IUCN

The World Conservation Union

Strategic Review of the Eastern Africa Regional Office (EARO)

Review Report

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THIS DOCUMENT:

5 September 2005

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:

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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

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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

by Universalia 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.

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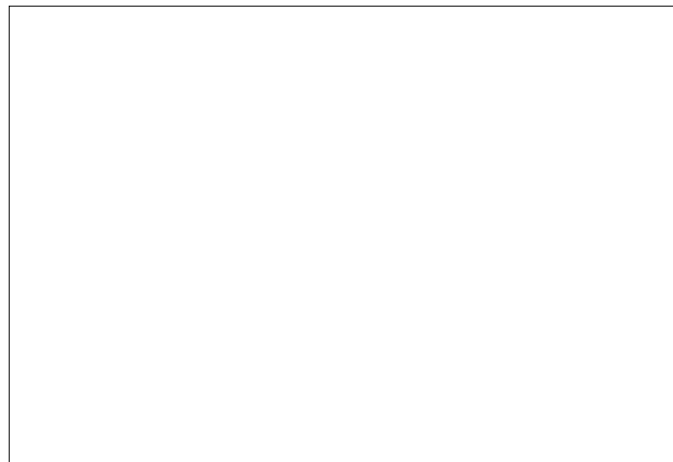
Despite the relatively short time spent by the mission in Kenya (10 days), the review team was able to speak with most stakeholder groups. However, some key people were unavailable for an interview due to a short notice period or because the European holiday season had commenced. Donors are clearly under-represented 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.

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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 wa

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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 Group[5].

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 development[6]. 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:

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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 Stratglog

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 recruitment[7]
Significant (and now widely known[8]) inequities in salaries, throughout the system
Other disincentives for performance exist:
- o There has been no cost of living adjustments (COLA) for more that 2 years
- o 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))
- o 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

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

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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

future, the IUCN brand, EARO integrity, programme content and quality of work remains attractive to partners and donors[10].

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 Portfolio[11]
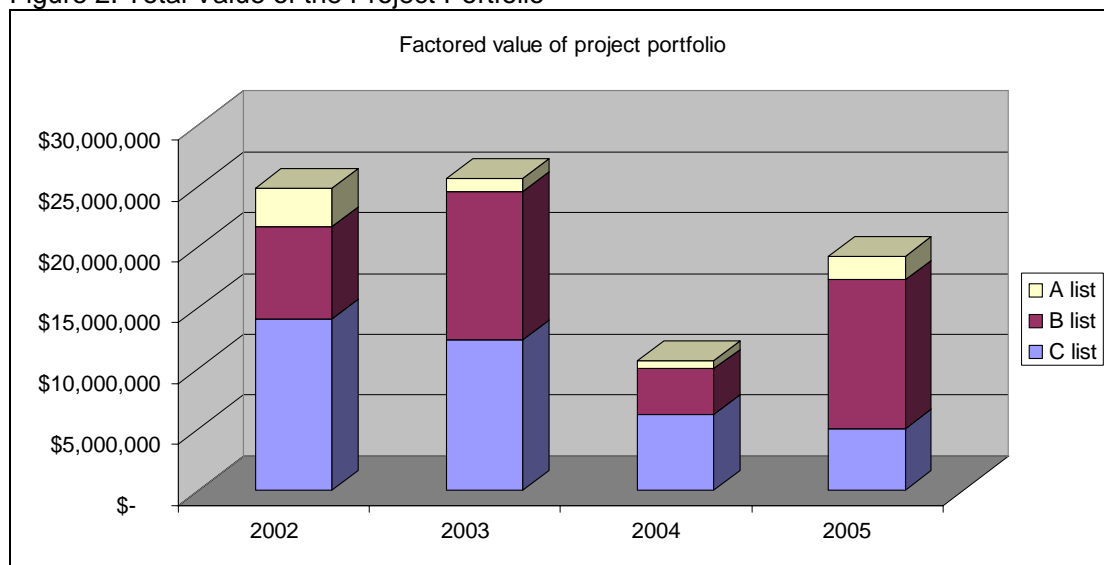
This collapse contributed to a series of deficit results for the cost centre as follows:

> 2002   -$ 50K
> 2003   -$ 426K
> 2004[12] -$ 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.

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[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

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Figure 3. Total Value of the Project Portfolio, with 2006 prediction[13]
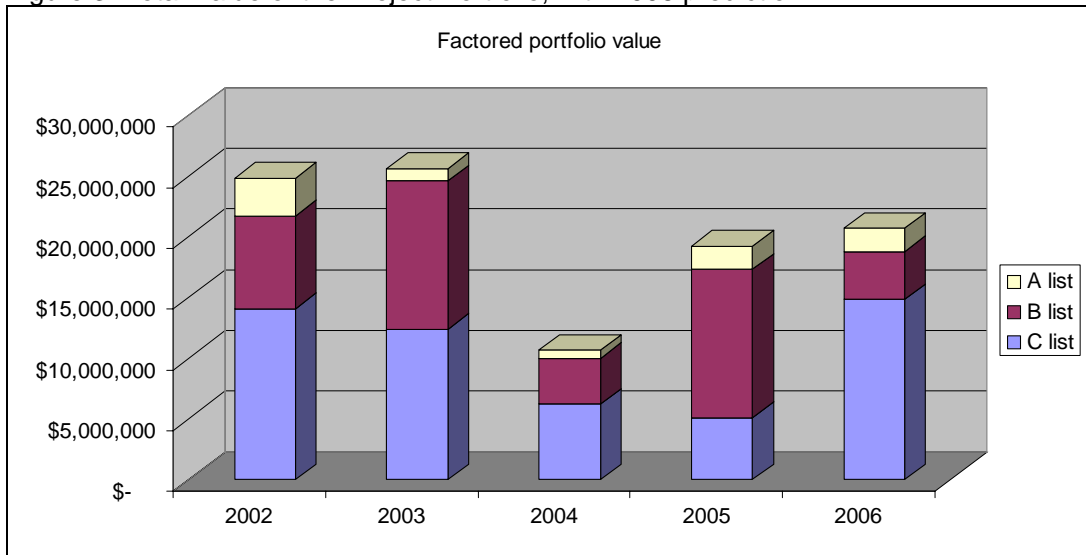

Table 1. Predicted recovery rates from the project portfolio

Year	Project portfolio value US$ (excludes allocations from Gland)	Recoveries from staff time & overheads

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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 to 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

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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 join 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

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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.

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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.

Figure 4 EARO's Intersesional Programme by KRA
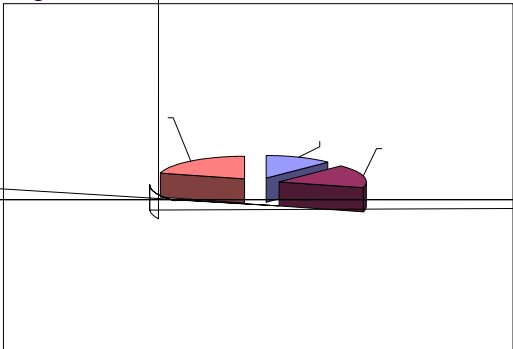
Thematically, capacity to deliver results on environmental economics is somewhat lacking, although economic aspects appear to be well-integrated into thematic programmes and projects in specific instances. The post of Technical Coordinator for Environmental Economics has not been filled, however EARO 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

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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 issues[16]; 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.

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[16] Including country assistance strategies of the World Bank, World Bank-IMF Safeguard Policies, and ng

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8 Conclusions

The key challenges facing EARO are as follows:

REGIONAL DIRECTOR

RAC

TECHNICAL PROGRAMME GROUP

REGIONAL PROGRAMME COORDINATOR

DRIVERS

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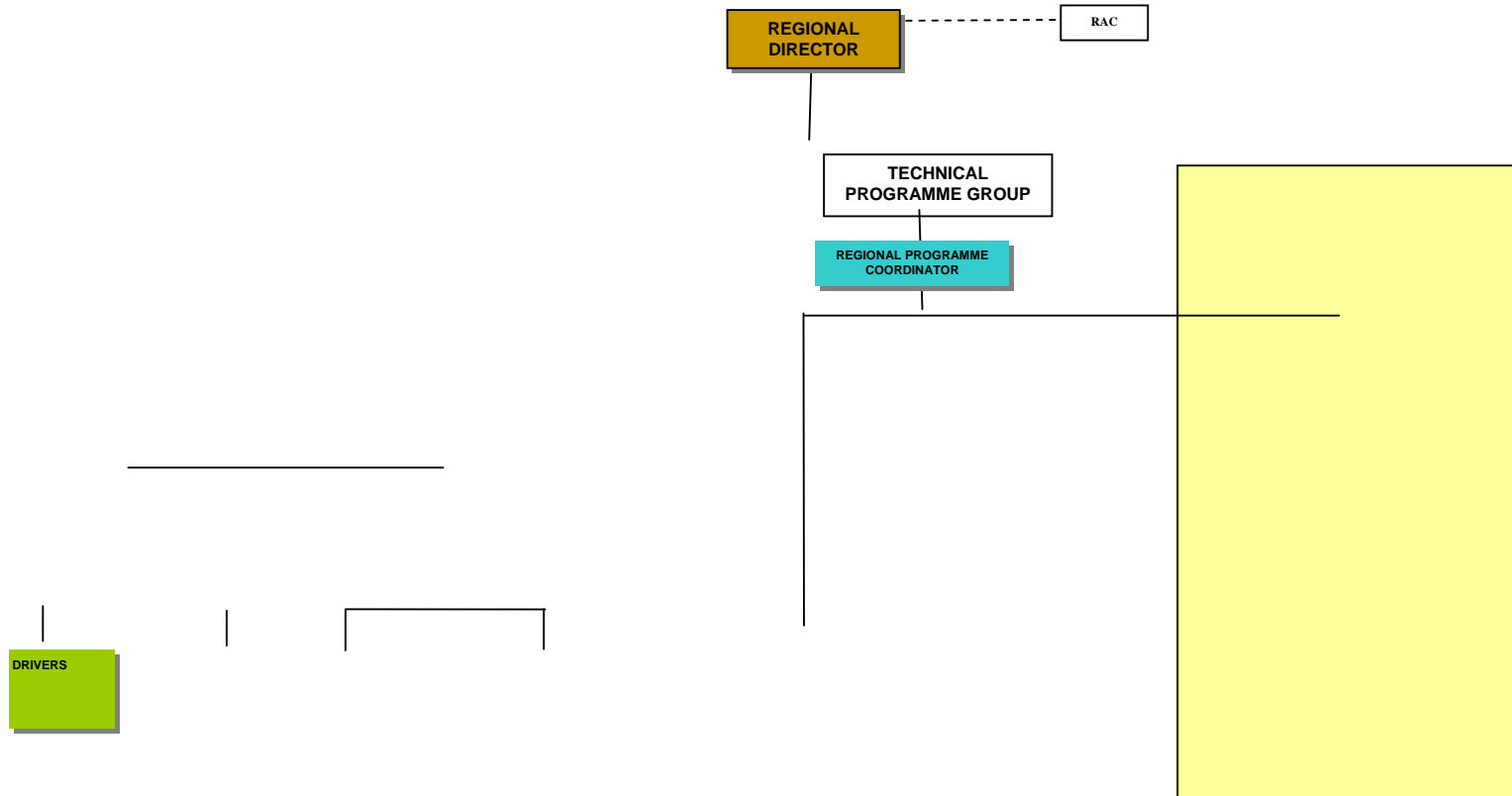
Towards a better Organogram for EARO

Regional Director

*Leadership and representation
Constituency management (members, commissions, partners and donors)
Programme Oversight*

Head Human Resources	Head Finance Department	Team Leader, Technical Group	Regional Programme Coordinator	Country Director Country Director
Human resources Administration	*Finance*	*Technical programme support and guidance Programme and project management Commission focal points*	*Coordination of programme planning and assessment Policy coordination Donor coordination Communications Membership focal point*	*Technical Programme Support Intelligence gathering Representation Constituency management*

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Recommended organogram

5 September 2005

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                    Technical              Head Project
                   Coordinators   ........  Management
                                             Support

                                               Senior
                                             Programme         Programme
                                              Officers         Officer (s)

                                    Programme
                                     Officers

              Project                            Project
            Technical                           Managers
             Advisers
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