



**United Nations
Environment
Programme**



Distr.
Limited

UNEP/OzL.Pro/ExCom/30/8
28 February 2000

ORIGINAL: ENGLISH

EXECUTIVE COMMITTEE OF
THE MULTILATERAL FUND FOR THE
IMPLEMENTATION OF THE MONTREAL PROTOCOL
Thirtieth Meeting
Montreal, 29-31 March 2000

DESK STUDY ON THE EVALUATION OF REGIONAL NETWORKS

I Introduction

1. The 2000 Monitoring and Evaluation Work Programme includes an evaluation of Regional Networks as a follow-up to the recent evaluation of Institutional Strengthening Projects. The main purpose of the evaluation is to take stock of results achieved to date, to examine the planning mechanism and procedures in place, to analyze the criteria used to describe or measure results, and to identify the lessons learnt in the process.

2. The present document summarizes a desk study elaborated by a consultant who analyzed the documentation available in the Multilateral Fund Secretariat, and reviewed reports of network meetings made available by UNEP. He discussed the draft desk study with staff of the Multilateral Fund Secretariat and with the Regional Network Manager and Coordinators during their annual meeting in Paris (via conference call). The desk study is available on request.

II Regional Networks' Organization, funding and administration

3. The existing Regional Networks are:

(a) Asia Region Networks: Comprising two networks:

- (i) The South East Asia and Pacific (SEAP) sub-network
- (ii) The South Asia Sub-network

(b) West Asian Region Network

(c) Latin America Region Networks: Comprising three networks:

- (i) The Southern Latin America Network
- (ii) The Central American Network
- (iii) The Caribbean Network

(d) African Region Networks: Comprising two networks:

- (i) The English-speaking African Network
- (ii) The French-speaking African Network

4. Membership of the networks by Article 5 and Article 2 countries is shown in Annex I.

5. The Southeast Asia and Pacific Network was the first regional network established in 1992 with financial and technical assistance from Sweden which continued during the following years. It intended to promote the capacity of ODS Officers in the region to design and implement effective ODS phase-out strategies and to promote and facilitate an early elimination of the use of ODS. Also, countries that were at the time of the network's creation non-parties to the Montreal Protocol, participated in the network's activities and later signed and ratified the Montreal Protocol.

6. An evaluation study conducted in November 1993 by a consulting company on behalf of SIDA (Sweden) concluded that the network had helped in accelerating participant countries to improve data collection and monitoring for ODS phase out and to generally make progress towards compliance with the Montreal Protocol to which all members now adhere. The evaluation recommended replicating the network concept in other regions¹.

7. In 1993 and 1994, UNEP organized a series of regional workshops which served to create further networks, first in Latin America and then also in Africa. While Sweden continued to support the Southeast Asia and Pacific network, the West Asia regional network was from the beginning funded through the Multilateral Fund. In 1998, a new network for South Asia was created. Also in 1998, a separate network of the English-speaking Caribbean countries was added to the two sub-networks for Southern Latin America and Central America, and Mexico. Annex II shows the funding approved for regional networks from 1994 until the end of 1999 under the heading of technical assistance (TAS). Regional Networks are considered as recurrent activities implemented by UNEP.

8. Four Regional Network Coordinators (RNCs) coordinate the network activities, one each for Asia, West Asia, Latin America and Africa. Recently, a fifth Network Coordinator was recruited for the South Asia network. The RNCs have fixed-term contracts with UNEP and are located at UNEP's Regional Offices in Bangkok, Mexico City, Nairobi and Bahrain. They operate under the overall coordination of the Network Manager (NM) based in UNEP-DTIE, Paris.

III Objectives and activities of Regional Networks

9. Unlike other projects, Regional Networks were created without the benefit of Project Documents or policy guidelines. They have grown from a process of "learning by doing," which often arises when systematic planning is difficult to apply. It is not surprising, therefore, that the objectives of the Regional Networks are not structured in terms of a long- medium- and short-term perspective, and that they do not always make a clear difference between objectives (a situation expected to prevail after achieving a set of results) and activities (work undertaken to obtain a result). In contrast to other non-investment projects, there are also no milestones for project implementation defined.

10. A comprehensive definition of objectives for the Regional Networks was given by UNEP in its 1996 Work Programme: "The objective of the ODS Officers Network is to strengthen the capacity of NOUs in Article 5 countries to design and implement effective policies and strategies, well-adapted to the conditions of their own countries. The purpose of the networks is to:

- (a) Develop a framework for the efficient exchange of experience among ODS Officers;
- (b) Improve access to available information;

¹ Touche Ross. Evaluation of the UNEP/SIDA Network Project on Ozone Depleting Substances in SouthEast Asia. London, 1994, page 2.

- (c) Facilitate feedback, in particular to UNEP, on difficulties encountered by Article 5 countries and the need for further support in terms of information, training material and workshops, etc.;
- (d) Inform ODS officers of decisions of the Executive Committee and the Meetings of the Parties;
- (e) Promote sharing of information materials;
- (e) Review progress on implementation of Country Programmes;
- (f) Initiate relevant joint activities."²

11. The priorities defined in UNEP's 2000 Work Programme³ for the Regional Networks are:

The Asia Region Networks:	Work with NOUs of DPR-Korea and the Maldives
The West Asian Region Network:	Policy dialogue with Yemen and non-Parties through the Finnish Fund
The Latin America Region Networks:	Policy dialogue with the Dominican Republic (where consumption is rising) and new entrants including Belize
The Africa Region Networks:	Mainstream Liberia, Libya, Madagascar and the Democratic Republic of Congo

12. Network activities have typically included (a) two annual workshops or meetings for the ODS Officers in the network, (b) involvement in planning and implementation of workshops and other training activities under UNEP's OzonAction Programme, and (c) informal exchange of experience between network members throughout the year.

13. Detailed information on the activities of Article 2 countries supporting the networks is not readily available, except for Sweden's support for SEAP. Although their participation in the Regional Networks is important as providers of leading technologies and experiences with regard to effective procedures for phase out, there appears to be little or no account of their role in the process. An evaluation of the Regional Networks would be incomplete without ascertaining their activities and perceptions of the process.

IV Evaluation Issues

- (a) **Planning:** This comprises the review of the procedures used to plan activities for expected results, criteria used to describe or measure results and identification of resources used in the process.
- (b) **Time Frame:** Are the network activities designed within the time frame of a project, that is, with beginning and finishing points? To put it in another way, has the notion of considering network activities as recurrent activities still permitted to achieve and to monitor results leading to effective ODS phase out?

² UNEP 1996 Work Programme. UNEP/OzL.Pro/ExCom/19/9 of 12 April, 1996, p. 11.

³ UNEP 2000 Work Programme. UNEP/OzL.Pro/ExCom/29/23 of 28 October 1999, pp. 21-24.

- (c) **Contribution to Sub-objectives:** What did the networks achieve in terms of exchange of information, access to technology from Article 2 countries, training of ODS officers, initiating joint activities, etc.
- (d) **Follow-up to Meetings:** Relevant data must be assembled to determine follow-up activities between and after regional meetings so as to substantiate that given results are the consequences of activities/tasks started up in previous meetings, and to show that useful contacts and activities continue between the meetings.
- (e) **Capacity Building:** This is to analyze the contribution of Regional Networks to enhancing the performance of NOUs. Several specific issues arise:
 - i) Has reporting by the NOUs on ODS consumption to the Ozone Secretariat and to the Fund's Secretariat improved through the Network activities?
 - ii) Are Networks providing the needed support in terms of training and exchange of experience in NOUs new priorities, such as: RMPs, legislation, import licensing, fiscal incentives, working with informal sector and small enterprises, revolving funds, recovery and recycling projects?
 - iii) To what extent do the Regional Networks support the NOUs in monitoring and evaluating the CP implementation and in improving the NOU's performance in reporting, financial accountability and self-assessment?
- (f) **Transmission of Policy Decisions:** Are Regional Network Meetings effective platforms to transmit decisions emanating from Meetings of the Executive Committee and Meetings of the Parties?
- (g) **Smoothing Project Implementation:** What are the benefits associated with the Regional Network Meetings for the operations of the Implementing Agencies, the Multilateral Fund Secretariat and the Ozone Secretariat?
- (h) **Linkages with Article 2 Countries:** To what extent have the networks been instrumental in mobilizing support from Article 2 countries and the transfer of know-how and technology appropriate to the conditions and problems of Article 5 countries?

V Evaluation Approach

14. The evaluation will focus on validating with the stakeholders the results of each regional network during the network meetings. These findings will be reviewed in the context of data collected from the remainder of stakeholders. The specific procedures encompass:

- (a) The Participatory Evaluation Approach will be used. This approach strives for transparency through open discussions with stakeholders on the objectives and the various agendas in the process.

- (b) Consultants and the Senior Monitoring and Evaluation Officer will participate in a number of Regional Network Meetings to discuss with the participating Ozone Officers. In addition, semi-structured interviews with individual Ozone Officers will be used to complement the information generated during the Network Meetings.
- (c) Interviews will also be held with the Network Manager, the RNCs and other staff of UNEP, as appropriate.
- (d) It will be essential to hold also interviews with staff of the other Implementing Agencies and with representatives of Article 2 countries involved in network activities.
- (e) The findings will be summarized for each regional network meeting attended by the consultant(s). The final report will synthesize all findings and submit recommendations to the first meeting of the Executive Committee in the year 2001.

Members of Regional Networks

Region	Article 5 Countries	Article 2 Countries
South East Asian Pacific (SEAP) sub-network	Brunei, Fiji, Indonesia, Lao PDR, Malaysia, Myanmar, Philippines, Singapore, Thailand, Vietnam	Australia, Sweden
South Asia sub-network	Bangladesh, China, Iran, India, Democratic Republic of Korea, Republic of Korea, Maldives, Mongolia, Nepal, Pakistan, Sri Lanka	United Kingdom
West Asian Region Network	Bahrain, Iraq [non-party], Jordan, Kuwait, Lebanon, National Authority of Palestine [non-party], Oman, Qatar, Saudi Arabia, Syria, United Arab Emirates, Yemen	France, Germany
Southern Latin America Network	Argentina, Brazil, Bolivia, Chile, Colombia, Ecuador, Paraguay, Peru, Uruguay, Venezuela	U.S.A., Canada
Central American Network	Costa Rica, Cuba, Dominican Republic, El Salvador, Guatemala, Honduras, Mexico, Nicaragua, Panama	U.S.A., Canada
Caribbean Network	Antigua and Barbuda, Barbados, Bahamas, Belize, Dominica, Guyana, Grenada, Jamaica, St. Kitts, St. Lucia, St. Vincent, Surinam, Trinidad & Tobago	U.S.A., Canada
English-speaking African Network	Botswana, Egypt, Ethiopia, The Gambia, Ghana, Kenya, Lesotho, Liberia, Libya, Malawi, Mauritius, Mozambique, Namibia, Nigeria, Seychelles, South Africa, Sudan, Swaziland, Tanzania, Uganda, Zambia, Zimbabwe	Germany
French-speaking African Networks	Algeria, Benin, Burkina Faso, Burundi, Cameroon, Central African Republic, Chad, Congo, Comoros, Côte d'Ivoire, Congo Democratic Republic, Gabon, Guinea, Madagascar, Mali, Mauritania, Morocco, Niger, Senegal, Togo, Tunisia, The Democratic Republic of Congo	France, Switzerland

Funding approved for Regional Networks from 1994 to 1999

Region	Code	Status	Year Approved	Total Funds Approved As Per Inventory	Funds Disbursed As Per Progress Report
Region: AFR	AFR/SEV/12/TAS/09	FIN	1994	180,000	180,000
	AFR/SEV/16/TAS/20	FIN	1995	232,200	232,200
	AFR/SEV/19/TAS/17	COM	1996	299,400	199,400
	AFR/SEV/21/TAS/19	COM	1997	411,000	282,000
	AFR/SEV/23/TAS/21	COM	1997	431,000	230,220
	AFR/SEV/26/TAS/22	ONG	1998	431,000	
	AFR/SEV/29/TAS/25	ONG		452,550	
Region: ASP	ASP/SEV/16/TAS/17	FIN	1995	62,000	62,000
	ASP/SEV/19/TAS/21	COM	1996	40,000	20,000
	ASP/SEV/19/TAS/22	COM	1996	169,200	50,000
	ASP/SEV/21/TAS/23	COM	1997	110,000	57,521
	ASP/SEV/21/TAS/24	COM	1997	199,000	89,050
	ASP/SEV/23/TAS/25	COM	1997	209,000	107,554
	ASP/SEV/23/TAS/26	COM	1997	115,000	40,000
	ASP/SEV/26/TAS/27	ONG	1998	209,000	
	ASP/SEV/26/TAS/28	ONG	1998	115,000	
	ASP/SEV/29/TAS/30	ONG		219,450	
	ASP/SEV/29/TAS/32	ONG		120,750	
Region: LAC	LAC/SEV/09/TAS/07	FIN	1993	130,000	130,000
	LAC/SEV/12/TAS/08	FIN	1994	224,000	224,000
	LAC/SEV/16/TAS/11	COM	1995	299,000	299,000
	LAC/SEV/19/TAS/23	COM	1996	299,000	50,000
	LAC/SEV/21/TAS/24	COM	1997	380,000	250,000
	LAC/SEV/23/TAS/25	COM	1997	399,000	191,241
	LAC/SEV/26/TAS/29	ONG	1998	399,000	
	LAC/SEV/29/TAS/33	ONG		418,950	