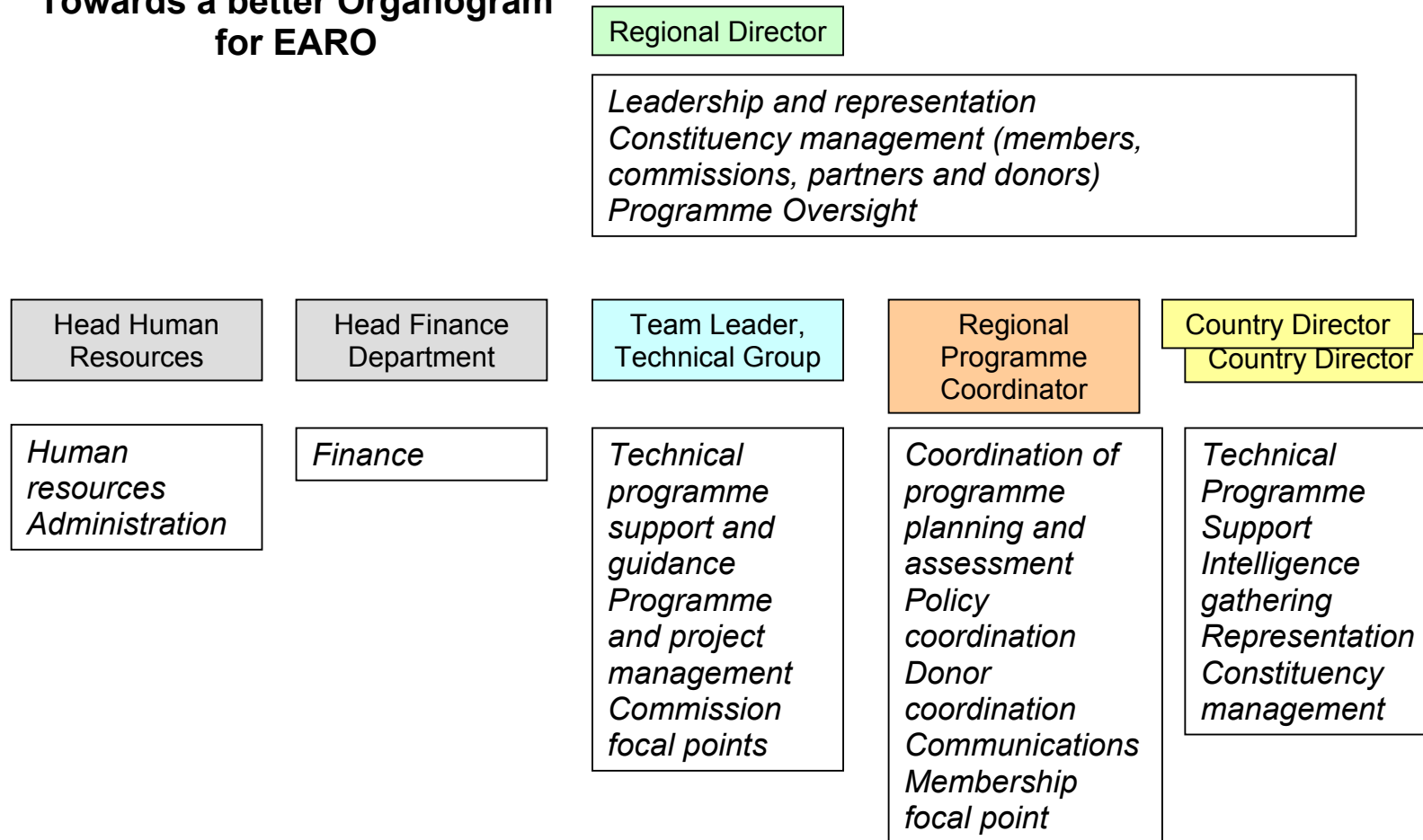
Recommendation 57: Either the Director, Global Programme or one of the Senior Coordinators from the Global Programme Team should spend time with the new Regional Director at EARO to assist in an induction process that includes briefings on this review and planning for how to address the recommendations that are endorsed by senior management.

Attachment 1: Current Organogram of EARP Secretariat

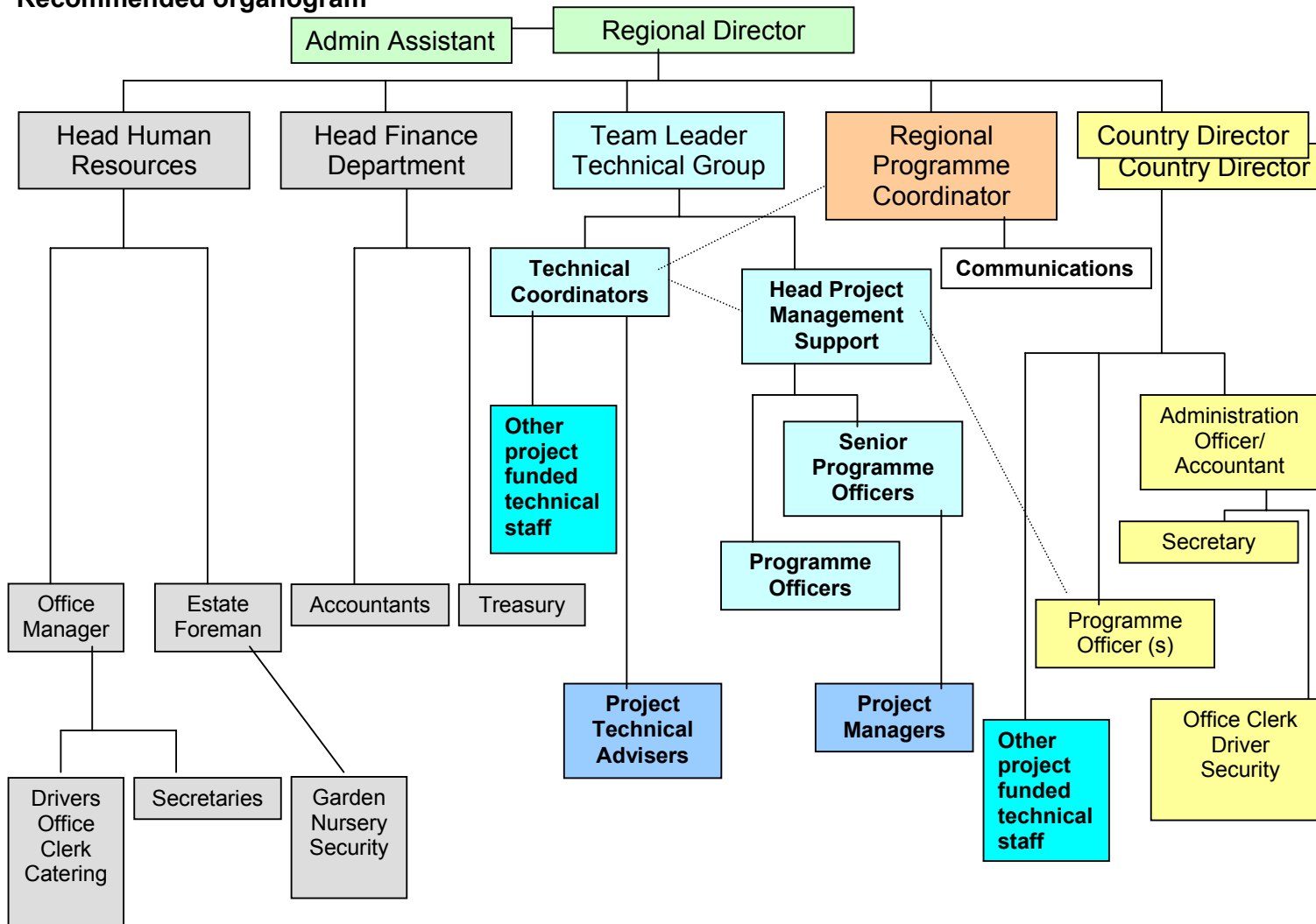


Eastern Africa Regional Office of IUCN - The World Conservation Union and Wasaa Conservation Centre: **OPERATIONAL ORGANOGRAM**

**Towards a better Organogram
for EARO**



Recommended organogram



Recommended organogram 2

