



Mid-Term Independent Evaluation of the Coop^{AFRICA} Programme

FINAL REPORT

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PREFACE

Khulisa, having prepared this report, is responsible for any inadvertent errors occurring in this document. Readers who have queries regarding this report should direct their questions to one of the following individuals:

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ACRONYMS

AGFUND	Arab Gulf Programme for United Nations Development Organisations
AU	African Union
CF	Challenge Fund
COC	Centre of Competence
Coop^{AFRICA}	Cooperative Facility for Africa
COPAC	Committee for the Promotion and Advancement of Cooperatives
DFID	UK Department for International Development
DGRV	German Cooperative and Raiffeisen Confederation
DWCP	Decent Work Country Programme
EMP/COOP	Cooperative Programme of the ILO
FAO	Food and Agriculture Organisation
HIVA	Higher Institute of Labour Studies
ICA	International Cooperative Alliance
ICAO	International Co-operative Agricultural Organisation
IFAP	International Federation of Agricultural Producers
ILO	International Labour Organisation
IPEC	International Programme on the Elimination of Child Labour (IPEC)
ITC	International Training Centre
ITUC	International Trade Union Confederation
JAS	Joint Assistance Strategy
JICA	Japan International Cooperation Agency

KII	Key Informant Interview
M&E	Monitoring and Evaluation
MATCOM	Materials and Techniques for Cooperative Management Training
MDG	Millennium Development Goal
NAG	National Advisory Group
OVOP	One Village One Product
PFA	Partnership Framework Agreement
PRSP	Poverty Reduction Strategy Paper
SACCO	Savings and Credit Cooperative Society
SIDA	Swedish International Development Cooperation Agency
TC	Technical Cooperation
TOR	Terms of Reference
UK	United Kingdom
UKCC	The Cooperative College of the United Kingdom
UN	United Nations
UNDAF	United Nations Development Assistance Framework
UNIDO	United Nations Industrial Development Organisation

EXECUTIVE SUMMARY

Introduction

The *Cooperative facility for Africa* (Coop^{AFRICA}) is a regional technical cooperation programme of the Cooperative Programme of the ILO (EMP/COOP), decentralised to the ILO Office for Kenya, Somalia, Tanzania and Uganda located in Dar es Salaam. The initiative (launched in October 2007 and ending in 2010) aims to contribute to poverty reduction by strengthening the cooperative movement in nine countries in Eastern and Southern Africa: Botswana, Ethiopia, Kenya, Lesotho, Rwanda, Swaziland, Tanzania, Uganda and Zambia.

The cooperative movement which includes formal cooperatives and informal self-help groups has been found to be a strong mobilisation mechanism towards contributing to the well-being of the community. However, historical events have greatly weakened the ability of cooperatives to compete in the marketplace and contribute to reduction of poverty. Coop^{AFRICA} has therefore created a holistic, multi-faceted intervention in terms of developing products and providing assistance at all levels of the cooperative hierarchy

Purpose of the evaluation

This report provides an independent assessment of the extent to which the programme's outputs have been reportedly achieved and attempts to determine if the programme is moving towards the achievement of its desired objectives. The findings will:

- Inform strategic orientation and programming for the remainder of the programme's duration
- Identify and share lessons learnt and best practices that emerged from the evaluation findings
- Inform the final evaluation of the United Kingdom Department for International Development (UK-DFID) Partnership Framework Agreement (PFA) and the final evaluation of the Coop^{AFRICA} Programme.

The evaluation covered the first half of the programme's duration since the start of its implementation in January 2008.

Methodology

This was an independent evaluation to which Khulisa took a tripartite approach as follows:

1. Document review to identify progress made, as reported by the programme
2. Interviews with key partners, stakeholders and beneficiaries to identify challenges, opportunities and outcomes – immediate or expected
3. Site visits to cooperatives in three countries (Ethiopia, Kenya and Tanzania), to obtain evidence on interventions received in the context of the cooperative movement in each of those countries.

Khulisa used the information obtained from these reviews, interviews and site visits to assess Coop^{AFRICA}'s performance to date as well as immediate outcomes of the programme.

The Terms of Reference of the evaluation also posed a number of questions that related to the adequacy, relevance and efficiency of the programme. These questions were assessed in line with the four quadrants of the Balanced Score Card framework (Programming, Human Resources, Stakeholder and Finance). The information gathered was then organised into coherent narrative descriptions before major themes, patterns, understanding and insights were extracted.

When possible, we sought verification to check consistency of findings generated through different data sources. Preliminary findings were tested with stakeholders on several occasions. We could not check all details, but tried to ensure that our findings were based on sound analysis of different facts and factors.

It should be noted that the emphasis of the mid-term evaluation in determining outcomes was on programme staff's opinion on "value created" rather than on "attribution." The evaluation was too brief to confirm attainment of outcomes scientifically or to accurately attribute broad outcomes to the programme.

Findings

- The programme has achieved, or even surpassed, its goals with regards to its outcomes at three levels: (i) local cooperatives; (ii) cooperative support institutions; and (iii) apex organizations.
- The Challenge Fund mechanism has been proven to be an effective way to provide demand-driven support to cooperatives and cooperative support institutions.
- By allocating human resources by element (e.g., Challenge Fund, Policy and Law, etc.), the programme has ensured a strategic approach where each element receives dedicated attention.
- The limited human resources seem unrealistic both to achieve the operational objectives and the programme expansion. This reveals an unrealistic programme design, which considered only three technical staff to achieve the objectives.

Lessons learned

- Funding can be stretched extensively by being creative in programming (e.g. utilising structures such as apex organisations, focal points, and National Advisory Groups to implement a comprehensive and complex development programme).
- Innovations such as the Challenge Fund and the establishment of Centres of Competence can be a sustainable means of injecting support and ensuring continued support to final beneficiaries.
- It is important to support the movement at the government level to ensure that discussion and approval of new or revised cooperative policies and laws is done with minimum delays.
- The programme's varied and extensive partnership model, established at national, regional and international levels, can be an effective way to leverage resources and promote sustainability.
- In some countries, support structures seem limited in their capacity, due to the state of development of the cooperative movement in those regions. Cooperative stakeholders therefore face severe constraints in mobilising partners in a coordinated manner and promoting the sector.
- Success is largely determined by the strength of the cooperative movement in each country.

Recommendations

Donors:

- Some characteristics of the movement necessitate a longer implementation period for outcomes to be achieved. DFID should therefore provide the programme with a one year no cost extension to allow sufficient time for outcomes to mature.
- DFID should fund a second phase of the programme, following the successful growth phase of the initiative to help enable the entrenchment of the cooperative movement as a vehicle for poverty alleviation.

ILO:

- Technical human resources should be increased from 3.5 staff members to 7.5 staff members.
- Regional human resources especially in Southern Africa should also be increased.

Coop^{AFRICA}:

- As the programme winds to completion, it should consider concentrating interventions on the stronger countries with stronger coordinating structures.
- Should the implementation period be extended, it is recommended that the programme consider developing stakeholder strategies for the movement's meso and micro stakeholders in relation to the outcome of "enabling a facilitative policy and legal environment."
- The programme should consider attempting to facilitate cross-border exchanges between cooperatives at the micro level (e.g. cross-border trade between marketing cooperatives, remittances between financial cooperatives, etc.).
- Monitoring and Evaluation should be further enhanced with the institution of an independent Data Quality Assessment mechanism.

1. INTRODUCTION: PURPOSE, SCOPE AND METHODOLOGY OF THE EVALUATION

1.1 Introduction

Khulisa Management Services was commissioned by the International Labour Office (ILO) to conduct a mid-term evaluation of the Coop^{AFRICA} programme. The *Cooperative facility for Africa* (Coop^{AFRICA}) is a regional technical cooperation programme of the Cooperative Programme of the ILO (EMP/COOP), decentralised to the ILO Office for Kenya, Somalia, Tanzania and Uganda located in Dar es Salaam.

Objectives of the Mid-Term Evaluation

1. To assess programme achievements
2. To assess programme effectiveness
3. To provide suggestions for improvement

The initiative (launched in October 2007 and ending in 2010) aims to contribute to poverty reduction by strengthening the cooperative movement in nine countries in Eastern and Southern Africa: Botswana, Ethiopia, Kenya, Lesotho, Rwanda, Swaziland, Tanzania, Uganda and Zambia.

1.2 Purpose of the Evaluation

This report provides an assessment of the extent to which the programme's outputs have been reportedly achieved and attempts to determine if the programme is moving towards the achievement of its desired objectives. The evaluation assesses the programme's contribution to the national policies, United Nations Development Assistance Framework (UNDAF), One UN and Decent Work Country Programmes (DWCP), and tries to establish the extent to which the programme has implemented the ILO governing body's 2005 decision to mandate all Technical Cooperation (TC) projects to mainstream gender. These findings will:

- Inform strategic orientation and programming for the remainder of the programme's duration by identifying potential areas for improvement, needs for adjustment in the programme's approach and activities for the remainder of the programme duration.
- Identify and share lessons learnt and best practices that emerged from the evaluation findings, especially concerning the Challenge Fund (which is the first of its kind in ILO TC projects). These will be for future use by stakeholders in implementing related initiatives.
- Inform the final evaluation of the United Kingdom Department for International Development (UK-DFID) Partnership Framework Agreement (PFA) and the final evaluation of the Coop^{AFRICA} Programme.

1.3 Scope of the Evaluation

The evaluation covered the first half of the Programme duration since the start of its implementation in January 2008. It was designed so that the institutions and donors would have a greater understanding of the following key criteria:

- Relevance and strategic fit of the programme
- Validity of programme design
- Programme progress and effectiveness
- Efficiency of resource use
- Effectiveness of management arrangements
- Stakeholder involvement
- Impact orientation and sustainability of the programme

The evaluation, which took place in August and September 2009, included document reviews, interviews and focus group discussions with key stakeholders and site visits to Ethiopia, Kenya and Tanzania. It also endeavoured, to the extent possible, to identify the strategic interventions and leverage effects of the programme in other countries, for example through the Swedish International Development Cooperation Agency (SIDA) programme in Cameroon, Benin, Ethiopia, Mozambique and Tanzania, at the policy level in Madagascar, Comoros, Southern Sudan, and through support to the DWCPs in Madagascar, Mozambique, Togo and Namibia.

This evaluation aimed to answer the questions put forward in the Terms of Reference; however, it was agreed upon between Khulisa and the evaluation commissioners that some of the questions were too broad for the scope of this evaluation.

1.4 Clients of the Evaluation

The following are envisaged as clients of the evaluation:

- Coop^{AFRICA} Programme Staff
- ILO Tanzania
- ILO Geneva
- ILO Regional Office – Addis Ababa
- Key Programme Partners
- Country Focal Points
- Steering Committee Members
- United Kingdom Department for International Development
- Other Donors of the Programme

1.5 Methodological Approach

This is an independent evaluation to which Khulisa took a tripartite approach as follows:

1. Document review of programme reports and other documents to identify progress made.
2. Interviews with key stakeholders to identify challenges, opportunities and outcomes – immediate or expected. These interviews included¹:
 - Selected ILO officials in Africa and Headquarters
 - Programme management staff, funded by DFID, SIDA, and Government of Finland
 - Steering Committee members
 - Coop^{AFRICA} Focal Points in eight countries (note: there are nine Focal Points in the programme due to Tanzania and Zanzibar having one Focal Point each)
 - Selected National Advisory Group Members
 - UN organisations, donor representatives and other key partners
3. Site visits to three cooperatives in Tanzania, one cooperative in Ethiopia and three cooperatives in Kenya to obtain evidence on interventions received in the context of the cooperative movement in each of those countries.

¹ See Appendix B for full list of interviewees.

In Tanzania, we conducted sixteen key informant interviews with the ILO Director, Coop^{AFRICA} programme staff, other ILO Programme Staff members, leaders of the One UN Joint Programmes, representatives of other UN organisations and Government representatives particularly from the Department of Cooperatives, labour unions and employer federations. Beneficiaries interviewed included Challenge Fund recipients, primary cooperatives, NAG representatives, Focal Points and Secondary and Apex organisations. As well as key informant and beneficiary interviews, we also held a focus group discussion in Bagamoyo, Tanzania with non-beneficiary cooperatives, non-members of cooperatives, the Village Executive Officer and the District Cooperative Officer.

In Ethiopia, we interviewed the country Focal Point, five key informants from the ILO Regional Office, a Challenge Fund recipient and Government representatives.

In Kenya, we interviewed the country Focal Point, ILO-IPEC staff, key partners including JICA representatives and the Swedish Cooperative Centre, three Challenge Fund recipients and Government representatives.

Information about the other countries was gathered through the document review as well as interviews with country Focal Points and other key partners.

Using the information from these reviews, interviews and site visits, Khulisa assessed Coop^{AFRICA}'s performance to date as well as immediate outcomes and impact of the programme. The Terms of Reference of the evaluation also posed a number of questions that related to the adequacy, relevance and efficiency of the programme. These questions were assessed in line with the four quadrants of the Balanced Score Card framework (Programming, Human Resources, Stakeholder and Finance). Table 1 below provides the elements that we assessed within the balanced score card.

Table 1: Balanced Score Card of Coop^{AFRICA}'s Outcomes

<p>PROGRAMMING</p> <ul style="list-style-type: none"> • Designed, implemented and popularised national cooperative development policies and strategies • Established an enabling legal and policy environment, i.e. Cooperative policy and legislation in Africa • Produced advocacy material • Organised information sessions • Established Internet-based knowledge-sharing platform • Organised regular contacts and exchange visits • Established gender mainstreaming initiatives • Provided a framework for sustainability • Established M&E framework • Provided assistance to cooperative support structures e.g. Unions, Colleges, etc. 	<p>HUMAN RESOURCES</p> <ul style="list-style-type: none"> • Distributed staff resources effectively and efficiently • Ensured that adequate expertise was available • Provided training, advisory services, exchange programmes for national cooperative leaders
<p>STAKEHOLDER</p> <ul style="list-style-type: none"> • Provided networking, partnerships, study tours and advisory services • Established effective horizontal cooperative networks and vertical cooperative structures • Strengthened capacity of stakeholders to ensure sustainability • Effectively adopted the partnership approach to leverage programme interventions • Implemented a gender equality framework 	<p>FINANCE</p> <ul style="list-style-type: none"> • Delivered quality resources in a timely fashion • Obtained results that justify the expenditure

Finally, it should be noted that the evaluation process followed ILO rules and regulations regarding ILO evaluation standards. The ILO Dar es Salaam office organised and facilitated this evaluation as well as provided technical information.

1.6 Assessment

The information gathered was organised into coherent narrative descriptions before major themes, patterns, understanding and insights were extracted.

When possible, we sought verification to check consistency of findings generated through different data sources. Preliminary findings were tested with stakeholders on several occasions. We could not check all details, but tried to ensure that our findings were based on sound analysis of different facts and factors.

It should be noted that the emphasis of the mid-term evaluation in determining outcomes was on programme staff's and stakeholders' opinion on "value created" rather than on "attribution." The evaluation was too brief to scientifically attribute broad outcomes to the programme. Secondly, the evaluation was conducted in the spirit of Khulisa's approach of capacity building, which aims to acknowledge the client's achievements, provide continuous feedback to the client and where possible provide suggestions on how to strengthen or improve identified aspects of the programme.

1.7 Limitations of the Evaluation

The evaluation Terms of Reference provided broad guidance through an ambitious array of evaluation questions. The evaluators agreed with the evaluation commissioners to answer as many questions as possible given the evaluation's limited time and budget constraints.

2. BACKGROUND OF THE PROGRAMME AND ITS CONTEXT

The following sections are based on a literature review, official UN documents and documents and interviews from the programme. This section describes the programme's conceptual framework, context of intervention and other key elements.

2.1 Coop^{AFRICA} Frameworks and Operations

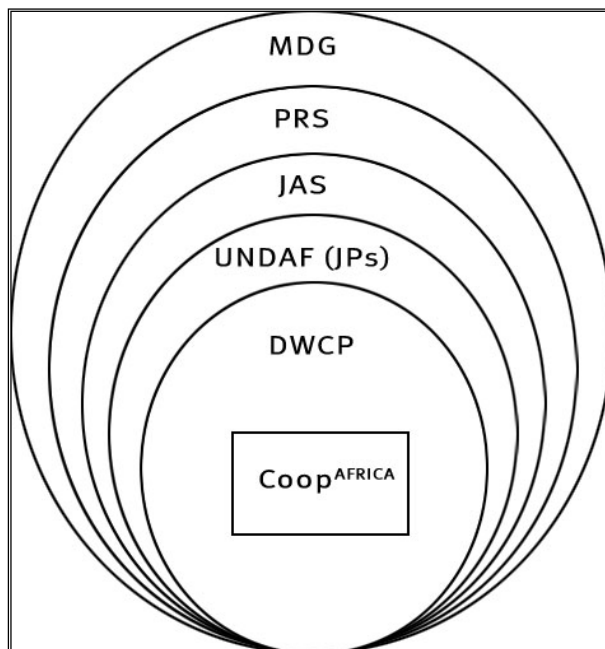
The project pursues the following overarching development objective²:

Contribution to the achievement of the Millennium Development Goals (in particular MDG 1) in Africa by promoting self-help initiatives, mutual assistance in local communities, and cross-border exchanges through the cooperative approach.

The programme aims to achieve these goals by integrating into existing development policy frameworks, namely national Poverty Reduction Strategy Papers (PRSP), Joint Assistance Strategies (JAS), United Nations Development Assistance Frameworks (UNDAF) and the ILO's own DWCPs (Figure 1).

Coop^{AFRICA} is also expected to align its operations to the current UN Reform framework, which operates in certain pilot countries with Joint Programmes (JPs) that bring together several UN agencies.

Figure 1. Hierarchy of development policy frameworks



Definition of poverty

Poverty is the condition of having insufficient resources or income. In its most extreme form, poverty is a lack of basic human needs, such as adequate and nutritious food, clothing, housing, clean water, and health services.

Hierarchy of development policy frameworks

The DWCPs are embedded in a hierarchy of national development frameworks, starting with the country's Poverty Reduction Strategy Paper (PRSP), followed by the Joint Assistance Strategy (JAS) of development partners in support of the PRSP and the United Nations Development Assistance Fund (UNDAF) as the UN contribution to the Joint Assistance Strategy. Thus the DWCP is the ILO's specific contribution to the UNDAF, the JAS and the PRSP, agreed upon in the framework of the United Nations Country Team and coordinated for greater impact and cost effectiveness with the contributions of other UN agencies (Coop^{AFRICA} project document, p. 16).

² Coop^{AFRICA} project document, p. 29

2.1.1 National Priorities and Policy Frameworks (PRSP, JAS and UNDAF)

Poverty Reduction Strategy Papers (PRSP) describe a country's macroeconomic, structural and social policies and programs to promote growth and reduce poverty, as well as associated external financing needs. PRSPs are prepared by governments through a participatory process involving civil society and development partners including the United Nations.

Joint Assistance Strategies (JAS) are national frameworks for managing development cooperation between the Government and Development Partners so as to achieve national development goals.

The United Nations Development Assistance Framework (UNDAF) is the “Business Plan” of UN Agencies active in each country.³ It represents an integrated response to national PRSPs and is the UN system's response to the JAS.

2.1.2 United Nations Reform (One UN)

In 2005, the UN Secretary-General appointed a high-level panel to investigate, and make recommendations on, improved UN system coherence. In its report of November 2006, the panel recommended the establishment of the “One UN” at country level, to be piloted in eight countries.⁴

The operations of the ILO as a UN organisation must therefore be embedded within the UN Reform framework in those pilot countries. Thus, the Coop^{AFRICA} Programme, which operates in certain UN reform pilot countries, notably Mozambique, Rwanda and Tanzania, is expected to integrate its work – to the extent possible – into ongoing and upcoming “One Programmes” of the UN reform.

United Nations Reform

The UN reform is based on four "ones" - one leader, one budget, one office and one programme. In this context, Agency-specific projects and programmes at country-level are encouraged to align themselves to the "one programme" whenever possible.

2.1.3 Decent Work Country Programme (DWCP)

The ILO has formulated, or is in the process of formulating, for each Member State a results-based Decent Work Country Programme (DWCP). The recognition that poverty reduction can be reached via the route of more and better jobs – Decent Work – is widespread. However, the working poor are concentrated in the informal economy, especially in rural areas. In fact, the Coop^{AFRICA} programme document indicates that in Africa “*informal work accounted for almost 80 per cent of non-agricultural employment, over 60 per cent of urban employment and over 90 per cent of new jobs over the past decades.*”⁵ According to the document, work in the informal economy cannot be termed “decent” compared to recognised, protected, secure, formal employment. Further, it should also be noted that women are disproportionately affected as a higher percentage of women than men work in the informal economy.

Coop^{AFRICA} and the DWCPs

Coop^{AFRICA} operates within the broader scope of the DFID ILO Partnership Framework Agreement (PFA). The programme is therefore expected to support the definition of the DWCPs in certain countries, as well as effectively contribute to implementation of the DWCPs in the countries in which the programme operates.

Cooperatives have the potential to contribute to a number of social and economic problems. They can, among others, provide rural employment, employment to women and youth, social protection as well as a voice and representation to the community's poor and marginalised people.

³ The Full One Programme, Tanzania, p. 2

⁴ Albania, Cape Verde, Mozambique, Pakistan, Rwanda, Tanzania, Uruguay and Vietnam

⁵ Coop^{AFRICA} project document, p. 5

2.1.4 Labour Standards

Coop^{AFRICA} directly contributes to the implementation of ILO labour standards, including the ILO Declaration of Fundamental Principles and Rights at Work and ILO Recommendation 193 (2002) on the Promotion of Cooperatives, among others.

2.2 Why Strengthen the Cooperative Movement?

2.2.1 Cooperatives: An African Tradition

Cooperatives have a long history in many African economies and represent some of the earliest self-organised efforts in local economic development, employment creation and employment protection.⁶ A study conducted by the ILO in 2006 suggested that for every one hundred Africans, seven are likely to belong to a cooperative or similar organisation.⁷ The research also indicated an upward trend, with most countries included in the study “having hundreds of new cooperatives registered every year.” This suggests that the cooperative movement is gaining momentum in Africa. This is despite an unfortunate historical failure of the movement in the last few decades due to over-regulation on the one end of the scale and over-liberalisation on the other.

Definition of a Cooperative

An autonomous association of persons united voluntarily to meet their common economic, social and cultural needs and aspirations through a jointly owned and democratically controlled enterprise.” (ICA Declaration and Recommendation 193.)

However, despite the upward trend in numbers of cooperatives, the reconstruction and maintenance of the cooperative movement’s structure presents a challenge. After all, the parties involved are “operating in an environment that is to a large extent culturally and institutionally influenced by past developments.”⁸ For example, the same 2006 study illustrated that functioning cooperative confederations were found to be present in only two of the nine countries (Tanzania and Uganda). It also found that confederations often struggle with recognition and legitimacy (by government as well as by affiliates), financial soundness and organisational stability. Further, some countries lack an effective mechanism for cooperative deregistration, which often leads to a high percentage of dormant cooperatives. And at all levels, from primary to apex organisations, the movement struggles with lack of capacity, insufficient support for education and training and under-capitalisation.

2.2.2 Social and Economic Empowerment

Substantial evidence exists suggesting that cooperatives have significant potential to lift people out of poverty.⁹ The cooperative movement which includes formal cooperatives and informal self-help groups has been found to be a strong mobilisation mechanism towards contributing to the well-being of the group. Cooperatives are built on self-reliance, community solidarity and local ownership; they provide the poor with an appropriate organisational framework that enables them to compete on the market and participate in civil society and make a significant contribution to employment creation and income support. Because cooperatives represent a substantial accumulation of physical and social capital, they are a useful and neglected network that could contribute to poverty reduction.

⁶ Coop^{AFRICA} project document, p. 7

⁷ *Cooperating out of poverty*, p. 45

⁸ *Idem*, p. 1

⁹ *Idem*, p. 75

Not only can cooperatives bring about economic change, they can be powerful vehicles of social inclusion and empowerment of their members. In particular, cooperatives can be a vehicle through which marginalised groups such as women can acquire a voice. For example, the values that cooperatives embody, such as equality and equity, solidarity, social responsibility and caring for others, put them in a unique position to promote gender equality.¹⁰ In addition, cooperatives can be effective mechanisms for targeted community outreach, in particular the prevention and impact mitigation of HIV/AIDS.

2.3 How has Coop^{AFRICA} Planned to Strengthen the Cooperative Movement?

2.3.1 Programme Design

Coop^{AFRICA} is a multi year programme that pursues the overarching goal of mobilising the cooperative self-help mechanism in order to improve the governance, efficiency and performance of cooperatives, so that they may strengthen their capacity to create jobs, access markets, generate income, reduce poverty, provide social protection and give people a voice in society.¹¹

It was conceived as a programme that will contribute to dealing with problems such as:

- The lack of decent work in the urban informal economy;
- Poor access to global regional and national markets for small producers (particularly farmers); and
- Insufficient social protection for vulnerable groups.

Coop^{AFRICA}'s approach

- Establishing an enabling legal and policy environment
- Providing support services through Centres of Competence
- Supporting cooperative ventures with a Challenge Fund
- Developing new tools and providing advocacy

The programme was designed to be a flexible, rapid intervention instrument that could be called upon by governments, cooperative movements and development partners to provide advisory services, technical assistance, training, tools and financial support for cooperative development. It was planned to develop from a small group of core countries, pilot new tools, and promote knowledge sharing. The perspective is that other donors and development partners – including cooperative movements – will be invited to join the programme rather than support a number of ad-hoc projects.

Coop^{AFRICA} aims to provide support and advice to international multi- and bi-lateral development partners working in Africa and is supplying services as well as encouraging demand from groups through a Challenge Fund approach.

Finally, it should also be emphasised that the scope of programme embraces the diversity in Africa where the definition of cooperative includes any group-based autonomous enterprise with open and voluntary membership and democratic governance.

2.3.2 Intervention Methodology: A Holistic Approach

Historical events have greatly weakened the ability of cooperatives to compete in the marketplace and contribute to reduction of poverty. In response, Coop^{AFRICA} has created a holistic, multi-faceted

¹⁰ Coop^{AFRICA} Gender Strategy, p. 2

¹¹ Coop^{AFRICA} Project Document

intervention in terms of developing products and providing assistance at all levels of the cooperative hierarchy:

- International and regional (macro) level: vertical linkages of international bodies and regional formations with governments and cooperative movements.
- Country (macro) level: horizontal linkages between cooperatives of different types or regions and vertical integration of cooperatives that increase the level of empowerment and generate greater economies of scale.
- Tertiary (meso) level: cooperative federations or apex organisations that provide cooperatives and their members with voice and representation, as well as with non-economic services (audits, training, consultancy, etc.)
- Secondary (meso) level: cooperative unions that carry out higher-level economic functions on behalf of primaries, with the objectives of moving up the value chain.
- Primary (micro) level: primary cooperatives or self-help groups.

It is anticipated that this multi-dimensional approach of strengthening the cooperative movement will have a trickle down effect that will enable community members of cooperatives to generate income that will lead to employment creation and hence reduction of poverty.

2.3.3 Expected Outcomes

The programme has three levels of expected outcomes as follows:

1. The capacity of local cooperatives to create jobs, generate income, reduce poverty, provide protection and give people a voice in civil society is significantly improved.
2. Local cooperatives have access to and make use of high quality organisational support and appropriate business development and monitoring services provided by vibrant and competent cooperative support structures.
3. The cooperative approach is effectively incorporated as a key element into national Poverty Reduction Strategies, Joint Assistance Strategies, United Nations Development Assistance Funds and Decent Work Country Programmes, as well as into regional and continental programmes and strategies.

2.3.4 Core Elements

The programme has been designed around four core elements and four thematic areas. This modular design is implemented across all three levels of cooperatives as well as at the government level thus enabling the programme to address the issues from all angles and to have a presence in all nine countries, even if it is with just one intervention.

The programme's elements are summarised as follows:

1. Establishment of an enabling policy and legal environment:

In many countries, the regulatory framework on cooperatives is too restrictive; in others, it is too weak. Further, some countries have not yet developed cooperative policies, laws and support institutions that are fully consistent with the universal principles of cooperation and the ILO Recommendation 193 on cooperative promotion. The Coop^{AFRICA} programme assists stakeholders in establishing a legal and policy environment conducive to the development of cooperatives. The programme's target for 2009 was to incorporate the cooperative approach into two PRSPs, five UN-assistance strategies and two regional or continental programmes. The programme also aimed

to have new policies and laws drafted in at least three counties. This presents the programme's macro level interventions.

2. Support to cooperative support structures:

Cooperative support structures include meso-level organisations such as cooperative unions, federations, apex organisations or cooperative colleges, as well as other institutions supporting the movement (NGOs, social partners, private firms, etc.) and the government. The programme assists several of these structures with direct financing from the Challenge Fund, with the perspective that they would become self-sufficient businesses, offering services on a cost recovery basis, in particular to those belonging to the cooperative movement. The programme aimed to strengthen two apex organisations and about fourteen cooperative support institutions by 2009¹².

3. Support to cooperative enterprises:

To provide direct support to primary or micro level cooperative enterprises, Coop^{AFRICA} set up the Challenge Fund, an open financing mechanism that allocates grants funding through a competitive process." The programme strengthens secondary organisations and registers them as Centres of Competence so that they become widely available as service providers for primary cooperatives. The programme set targets to have 80,000 cooperative members benefit from capacity building actions, increase the income level of primary cooperatives by 20% and to create 700 jobs.¹³

4. Advocacy and tools development:

The ILO publishes hundreds of project-specific cooperative management tools covering issues as diverse as promoting food security through cooperative cereal banks, protecting cultural heritage through indigenous peoples' cooperatives, and fighting HIV/AIDS through cooperatives. Coop^{AFRICA} aims to provide information and facilitate knowledge sharing as well as refine and develop tools for use by various members of the cooperative movement. No specific targets related to advocacy (and indeed, "advocacy" is difficult to measure quantitatively and tools development (e.g. number of tools developed) were mentioned in the logframe. However, all three levels of the movement (macro, meso and micro) can benefit from support in this area.

Thematic Elements:

The following four elements are important components of any poverty reduction strategy and, as such, are frequently highly prioritised on the Decent Work Agenda.

1. Employment and Income Generation

The programme aims to contribute to poverty reduction by assisting in employment and income generation. This involves directly creating jobs and increasing income levels of members of primary cooperatives, among other interventions. Efforts are focused in particular on women, youth and other marginalised groups.

2. HIV/AIDS:

HIV/AIDS has an enormous negative impact on production and savings thus directly increasing poverty levels. If cooperatives are able to mitigate the impact of HIV/AIDS, there will be a direct influence on growth of members' incomes. Coop^{AFRICA}'s services include training and capacity building as well as financial support from the Challenge Fund. No specific targets regarding HIV/AIDS are included in the logframe.

¹² Idem.

¹³ Logframe (June 2009)

3. Gender:

Promoting gender equality has been shown to be a powerful tool in poverty reduction¹⁴. Thus, the programme has developed a gender strategy to advance gender equality in and through the cooperative movement.

4. Child Labour:

Condemning and combating evil practices that undermine peace and development in the community – such as child labour – constitutes an important responsibility by cooperatives towards their community. The programme endeavours to create awareness in and via the cooperative movement about the detrimental effect of using child labour.

The programme does not have a staff member dedicated to child labour and instead partners with IPEC to conduct awareness programmes for cooperatives.

3. PROGRAMME PERFORMANCE AND IMPACT

This section presents Coop^{AFRICA}'s performance from its launch in October 2007 to date in terms of how it has attempted to contribute to the reduction of poverty in the macro, meso and micro spheres, and how it has attempted to integrate thematic issues into all levels of the programme. Performance is measured, where possible, using the targets provided in the PFA as benchmarks.

3.1 Macro Level Interventions

Good policies and laws that provide a conducive environment for cooperative development are essential for cooperatives to create jobs, generate income and reduce poverty¹⁵. In order to create an enabling environment in the macro sphere, Coop^{AFRICA} has tried to ensure that cooperatives are included in planning and policy documents of regional bodies, countries, the UN and the ILO¹⁶, as well as in the operations of the UN Joint Programmes and other ILO programmes. Further, the programme has provided technical assistance in the development of policies and legislation for some countries. Country-specific analyses were used to determine which products would be appropriate for each country. For example, policy and legislation support was emphasised in Zanzibar but not so much in Rwanda, as baseline research indicated that a national policy and a new law on cooperatives were already in place.

According to progress reports¹⁷, the programme has surpassed its goal of incorporating the cooperative approach into two PRSPs and has succeeded in supporting the definition or revision of policies and laws in a series of countries. The programme has also surpassed its target of incorporating cooperatives into two regional or continental programmes.

3.1.1 Regional Interventions

The cooperative approach features high on the agenda of several regional bodies, which indicate the emergence of a favourable environment for cooperatives. This can be seen, for instance, through the following achievements of the programme:

¹⁴ *Engendering Development: Through Gender Equality in Rights, Resources and Voice* (World Bank Publications), p. 10

¹⁵ The recent ILO Recommendations 193 is particularly clear on this, as are the 2001 United Nations Guidelines concerning the development of cooperatives and the 1995 International Cooperative Alliance Statement on Cooperative Identity.

¹⁶ See Section 2 for a full discussion of Coop^{AFRICA}'s operational framework

¹⁷ Progress reports are validated by Steering Committee members, among which are included representatives of the Cooperative movement: ICA, IOE, ITUC, COPAC, UKCC, ILO.

- East African Community: the Regional Decent Work Programme for the East African Community 2009 – 2015, to be validated by EAC member States, establishes the cooperative approach as one of the key strategies of achieving the regional priority of youth employment creation.
- Tokyo International Conference on African Development: the May 2008 Action Plan recognises the role of co-operatives in community development approaches and plans to expand the One Village One Product (OVOP) programme, an initiative in which Coop^{AFRICA} is actively engaged in a number of countries.
- ILO: the Outcomes of the Preparatory Meeting of Experts on the 1st African Decent Work Symposium have given recognition to the role that cooperatives can play in responding to the financial crisis in Africa.
- ILO: a high-level conference, to take place in October 2009, on “Social Economy: Africa’s Response to the Global Financial Crisis” was co-organised by Coop^{AFRICA} jointly with the ILO Regional Office, the ILO Pretoria Office, the Higher Institute of Labour Studies (HIVA) and the International Training Centre in Turin. This demonstrates the increasing attention of the ILO in Africa to the role of social economy organisations, largely represented by cooperatives.

3.1.2 National Interventions

Poverty Reduction Strategy Papers:

Coop^{AFRICA} provided technical assistance to Tanzania mainland and Zanzibar in reviewing their PRSPs. The programme also provided support on policy issues, particularly concerning the agriculture sector. In this case cooperatives were identified as key pillars of the “operational targets for promoting sustainable and broad-based growth,” which would foresee the scaled up participation of the informal sector and cooperatives. Coop^{AFRICA} has also taken part of the effort of the UN agencies to review some key areas of research which should lead to the design of the new PRSPs in 2010. The programme has therefore achieved its 2009 targets set out in the PFA.

UN Reform:

The Joint Programme workplans indicate a number of achievements with regards to Coop^{AFRICA}’s work within the framework of the UN reform. The cooperative approach has been recognised in the next round (July 2009 – June 2010) of the One UN JP in Rwanda, Tanzania and Mozambique, with additional funding to be mobilised through the One UN Fund for cooperative promotion and development.

In Mozambique:

- Coop^{AFRICA} (through its project funded by SIDA) is actively participating in the Joint Programme on “Mainstreaming HIV/AIDS in the world of work and in the civil society”, jointly with UNDP and UNAIDS.

In Rwanda:

- Coop^{AFRICA}, with other UN partners, has responded to a request of the Government of Rwanda to support the establishment of a cooperative education and training system in the country.
- The programme organised, with the Rwanda Cooperative Agency, a first stakeholders meeting in April 2009 to discuss the training needs in Rwanda, followed by the design of a feasibility study. The Terms of Reference have been drafted and the mission should take place in September and October 2009.

In Tanzania:



- Coop^{AFRICA} is strongly aligned in both 2008-2009 and 2009-2010 planning cycles with JP 1 (“Wealth Creation, Employment and Economic Empowerment”), JP 3 (“HIV/AIDS”) and JP 5 (“Capacity Building Support to Zanzibar”).
- Coop^{AFRICA} has created new partnerships with the Food and Agriculture Organisation (FAO) and the United Nations Industrial Development Organisation (UNIDO) and channelling DFID and SIDA funding into the Joint Programmes.
- As part of JP 1, a number of grassroots organisations have submitted proposals for the Challenge Fund; 41 projects are currently under review by a pool of experts from ILO, UNIDO and FAO.
- In Lindi and Mtwara regions, a Regional Advisory Group (RAG) comprised of both public and private organisations has been established to manage the process and inform the One UN initiative about local organisations that could be supported.

With joint projects in Mozambique and Rwanda as well as several in Tanzania, Coop^{AFRICA} has surpassed its target of five UN-assistance strategies.

Decent Work Country Programmes:

Coop^{AFRICA} is close to reaching its 2009 target¹⁸, which was to incorporate the cooperative approach into DWCPs in five countries. The programme has supported the definition of the new DWCP in four countries: Namibia, Malawi, Swaziland and Togo. Coop^{AFRICA} also participated in high level ILO missions and workshops to define the DWCP in Botswana, Comoros, Ethiopia and Madagascar. The role of cooperatives in contributing to poverty reduction and employment creation was specifically recognised in these countries’ draft DWCPs. In Ethiopia, the draft also detailed the role of cooperatives in fighting HIV/AIDS at the workplace, a DWCP priority for that country.

Country-specific Cooperative Policies and Laws:

The programme initiated a study on the Status of Cooperative Policy and Law in Africa, to provide a baseline in terms of regulatory framework on cooperatives. The first draft is expected on September 18, 2009. The draft has two major objectives: (i) to provide baseline data, and (ii) to contribute to influencing policy makers and provide a background document for the Ministerial Conference¹⁹ organised by the ICA in October 2009 in Nairobi. Coop^{AFRICA} will present papers on policy and law and the financial crisis.

Coop^{AFRICA} launched a process of technical assistance for the revision and development of cooperative policy and law at a regional workshop, held in Swaziland between the 23rd and 25th of June 2008. This workshop, which allowed participants to formulate actions plans for reform of the cooperative policy and legal environment, has proved to be a catalyst for cooperative development in 13 countries within the region. In addition, Coop^{AFRICA} financed the participation of cooperative policy makers in French-speaking countries in Africa in the training course of cooperative policy and legislation in ITC/Turin. Advances made in policy and law, which directly benefited from the programme interventions are outlined in the table below.

Table 1. Country-specific contributions to cooperative policy and law²⁰

Direct Support	
Country	Achievement
Comoros	The Government of Comoros has taken the first steps in formulating a cooperative development policy. The process of enacting a cooperative societies law will follow

¹⁸ Milestones laid out in the latest log frame (dated June 30, 2009)

¹⁹ Importance conference organised every 3-4 years by the ICA to discuss with Ministers and cooperative stakeholders the state of development of cooperatives in their countries.

²⁰ As reported in the Progress Report (2009)

	when the policy is in place.
Lesotho	The final draft of a new Policy for Financial Cooperatives whose formulation was supported by Coop ^{AFRICA} has been completed. Revision of the 1999 Cooperative Development Policy and the 2000 Cooperative Societies Act has been completed and first drafts produced for validation. Coop ^{AFRICA} provided technical support for this process.
Madagascar	A task force on cooperative policy and law comprising key cooperative stakeholders has been created and support has been sought from the programme. The programme provided technical support to a plan including terms of reference for the “Formulation of a National Policy on Cooperatives.”
Mozambique	In 2008, Coop ^{AFRICA} provided technical support to the network of civil society organisations in the country that were the driving force of the cooperative legal reform. Nine months later, the new Cooperative law (Lei Geral das Cooperativas) in Mozambique was adopted by the Parliament on 30 April 2009.
Swaziland	With the support of ILO/AGFUND, the 2000 Cooperative Development Policy, the 2003 Cooperative Societies Act and the 2005 Cooperative Regulations are being revised. Layperson’s Guides are being developed concurrently to complement these reforms.
Uganda	Coop ^{AFRICA} provided financial support to finalise the new Cooperative Development policy.
Zanzibar	Coop ^{AFRICA} directly supported the Government of Zanzibar in the formulation of the first cooperative development policy for the Isles. Stakeholders’ comments have been incorporated in the second draft currently being refined by Zanzibari authorities.

Indirect Support	
Country	Achievement
Ethiopia	Major decisions have been made at the highest level of Government to formulate a Federal Policy for Cooperative Development and replace the current Cooperative Proclamation to a Federal Cooperative Societies Act. Both initiatives are bound to have positive ramifications on cooperative development in the country. The Swaziland workshop has significantly influenced these decisions which had been stalled for years.
Kenya	A new Act of Parliament for Financial Cooperatives following a Bill formulated after the Coop ^{AFRICA} Sub-Regional Seminar on Cooperative Policy and Legislation will be passed, and will provide the necessary environment for development of streamlined, viable and sustainable financial cooperative movement.
Malawi	Steps have been undertaken to complete a revision of the cooperative policy and law initiated a few years ago.
Mauritius	Following high level discussion involving the government and the cooperative movement, agreement has been reached on formulating a cooperative development policy for Mauritius, as none previously existed.
South Sudan	Good progress has been made in implementing the Action Plan developed by the South Sudan delegate at the Policy and Law workshop held in Swaziland in 2008. A new Cooperative Development Policy and a Cooperative Societies Bill have been formulated and validated and are now awaiting final approval by Cabinet and the legislature.
Zambia	A new Cooperative Development Policy for Zambia has been formulated and submitted to Cabinet where it is awaiting approval. The process of revising the Cooperative Societies Act is underway. This work done so far has been partial implementation of the Action Plan for Zambia developed at the Swaziland workshop

With these achievements, the programme has surpassed its 2009 target of supporting the drafting of policies and laws in at least three countries.

3.2 Meso Level Interventions

3.2.1 Promoting Effective Coordinating Structures

Coop^{AFRICA} formed National Advisory Groups (NAG) in each country, which are composed of representatives from different organisations within the movement, as well as representatives from the ILO’s tripartite structure, i.e. Government (through responsible ministries and departments of the

movement.) Employers (through employer federations) and Employees (through trade unions). The NAG is a platform on which members debate the priorities and interests of the cooperative movement. The programme undertook initial capacity building among NAG members and country Focal Points. Several members of the NAGS, the apexes and other key stakeholders in the cooperative movement in 8 countries participate in management of the Challenge Fund and participate in workshops and training sessions conducted by the programme. The NAG is a temporary tool created by the programme that should be sustained until national apex organisations have built sufficient capacity to coordinate and federate their members. Further, the apex organisation members of the NAG are all considered to be potential Centres of Competence and are eligible to receive technical and financial assistance from the Challenge Fund.

The programme has also worked with trade unions, such as the Trade Union Congress of Tanzania (TUCTA), among others. In a joint regional workshop of the ITUC and ILO, it was highlighted that working conditions in Africa have been continuously deteriorating despite the efforts of trade unions. They concluded that trade unions should collaborate with cooperatives by strengthening and diversifying the services of cooperatives established by union members and potential members in the formal sector as well as by organising the workers in the informal economy. Coop^{AFRICA} helped prepare the project document for UNICOOP, a project devised on the basis of consultations held with union leaders in this workshop and inputs from the ITUC-Africa. The project document takes lessons learnt from an earlier ILO project, SYNDICOOP, which was implemented in four African countries taking a similar approach to organising workers in the informal economy through trade union-cooperative collaboration.

Other partnerships that the programme has endeavoured to establish include the partnership with the ILO's Microinsurance Innovation Facility to support the development of micro insurance schemes in cooperative structures and their members.

3.2.2 Providing Support Services through Centres of Competence

In February 2009, Coop^{AFRICA} called for qualifying cooperative support structures to apply to become "Centres of Competence" (COC). The programme is currently supporting the NAG in the process of evaluating and developing a catalogue of these COCs. Coop^{AFRICA} is thus envisaged as a technical support mechanism that brings together Centres of Competence and makes their expertise available to cooperative movements and organisations that need them.

The establishment of a network of COCs aims to:

1. Achieve vertical and horizontal integration within the cooperative movement
2. Provide specific, targeted support to primary cooperatives
3. Reinforce the institutional capacity and legitimacy of cooperative support structures
4. Promote and advocate for the cooperative business model in tackling development issues
5. Lead to the development of a cooperative business network that can be shared across Africa, for better visibility of the cooperative movement

The call for applications for Centres of Competence brought in 250 completed application forms from 78 countries, of which 142 were shortlisted.

Examples of funded Centres of Competence include: 'Cooperative Governance Project' associated with

Definition of Centre of Competence (COC)

A COC is a reliable, recognized and high quality business service provider that offers relevant services that strengthen cooperatives' identity as well as management and entrepreneurial capacities.

Kenya National Federation of Cooperatives and ‘Implementation of an Interconnection System in the Dunduliza SACCOS Network’ implemented by Dunduliza Company Ltd in Tanzania.

Further, Coop^{AFRICA} has worked with the UK Cooperative College to support the development of regional cooperative colleges. In 2008, the programme undertook assessments of individual colleges as well as an overall synthetic assessment of the situation of the cooperative colleges in the region. During the period covered by this report, the UK Cooperative College has also started developing some key technical provisions for the colleges namely:

- An Action Plan for strengthening college capacity
- A staff development strategy
- A resource mobilisation strategy
- A recruitment and marketing strategy
- An institutional framework.

In addition to the work done with UKCC, Coop^{AFRICA} has focused extra attention on certain colleges with technical assistance and financing from the Challenge Fund. These include:

- Ambo College, Ethiopia
- Moshi University College of Cooperative and Business Studies, Tanzania
- Cooperative College of Kenya

One interviewee expressed his gratitude for the assistance that Coop^{AFRICA} has provided: *“The linkages and partnerships we have formed thanks to the programme are invaluable. Coop^{AFRICA} has opened doors for us.”*

The goal is that Coop^{AFRICA}’s specific, targeted interventions among Centres of Competence will be multiplied as the COCs gain capacity and can therefore better provide support, training and technical assistance to primary cooperatives and their surrounding communities. This institutional capacity building can also enhance the leverage support institutions may develop towards their respective partners, as well as recognition for expanding funding opportunities. This will be even more significant when an organisation is officially recognised as a COC.

With the extensive support provided to cooperative colleges in all nine countries, as well as support provided to several other cooperative support institutions, that the programme has surpassed its 2009 target.²¹

3.2.3 Advocacy and Tools Development

Coop^{AFRICA} is currently partnering with several organisations, including the ICA, FAO and several cooperative colleges, to refine tools for use by the cooperative movement. One initiative, in particular, involves the revision of the Materials and Techniques for Cooperative Management Training (MATCOM) toolkit. As a follow-up to the MATCOM revision undertaken in 2008, the programme established a partnership involving ILO units (SEED, LED, Sector), the ILO International Training Centre (ITC) in Turin, as well as with external partners including ICA, the International Co-operative Agricultural Organisation (ICAO), Agriterria and Wageningen International. Selected MATCOM material will be developed and tested in the course of 2009-2010. Partnerships for the revision of MATCOM and other capacity building material for producer organisations have been further developed with Agricord and its member agency Agriterria, as well as with the University of Wageningen in the Netherlands. The International Federation of Agricultural Producers (IFAP) and FAO have also expressed interest in participating.

Further, Coop^{AFRICA} has worked with the German Cooperative and Raiffeisen Confederation (DGRV) to develop an operational guide for cooperative audits. A call for cooperative auditors to take part in

²¹ Logframe, p. 4

the writing of the guide has been launched. Further, project design guidelines have been drafted with ILO/ITC.

Tool development and piloting of the assessment of the capacity of Centres of Competence also took place. An organisational capacity assessment (OCA) instrument covering six areas was designed for this purpose and tested in Tanzania before being finalised for use across the programme countries.

See the table below for two examples of how tools development can contribute to the expected outcomes of the program.

Table 2. Tools Development – Contribution to Achievement of Outcomes

Outcome	Tool(s)
Cooperative support institutions have improved their capacity.	Management tools Improved training curricula
The governance, performance and efficiency of local cooperatives have significantly improved.	Management and accounting tools

3.2.4 Knowledge Development and Sharing:

As mentioned in Chapter 2 above, Coop^{AFRICA} has also published a number of publications, and facilitated knowledge sharing through an e-platform and mailing list. Since January 2008, the programme has undertaken a substantial amount of research and is finalising 20 working papers, 3 books, 5 training materials and tools, and 25 fact sheets, among others.

The results of this advocacy and information dissemination have been reportedly felt both directly and indirectly at all levels of the cooperative movement. Further, when the baseline studies were first undertaken, it was evident that there was a pervasive lack of data surrounding the cooperative movement as a whole. The efforts by Coop^{AFRICA} to conduct studies on the status of the movement as well as provide case studies that document innovative and effective approaches should be useful in as the movement continues to grow and strengthen in the future.

3.2.5 Monitoring and Evaluation (M&E)

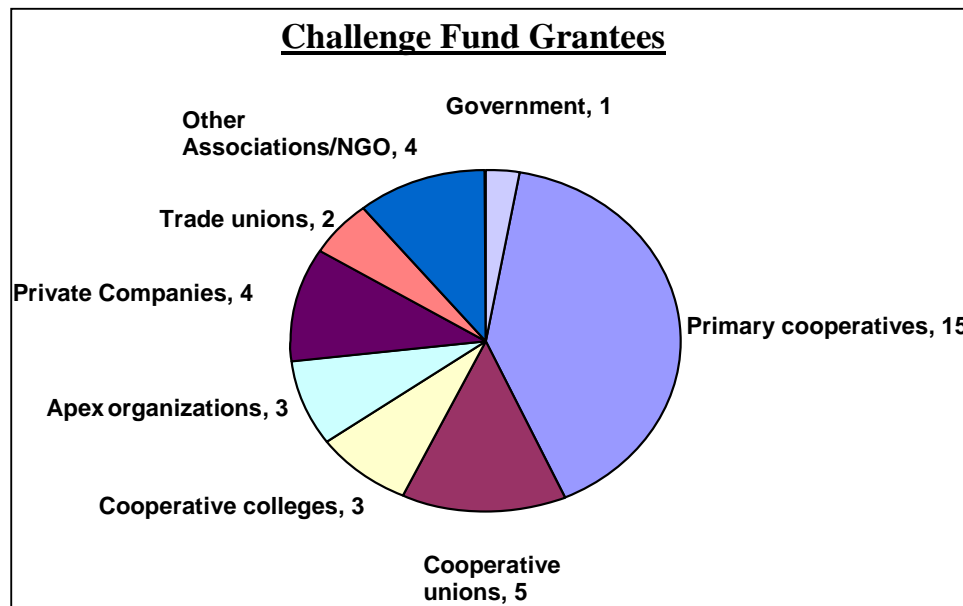
The process of defining the M&E system began in April 2008 with the baseline studies of each country. The M&E framework for the programme was established in August 2008, while implementation of monitoring activities began in June 2008. Revision of the indicators matrix took place between February 2009 and August 2009. Finally, a stakeholders workshop was held in August 2009 to fine tune and validate the system, in particular the set of targets.

3.3 Micro Level Interventions

3.3.1. Supporting Cooperative Ventures with a Challenge Fund

The Challenge Fund is a demand driven approach that invites innovative solutions to pressing issues in the community. To date, the Challenge Fund has made three calls for proposals. In the first call, 146 applications were received, in the second call, 135 applications were received, and in the third call, 126 proposals were received, totalling to 407 proposals in the first three rounds. Out of this number, 29 organisations were funded and 8 have been funded with the small grants procedure.

Chart 1. Challenge Fund Grantees (up until December 2008).



From the chart above, it is apparent that Coop^{AFRICA} has taken care to fund a diverse group of beneficiaries with a wide variety of projects in different sectors of the cooperative movement. The projects funded contribute to the programme's objectives and targets in a variety of ways. For example, some projects strengthen apex organisations and cooperative colleges while others might create employment by supporting local cooperatives.

Further, it appears that Challenge Fund grantees have been strategically chosen to directly contribute to the achievement of PFA targets, as well as align directly with country-specific DWCPs and MDGs. See the table below for two examples.

Table 3. Challenge Fund grantees' contribution to the achievement of PFA targets

Target	Challenge Fund Project
At least 4 national apex organisations and cooperative colleges strengthened	<p><u>Apex Organisations:</u></p> <ul style="list-style-type: none"> -Kenya National Federation of Cooperatives -Uganda Cooperative Alliance -Kenya Union of Savings and Credit Cooperative Societies <p><u>Cooperative Colleges</u></p> <ul style="list-style-type: none"> -Ambo Cooperative College -Cooperative College of Kenya -Moshi University
In 2 countries, the national cooperative movement's visibility is increased in policy dialogue, media and through partnership with UN agencies	<ul style="list-style-type: none"> -Kenya Rural Savings and Credit Cooperative Union ("Ushirika FM Radio Station") -Kenya Marine and Fisheries Research Institute ("Enhanced Fish Market Information") -Kachumbala Area Cooperative Enterprise ("Internet-based Cooperative Marketing Information") -Kenya National Federation of Cooperatives ("Cooperative Governance")

Thus, the Challenge Fund has provided the programme with a mechanism of directly responding, at the micro level, to country priorities. Also, with the help of the Challenge Fund, the programme has either achieved or surpassed its targets with regards to employment creation and consolidation and number of cooperatives benefited from the intervention, and will likely reach its target of number of jobs created.

3.4 Thematic Issues

3.4.1 HIV/AIDS:

The programme's HIV/AIDS initiative is delivered primarily through its partnership with ILO/AIDS, notably through the SIDA project on cooperatives and HIV/AIDS, and is assisted by five national coordinators in Benin, Cameroon, Ethiopia, Mozambique and Tanzania. A Coop^{AFRICA} representative sits on the Steering Committee of SIDA to provide guidance in addressing HIV/AIDS in these countries.

At the macro level, a policy on HIV/AIDS developed by the Tanzania Federation of Cooperatives was adopted by their General Assembly in April 2009.

At the meso level, national organisations, federations, unions, colleges, trade unions, and employers have received training to support grassroots members in planning and implementing HIV/AIDS programmes. As a result, cooperative stakeholders are strongly engaged in interventions to address HIV/AIDS issues. Coop^{AFRICA} has implemented several country-specific HIV/AIDS interventions in Benin, Cameroon, Ethiopia, Mozambique and Tanzania.

In addition the programme has supported several HIV/AIDS initiatives with the Challenge Fund, as follows:

In Ethiopia:

- The Ambo Cooperative College started a feasibility study to eventually establish the first health cooperative in Ethiopia, which will include services related to HIV/AIDS prevention and treatment.

In Kenya:

- The Kenya Cooperative College is promoting HIV/AIDS mainstreaming within the movement through capacity building of representative bodies, district cooperative officers and selected cooperative organisations.

In Mozambique:

- Under a Joint Programme, fifty small businesses and cooperatives were assisted on developing and promoting programmes on HIV/AIDS.

In Uganda:

- Coop^{AFRICA} supported the Wowoya Savings and Credit Cooperative Society (SACCO) in its programme for People Living with HIV/AIDS and commercially sexually exploited young women through opening opportunities for them in poultry farming.

In this way, the programme tackles HIV/AIDS issues at two levels: (i) prevention and access to care through cooperatives and (ii) impact mitigation by increasing employment opportunities and improving income. The programme's achievements in HIV/AIDS also illustrate the leverage effect that Coop^{AFRICA} is capable of producing as it mobilises and extends its outreach in several countries.

3.4.2 Gender

Coop^{AFRICA} has enhanced gender capacity in partner institutions, encouraged the participation of women in policy making and, in certain cases, mobilised resources to directly support women's groups or women-majority cooperatives.

Coop^{AFRICA} has carried out a number of actions in the area of Policy and Law with regards to gender, as follows:



- Provided expert review of Zanzibar's Cooperative Development policy to ensure gender sensitivity
- Promoted gender equality in policy dialogue

Gender capacity within partner institutions has been enhanced in the following ways:

- Mobilised funding of gender-specific interventions, such as the AGFUND-funded project on women's cooperative enterprise development in Swaziland or Challenge Fund projects which target women.
- Partnered with organisations and projects with a gender focus, e.g. creating linkages between Coop^{AFRICA} and the ILO's WEDGE project.
- Provided a gender-revision of Indicator Framework and M&E Guidelines
- Revised Challenge Fund materials to make gender a clear focus and criteria of selection in time for the August Call for Proposals, and requested that that gender equality issues be considered and that sex-disaggregated data be provided by institutions involved in Challenge Fund implementation.
- Strengthened the NAG's capacity on gender mainstreaming through training and tools.

In addition, the programme has planned to do the following:

- Provide gender assessments (e.g. ILO Gender Audits) for policy institutions
- Access to guidelines for gender-responsive policy formulation
- Support the formulation of gender action plans and strategies in policy institutions
- Encourage NAGs to draft a gender strategy/action plan.
- Request that Coop^{AFRICA} Focal Points include gender in their Action Plans.

According to the latest progress report, a sample of Challenge Fund grantees showed that approximately 46% of members supported (among the grantees) were women. Though it is difficult to measure the impact of gender mainstreaming in the movement as a whole, the data from the grantees suggests that the programme has made a substantial effort to achieve its targets.

3.4.3 Child Labour

The project also collaborates with the International Programme on the Elimination of Child Labour (IPEC) which in several African countries uses cooperative structures to raise awareness about the danger of hazardous child labour in rural occupations.

Coop^{AFRICA} has conducted workshops and awareness sessions on child labour in partnership with IPEC, following from which participants drew up action plans. Child Labour interventions were achieved within several countries. Greater awareness within cooperative members and support structures about child labour was achieved in 4 national federations (Kenya, Tanzania, Uganda and Zambia). Other country-specific interventions include the following:

In Kenya:

- Collaboration is underway with the ILO/IPEC-TACKLE programme to set up an action plan that aims to address child labour through the One Village One Product (OVOP) project.

In Tanzania:

- Coop^{AFRICA} has collaborated with IPEC on two occasions: one was for a regional workshop (participants from Tanzania and outside Tanzania) last May. The other was for a training session on child labour for national cooperative leaders, the reaction of which was very positive. IPEC and Coop^{AFRICA} had drafted a project to be implemented between the two programmes but due to strict allocation requirements for funding, the project was not brought to fruition.
- The recent publication titled "Cooperating out of Child Labour," to which Coop^{AFRICA} contributed, and a forthcoming working paper illustrating the working paper on Child Labour

and Cooperatives in a tobacco growing sector of Tanzania will increase awareness on child labour among cooperative stakeholders.

In Uganda:

- Coop^{AFRICA} supported the design of the recently approved Time-bound ILO/IPEC programme, which seeks to obtain areas free from child labour in three pilot districts.

4. IMPACT: SITE VISITS

This section provides anecdotal evidence of the positive impact the Coop^{AFRICA} programme has had so far on primary and secondary cooperatives.

4.1 Tanzania

Khulisa's first site visit was to Dunduliza, an organisation that connects Savings and Credit Cooperative Societies (SACCO) through a network and employs people on their behalf. With a staff of only 12 and word-of-mouth marketing, they have managed to acquire about 72,000 members under their umbrella network.

In June, the organisation submitted a proposal for Coop^{AFRICA}'s Challenge Fund. They proposed to build a system that interconnected various SACCOs in a network. Upon winning the grant, they received regular advice and assistance from Coop^{AFRICA} on how to better implement the project. At the time of writing they had received \$15,806 and are awaiting their second instalment. In the future, with the assistance of Coop^{AFRICA}, Dunduliza hopes to become a microfinance company, with official approval from the Bank of Tanzania.

Dunduliza has reported that the SACCOs in their network are doing well so far, and have benefited from this initiative. They have observed that membership in the SACCOs has increased and accuracy in their work has improved. Their data provides evidence of an increase in not only membership, but also savings and loans disbursed.

Did Dunduliza's efforts actually improve any primary cooperatives? One site visit indicated that it did. We visited WAT SACCOs, a primary cooperative just down the road. There, the manager said, *"Dunduliza provided technical services, which included the installation of internet, just a few months ago. It has cut costs and saved an extraordinary amount of time. Our members communicate with us directly now. We are now more efficient, so as a manager I have more time to attract, and provide better services to, customers."*

Dunduliza's impact can be explained more generally: when people's confidence increases, so does their potential to do business, and hence generate income for themselves and their families. Currently, only seven per cent of Tanzanians have savings accounts and access to financial services. Dunduliza is helping to increase this number, by providing support to SACCOs deep in villages and rural areas, and not just urban areas.

4.2 Ethiopia

"Without Coop^{AFRICA}'s help, we would be invisible." Our first impression, however, as we turned into the driveway of Ambo Cooperative College, was that it was anything but invisible. Though the power was out, the energy level was high as students went in and out of classrooms or stayed outside to read, mingle or study.

Ambo offers undergraduate and postgraduate study in cooperatives, as well as short-term training and a continuing education programme for adult education. More than one thousand students attend for

the degree programme alone. The College also provides consultancy services for cooperative societies whenever they request them – for no charge.

Coop^{AFRICA} has contributed to the College's development in several ways. First, with the linkages that Coop^{AFRICA} helped provide, the college was given the opportunity to learn from other, more established organisations, such as the Kenya Cooperative College. At Ambo, they were appreciative, saying: *"The experience sharing that Coop^{AFRICA} has facilitated for us – you can't quantify that. But it's invaluable."* Further, the lessons learned from these experiences can be passed on to others. Ambo, in turn, will be conducting a training – and experience sharing – for Naheri Technical College in September.

The Challenge Fund has provided them with funds for a feasibility study for health care cooperatives. With the first instalment they created awareness about health care cooperatives, which had not been popular in Ethiopia. So far, they have conducted a workshop with participants including donors, NGOs and stakeholders involved in health care services (hospitals, clinics, etc.) and then conducted a pilot study that would help them refine their tools and questionnaires. Their final assessment will take place at the end of September.

The staff seemed to recognise that gender would be an important variable in any health study, and especially important when dealing with HIV/AIDS initiatives. *"We have four female instructors [representing 25% of the staff] and are really trying to reach out to more women,"* they said.

Ambo was the only Challenge Fund grantee in Ethiopia, as the country has its own specific challenges. In a country where 81 dialects are spoken, finding proposal writers competent in English can be a challenge. At Ambo, they indicated that Coop^{AFRICA} will soon provide a consultant to assist with the language barrier. In the future they envision that Ethiopia will have more winning proposals, though it will not be easy.

How will Ambo contribute to cooperative development in Ethiopia? They said: *"We have requested to become a Centre of Competence so that we can assist other cooperatives the way we, ourselves, were assisted."*

4.3 Kenya

Research has indicated time and again that directing attention and resources to cross-cutting issues (such as HIV/AIDS and gender) can have an enormous impact on poverty reduction. The Cooperative College of Kenya has instituted an AIDS Control Unit and launched an HIV/AIDS policy to provide a framework for HIV/AIDS mainstreaming.

The College submitted a proposal for the Challenge Fund to mainstream HIV/AIDS issues into the cooperative movement as a whole. The first thing they did upon receiving the grant was produce a training manual on HIV/AIDS, so that readers would be empowered to train others, develop their own HIV/AIDS policies and implement them. The HIV/AIDS programme executive officer explained that if the organisations themselves create, fund and implement their own HIV/AIDS policies, they will be more likely to sustain them.

The College is currently in the process of identifying four primary cooperatives in four different areas in Kenya. The College will sensitise them, encourage entrepreneurial skills and empower them to implement HIV/AIDS impact mitigation. Indeed, the College has already noticed a positive change, as more and more people are becoming aware of HIV/AIDS and the enormous negative impact it can have on their communities, and are learning how to deal with it.

This site visit illustrates how the cooperative approach can be an effective venue for addressing cross-cutting issues such as HIV/AIDS. This is especially important in the informal economy and rural areas where people are generally not targeted by formal HIV/AIDS prevention or impact mitigation programmes.

5. PROGRAMME ASSESSMENT

This section aims to assess the programme's performance based on its relevance, strategic fit and sustainability.

5.1 Relevance and Strategic Fit of the Programme

The relevance and strategic fit of the programme is assessed by reviewing the cause and effect relationships using the four quadrants of the balanced score card and mapping each outcome to its most probable intervention. It can be concluded that there is alignment in strategies within the four programmes. One area that seems to be missing at this stage of the evaluation is the stakeholder strategy for establishing an enabling legal and policy environment.

5.1.1 Cause and Effect Relationships of the Programme to the Outcomes

The Coop^{AFRICA} Programme is implemented to contribute to poverty reduction through the strengthening of the cooperative movement. The cooperative movement consists of 3 levels as follows:

- Macro or National and International level: (Governments and International Bodies)
- Meso or Tertiary and Secondary levels : (Apex organisations and Secondary level cooperatives, such as Cooperative Unions)
- Micro or Primary level organisations: (Cooperatives and Self-help organisations.)

The **macro** outcome of “*effectively incorporating the cooperative approach as a key element into national policies, PRSPs, JAS, UNDAFs and DWCPs*” is linked to the following programming inputs:

- establishing an enabling legal and policy environment
- implementing and popularising national cooperative development policies and strategies.
- promoting effective coordinating structures

The **meso** outcomes which relate to “*local cooperatives having access to and making use of high quality organisational support and appropriate business development and monitoring services, as well as the improvement of their governance, performance and efficiency*” are strategically linked to the stakeholder and human resources perspectives of:

- establishing effective horizontal cooperative networks and vertical cooperative structures;
- providing networking, partnerships, study tours and advisory services
- strengthening the capacity of tertiary and secondary organisations.
- facilitating exchange programmes
- establishing centres of competence
- creating a knowledge management framework

The **micro** outcomes that relate to “*improving the capacity of local cooperatives to create jobs, generate income, reduce poverty, provide protection and giving people a voice in civil society*” are linked to the stakeholder, human resources and programming perspective namely:

- providing networking and study tours;
- strengthening capacity of tertiary and secondary organisations;
- building the capacity of primary level organisations.
- establishing a challenge fund for cooperative ventures

The relevance and strategic fit of the programme is therefore illustrated by the links from the Balanced Score Card to the three levels of the cooperative movement, which directly links to the desired outcomes of the programme.

5.2 Performance Drivers (Efficiency) of the Programme

The efficiency of the programme is assessed through reviewing the performance measures of the programme. Outcome measures without performance drivers would be futile as they do not show how the outcomes are to be achieved. They also do not provide an early indication about whether the strategy is being implemented successfully. The tables below summarise the programme's performance drivers.

Table 4. Performance Drivers of Outcome 1

Strategic Outcome Measure (Lag Indicator)	Performance Driver (Lead Indicator(s))
<p>Overall Outcome 1 The cooperative approach is effectively incorporated as a key element into national policies, Poverty Reduction Strategies, Joint Assistance Strategies, UNDAFS and Decent Work Country Programmes, as well as into regional and continental programmes and strategies.</p>	<ol style="list-style-type: none"> 1. Number of references made to cooperative strategies in poverty reduction strategies in 10 participating countries, in UN-assistance strategies and DWCP, and in policies of regional and continental organisations. 2. Number of Member States supported towards the modernisation of cooperative policies and laws at the national level, where necessary. 3. Quality of references and approaches described in above policies and strategies
<p>Specific Outcome 1 National and sector- based cooperative apex organisations have acquired greater technical capacity and political influence, and relevant national, regional/ continental bodies move towards cooperative-friendly policies.</p>	<ol style="list-style-type: none"> 1. Number of national and sector-based apex organisations that participated in programme activities, and have been strengthened (organisationally and institutionally) by the programme intervention 2. Influence of national and sector-based apex organisations on national and donor-oriented policies 3. Inclusion of cooperative-friendly policies in regional economic committee's, AU, and Pan-African cooperative structures

The performance driver indicators are sufficient to lead to the lag (outcome) indicators. However, the concern is that incorporating the cooperative approach into country strategic documents does not equate to their implementation. A monitoring and evaluation indicator needs to be added to monitor the implementation of cooperative policies and strategies as laid out in strategic planning documents of countries in order to increase the efficiency of the performance drivers for outcome 1.

Table 5. Performance drivers of Outcome 2

Strategic Outcome Measure (Lag Indicator)	Performance Driver (Lead Indicator(s))
<p>Overall Outcome 2 Local cooperatives have access to and make use of high quality organizational support and appropriate business development and monitoring services provided by vibrant and competent cooperative support structures.</p>	<ol style="list-style-type: none"> 1. Demand for and access to support services amongst local cooperatives targeted in 9 African countries. 2. The extent to which the services provided are of high quality and meet the needs of the local cooperatives targeted in 9 African countries.
<p>Specific Outcome 2 Cooperative support institutions have improved their capacity to support individual and networks of local cooperatives.</p>	<ol style="list-style-type: none"> 1. Number of cooperative support institutions (CSI) that participated in programme activities and have been strengthened in one or more of the 4 dimensions of organisational capacity: organisational, networking, developmental, and/or adaptive capacity. 2. Horizontal and vertical networks/structures created or consolidated in at least 9 countries.

The performance drivers seem supportive of the outcome indicators. One concern is the absence of performance drivers for reaching local cooperatives, especially in rural areas. The programme should ensure that horizontal and vertical network structures reach informal self-help groups in rural areas.

Table 6. Performance drivers of Outcome 3

Strategic Outcome Measure (Lag Indicator)	Performance Driver (Lead Indicator(s))
<p>Overall Outcome 3 The capacity of local cooperatives to create jobs, generate income, reduce poverty, provide protection and give people a voice in civil society is significantly improved.</p>	<ol style="list-style-type: none"> 1. Number of cooperative members benefiting from capacity building actions (training, coaching, advice, exchange visits), organised by primary cooperatives, supported by the programme intervention. 2. Increase of developmental capacity through higher financial and social returns for members of primary cooperatives, benefiting from the programme intervention. 3. Income level of members of primary cooperatives 4. Number of jobs created by the programme 5. Number of (self)-employment opportunities consolidated and made more productive 6. Extent to which cooperatives can play a role as social change agents, with regards to <i>gender</i> (number and role of women at various levels in cooperative structures); <i>youth</i> (participation level); <i>child labour</i> (in primary cooperatives in South and consumer cooperatives in the North); <i>HIV-AIDS</i> (number of HIV/AIDS awareness activities); <i>unprotected workers</i> (rural producers, informal economy operators), and <i>vulnerable groups</i> (former soldiers, rebels and displaced people).
<p>Specific Outcome 3 The governance, performance and efficiency of local cooperatives significantly improved.</p>	<ol style="list-style-type: none"> 1. Number of primary cooperatives supported to improve their business plans, supply and marketing strategies, organisational set-up, HRD policies, vertical and horizontal linkages, by-laws and management and accounting systems and tools. 2. Increase of adaptive capacity of primary cooperatives in 10 countries, witnessed by number of new types of cooperatives; and by number of cooperative members associating with the reform of cooperatives and the formulation of policies and laws

The performance drivers for outcome 3 are supportive of the indicators, thereby providing efficiency in the strategies for this particular outcome.

5.3 Programme's Financial Perspective

The programme's financial strategy is three-fold. It includes attracting donor funding into the movement, which, it achieved in the short implementation period, by attracting funding for the support of HIV/AIDS, Gender, Monitoring and Evaluation (M&E) activities. This funding was relevant as it is linked to the programming strategy of establishing HIV/AIDS, Gender and M&E frameworks. The second financial strategy was to work with existing ILO programmes such as IPEC, which is in line with the way that the ILO operates, enabling minimising of costs and maximising of synergies with other ILO programmes. Finally, the third financial strategy is the allocation of funds for the Challenge Fund, which provides the cooperative movement with the opportunity for innovation and capacity building. The programme undertakes careful analyses of applications, including exploratory consultant visits before disbursing grants to successful applicants.

USD 9.63 million has been authorised for the Coop^{AFRICA} project. The biggest share of the funding approximately USD 5.4 million is allocated to the Challenge Fund and is channelled directly into the movement. The rest of the funding is utilised for salaries, administration and other interventions.

The programme is currently in its growth stage as this is the first stage of implementation since inception. Much of its finance is therefore naturally expected to be committed to resources that are able to develop and enhance the cooperative movement. The programme has so far invested in products and systems as follows:

1. Financial:
 - a. Increasing finances through attracting other donors to the initiative
 - b. Increasing the capacity of secondary and apex organisations to provide support to primary cooperatives

- c. Increasing the revenue making ability of primary cooperatives by supporting their innovative ventures and building their capacity through the Challenge Fund.
2. Stakeholders
 - a. Developing and strengthening networks and partnerships
 - b. Raising awareness and providing capacity building workshops
 3. Human Resources, Learning and Growth:
 - a. Employing core staff in the Dar es Salaam and Geneva Offices
 - b. Engaging Focal Points as coordinators of the programme mainly from apex organisations in each of the nine countries
 - c. Creating National Advisory Groups (NAG) in each of the nine countries
 - d. Instituting a Steering Committee for the initiative from carefully selected representatives of organisations that have direct interest in the cooperative movement and its success
 - e. Strengthening Cooperative Colleges
 - f. Publishing literature for the cooperative movement
 - g. Reviewing cooperative management training tools
 4. Programming and Internal Processes:
 - a. Implementing the Challenge Fund to strengthen individual cooperatives and cooperative support structures
 - b. Implementing the Legal and Policy review to develop enabling environment for the cooperative movement
 - c. Developing a comprehensive Monitoring and Evaluation system for the cooperative movement
 - d. Developing a gender strategy for the cooperative movement
 - e. Developing an HIV/AIDS strategy for the cooperative movement
 - f. Contributing to issues of Child Labour within the cooperative movement
 - g. Contributing to the One UN pilot programmes through the cooperative movement
 - h. Contributing to Decent Work Country Programmes through the cooperative movement

From implementation to date, the programme has utilised allocated finances at this growth stage of the initiative to achieve:

1. Growth in funding attracted for strengthening the cooperative movement.
2. Growth in reach and distribution channels within the cooperative movement.
3. Growth in products and services for strengthening the cooperative movement
4. Growth in management systems for the cooperative movement
5. Growth in learning and knowledge management materials for the cooperative movement.
6. Growth in Human Resource capabilities for the cooperative movement.

The review of the programme in sections 3 and 4 prove that indeed the programme has managed to achieve and in most cases surpass planned targets in all the above six areas and is therefore performing very well in terms of its financial strategy.

One area that may require additional focus is the area of “risk management.” One of the programme’s objectives in strengthening the cooperative movement is to enhance the revenue making abilities of primary cooperatives, which will enable them to compete with other businesses and improve income for their members. This means that risks that affect businesses would also affect the primary cooperatives and these risks therefore need to be anticipated and mitigations prepared. An example is how the movement organises itself to mitigate external factors such as the global financial crisis or emergencies such as floods and crop failure. During one of our interviews we were informed that some NAGs include such issues in their topical discussions agenda.

5.4 Programme’s Stakeholder Perspective

5.4.1 Donors and Partnership Strategy

The first stakeholders of the programme are the main and secondary donors. The main donors (DFID) provided the initial capital for the initiative, which the programme has competently utilised to not only implement planned interventions using impressive strategies and management structures but has also attracted increased donors into supporting the initiative. Coop^{AFRICA}’s strategy of adopting the partnership approach to implement the programme is both commendable and potentially sustainable especially once donors including governments start to buy into the initiative of supporting the cooperative movement as an effective means of alleviating poverty.

The programme has managed to mobilise funds to incorporate other interventions that were not planned for at the inception stage of the programme. In August 2009, Coop^{AFRICA} had mobilised close to USD 3 million from various other donors (SIDA, AGFUND, Government of Finland, One UN Fund, Raiffensen Foundation / CERA Bank in Belgium, and DGRV) and around USD 405,000 from the cooperative movement and support structures²². As a result, gender mainstreaming, HIV/AIDS and child labour initiatives – all prioritised in DWCPs – were effectively incorporated into the programme. The cooperative colleges have also been extensively targeted because of their role as capacity builders in the movement. We therefore conclude that the programme has effectively used its initial donor funding to leverage and mobilise resources for the cooperative movement within a very short time, and given time and additional resources has the potential to contribute to the reawakening of the cooperative and self-help movement in Africa and by so doing contribute to poverty alleviation.

5.4.2 Macro Level Stakeholder Strategy

Stakeholders at the macro level include government departments, national bodies and regional and continental associations. The programme has worked with the East African Community, various governments such as Zanzibar, Tanzania and Rwanda in policy development. The programme from research conducted, recognises the vital role that governments and regional associations play in creating an enabling environment for cooperative types of businesses to first of all mobilise, survive and then grow. Due to cooperatives being member owned and driven by cooperative principles as opposed to just profit principles, these types of businesses require legislation and policies that will enable them to compete in the market place. The programme endeavours to create a balance between state control/enabling and collective entrepreneurship as well as assist in instituting sustainability of the movement’s strategies.

²² Resources are mobilized mainly from donors (as expected) and also from the cooperative movement. Resource mobilized from cooperatives/grantees represents between 10% to 20% of all Challenge Fund projects (55 up to August 2009). A total of USD 2.7 million had been granted which leads to a rough estimate of USD 405.000 (15% from the grantees).

One of the challenges in working with governments and regional associations is that by nature governments tend to be bureaucratic and hence timing of interventions is crucial. The one area that the programme uses to enter into the policy environment is during each country's Poverty Reduction Strategy Paper (PRSP) review process, as this is usually an interactive process with a number of role players involved. Our conclusion is that the programme requires more time to be able to enter into different countries policy environments as these countries review and revise their PRSPs.

5.4.3 Meso Level Stakeholder Strategy

Stakeholders at the meso level include apex organisations and secondary level or union of cooperatives. The programme has provided partnership opportunities, networking, study tours and advisory services through various interventions that include organising workshops and information sessions, funding of innovations and training through the challenge fund. These stakeholder interventions are strategically aimed at improving the capability of secondary and apex organisations to better support primary cooperatives.

Further, the programme has established effective horizontal cooperative networks and vertical cooperative structures or combinations of both in different countries. The NAGs are an example of this intervention. The creation of the NAG is strategic in the sense that NAG members are not part of Coop^{AFRICA}; rather, they are high-level stakeholders in the cooperative movement of their respective countries. In this way, the programme assists them in taking ownership of the initiatives and responding to their countries' needs, rather than the programme providing the services directly.

Finally, the programme is managing the Challenge Fund to strengthen capacity of tertiary and secondary organisations. As illustrated in Chapters 3 and 4, the Challenge Fund has so far been disbursed to a wide variety of organisations in various sectors. Grants are allocated only to organisations with the potential to contribute to the cooperative movement's objectives, whether it is by building capacity in cooperative support institutions (which will then improve their services to primary cooperatives) or by implementing HIV/AIDS impact mitigation initiatives, among others. In this sense, the Challenge Fund is strategically relevant to the success of the programme.

Meso level stakeholders are reached through focal points as well as calls for applications to the challenge fund and calls for registration as centres of competence. Meso stakeholders are easily reached through these mechanisms and the programme has therefore made considerable reach into attracting them to the initiative.

5.4.4 Micro Level Stakeholder Strategy

Micro level Stakeholders are the most crucial stakeholders in the goal of alleviating poverty through increasing revenues of primary cooperatives. Coop^{AFRICA}'s strategy for this stakeholder group is twofold: first, the programme provides micro stakeholders access to secondary and tertiary level organisations, and second, the programme builds the capacity of primary cooperatives. Interventions include the Challenge Fund, establishment of internet-based knowledge sharing platform as well as the production of advocacy material. The programme conducted in-depth research to identify the needs of cooperatives and have published a book that can be used by all stakeholders who are keen to support the cooperative movement. Other interventions for micro level stakeholders include the development of gender and HIV/AIDS strategies as well as a monitoring and evaluation framework for the movement. These can be applied directly by primary cooperative or through meso level stakeholders whose assistance can be obtained via the challenge fund for training and capacity building.

The programme does not attempt to reach micro level stakeholders directly but does so through the movement. This strategy is deliberate to create an environment of micro organisations working with secondary organisations and contributing financially to these secondary organisations that in turn will be able to reach even more primary cooperatives. This interconnectivity is bound to create the

potential of meso level cooperatives reaching a substantial number of primary level cooperatives with support to improve the competitiveness of these primary cooperatives and self-help groups.

The main concern with the micro level activities is how to reach a significant number of primary cooperatives and self-help group. The strategy is to utilise the meso level to reach cooperatives, but a significant gap still remains when it comes to reaching self-help groups as they are not as organised as cooperatives.

5.5 Human Resources Strategy and Learning Perspective

The programme has a very impressive human resources strategy that utilises several ways of leveraging human resources. First, the programme was initially allocated 3.5 technical staff. The programme thereafter applied for donor funding for two more staff members. For example, gender mainstreaming was not included in the original project document, but the programme mobilised extra funding to include it. It is now driven by a full-time staff member, funded by the Government of Finland, who, due to staff constraints, spends only 30% of her time on gender mainstreaming. It should be noted that even with the contributions of other technical specialists within the team and the outsourcing of some of the work to external gender specialists, limited staff time for this area remains a constraint.

The Steering Committee that consists of representatives of organisations within the cooperative movements also assists in raising donor funding as well as approving programme reports and new strategies. Second, the programme uses Focal Points for country coordination of activities of both the programme and the movement. Focal points are normally employees of apex organisations whose programme functions are aligned to their day to day functions of acting as coordinators of the movement. Third, the programme uses consultants, especially for M&E activities such as drawing up of baseline studies and for evaluating proposals and reports from Challenge Fund grantees. Fourth, the programme has set up a National Advisory Group (NAG) of stakeholders in each country, whose members are drawn from the movement. Finally the programme incorporates the ILO tripod of workers, government and employers in its structure.

The second aspect of the learning perspective is that of strengthening cooperative colleges, availing funding for training through the challenge fund, reviewing and developing cooperative management training materials and developing articles and books for the movement. All these efforts contribute to increasing knowledge of the cooperative movement which will enhance the performance of primary cooperatives. These are the areas in which the movement must excel if it is to improve performance of primary cooperatives. It is also an excellent investment for the future growth of the movement as lack of information and knowledge also contributes to poverty and the availing of knowledge will hence contribute to alleviating poverty.

It is foreseen that enhancing the capacity of cooperative training colleges and providing access to training of cooperative members will increase the number of knowledgeable people who are readily employable within the movement. The Challenge Fund can also be used to access information technology to enhance productivity and the adoption of information technology especially by meso stakeholders will go a long way in increasing the productivity of the movement.

The investment of the project in knowledge and learning is commendable and this aspect alone has the potential to produce a domino effect on the movement as knowledge is shared both in formal or informal settings or information and documents are read widely by people who are interested in the cooperative movement.

5.6 Programming and Internal Processes Perspective

The objectives and measures of the programming and internal processes perspective are aligned to the critical processes for achieving stakeholder and donor objectives. The programming strategy is two-pronged: First, it is geared at interventions that will directly lead to the attainment of outcomes at all three levels: macro, meso and micro. These include the establishment of an enabling legal and policy

environment, organising information sessions, establishing knowledge management platforms and providing advisory services to the cooperative movement, developing HIV/AIDS and Gender strategies and the creation of a monitoring and evaluation framework for the sector among others.

Secondly, the strategy is geared at establishing operating frameworks that create sustainability for the movement itself. For example, the programme's strategy involved extensive leveraging of partnerships of key organisations in the cooperative movement. The idea is that these partners will take ownership of the initiatives and be able to implement them and improve on them in the future.

The programme's value chain starts with providing an opportunity for innovation within the cooperative movement via the challenge fund, which is then supported by internal processes and products such as registration and sharing information on centres of competence, that are at the beginning managed at programme level with assistance of country NAGs but will eventually be owned by the cooperative movement for future use by primary cooperatives. Operationally, interventions are also implemented through the programme office and NAGs enabling the building of capacity of NAG members to continue with the process after the programme comes to an end, thereby contributing to sustainability of the initiative.

The value chain of the programming strategy includes:

1. Innovations
2. Operations
3. Sustainability

5.6.1 Value Chain 1: Innovations

a) Challenge Fund

The Challenge Fund as a mechanism for drawing demand and attention to the sector is well thought out as it serves primary, secondary and apex organisations. It also provides much needed seed money to kick-start cooperatives into operating as competitive businesses, allows funding for accessing African and International Centres of Competence and provides funding for training.

b) Cross Cutting Elements

Cross cutting elements such as child labour, HIV/AIDS and gender equality are implemented mainly at cooperative society level and the strategies have been finalised. Implementation of child labour initiatives is in conjunction with IPEC.

5.6.2 Value Chain 2: Operations

a) Integration

Integration is an integral part of the programme's implementation. Integration includes working with other areas of the ILO such as IPEC and sharing resources and office support in regions where there are no programme staff. Integration is also undertaken within the One UN initiatives in Rwanda and Tanzania and also by incorporating the cooperative approach into the Decent Work Country Programmes. Last but not least, all of the programme's products and services are integrated and employees move swiftly between functions to support each other whenever the necessity arises.

The programme had the option of delivering services directly to primary cooperatives. This may have enabled it to achieve similar outcomes and outputs but it would not have led to strengthening and sustaining of the cooperative movement as a whole. Thus, the holistic approach the programme has taken is impressive and highly recommended for replication in undertaking similar programmes and in development work in general.

b) Monitoring and Evaluation Framework

A Monitoring and Evaluation (M&E) framework is crucial for tracking achievements. The programme has developed a comprehensive M&E guide that supports the following:

1. Planning
2. Learning
3. Accountability

For planning, the monitoring system is designed around output, results and strategy monitoring, which provides the additional advantage of flexibility, especially if a particular strategy is found to be ineffective.

For learning, the programme has produced baseline reports, and the publication of the book *Cooperating out of poverty: The renaissance of the African cooperative movement*. Consequent evaluations and impact assessments will provide data measured against these baselines.

Accountability monitoring consists of social and financial auditing, as well as constant external evaluations, of the of Challenge Fund grantees. It is impressive that the programme requires each beneficiary to allocate a minimum of USD 2,500 for M&E. This condition not only leads to accountability monitoring but also institutes a culture of M&E within the movement as a whole.

The M&E guide is designed for use by programme staff and others, including national level actors within the movement. The framework was presented to programme staff and Focal Points at a workshop held in Dar es Salaam, in August 2009. This should provide for uniformity in implementation by all countries, which is generally required for a strong M&E system.

During our fieldwork, we observed a proactive call from one of the countries' NAG members providing urgent field monitoring information to one of the programme staff. We are highly convinced that the M&E system put in place by Coop^{AFRICA} will be useful and effective. Our main concern, however, is that the programme needs to be able to independently track numbers reported by its beneficiaries, and should therefore include a data management focus in its M&E framework.

5.6.3 Value Chain 3: Sustainability of the Initiative

The programme is designed to achieve sustainability through the attraction of additional funds and strategic partners into the initiative. A fundamental element is the partnerships that the programme tries to establish between cooperatives and trade unions, as both are social movements that have common values and principles (e.g., solidarity, independence, equity, etc.). Both (especially cooperative apexes) are weak and have little influence on the policy debate. By improving their relationship, they could have a stronger voice in civil society. Further, the International Cooperative Alliance is one of the programme's key partners, among others, which serves as a network of cooperative members in Africa and is therefore likely to provide networking sustainability.

Coop^{AFRICA} also provides support to national stakeholders through transfer of knowledge, know how (processes, mechanisms, tools developed jointly) and capacity building in order to carry out the follow up and expansion of activities implemented during the programme. The NAG is indeed the main operational partner of the programme and works as an independent forum that ensures representation of cooperatives in development policies, disseminates and shares information to all stakeholders, advocates the cooperative approach as a key economic and social strategy, etc.

The Centres of Competence catalogue (see 3.2.2) will contribute to creating a network of support organisations that can strengthen primary cooperatives. Coop^{AFRICA} has launched the identification, assessment of COC in six countries and is publishing the first results in September 2009. The NAGs are strongly involved in this process as they identify potential organisations, coordinate the assessment and provide final recommendations as whether organisations can indeed be recognised as COCs or not. The website that will support this catalogue is set up, maintained and updated by the NAG. It is also anticipated that Centres of Competence will be able to charge fees and that National

Advisory Groups will continue to meet and fund these meetings on their own as most apex organisations will have been strengthened.

5.7 Country-specific Interventions

As stated before, the scope of the Coop^{AFRICA} programme is broad and ambitious, covering a wide range of core and thematic elements, in a large number of countries. A brief summary of interventions by country²³ is included below:

Table 7. Country-specific Interventions

	Botswana	Ethiopia	Kenya	Tanzania	Lesotho	Swaziland	Rwanda	Uganda	Zambia
Child labour awareness			✓	✓				✓	✓
Functional apex org				✓				✓	
HIV/AIDS intervention implemented ²⁴		✓	✓	✓				✓	
Number of applications for COC to date	0	14	33	58	0	10	6	61	39
Number of cooperatives supported by CF (after 1 year)	0	4	23	5 (mainland), 1 (Zanz.)	1	1	1	18	2
Policies Development support		✓ (indirect)	✓ (indirect)	✓ (Zanz.)	✓	✓		✓	✓ (indirect)
Support to cooperative colleges	✓	✓	✓	✓	✓	✓	✓	✓	✓

It is clear from this chart that the programme has penetrated the nine focus countries to various degrees. For example, Kenya received by far the highest number of Challenge Fund grants and also has a high number of proposed Centres of Competence, whereas Lesotho and Swaziland won one Challenge Fund grant each and have relatively few Centres of Competence. This is a reflection of many factors, including the size of the country and primary language spoken, the strength of the cooperative movement and the extent to which there is an enabling environment for cooperative development.

²³ For simplicity, only the nine focus countries are included in this chart, but, as illustrated throughout this report, several other countries have been positively impacted by the programme.

²⁴ The programme has also reported that a number of Challenge Fund projects while not explicitly focused on HIV/AIDS, nonetheless mainstream the issue effectively, e.g. in their training and advocacy activities.

6. LESSONS LEARNED AND RECOMMENDATIONS

6.1 Conclusions

1. The programme has indeed achieved its main outcomes thus far.

Table 8. Progress towards achieving the main outcomes

Outcome	Conclusion
The governance, performance and efficiency of local cooperatives has significantly improved	The results from the Challenge Fund indicate that this outcome has been achieved in several local cooperatives. Evidence exists, though weaker, of the trickle down effect whereby local cooperatives are benefiting from increased capacity in secondary or apex organisations.
Cooperative support institutions have improved their capacity	This outcome has indeed been achieved, as illustrated by the extensive capacity building of the cooperative colleges and the support given to the Centres of Competence.
National cooperative apex organisations have acquired greater technical capacity and political influence	Direct funding from the Challenge Fund as well as technical training and support of the NAG has shown this outcome to be achieved.

2. The programme has sound and efficient strategies to strengthen the cooperative movement to contribute to poverty alleviation, as analysed with the Balanced Score Card.
3. The programme has achieved or surpassed its targets with regards to specific outcomes, including incorporating the cooperative approach into PRSPs, JAS and DWCP.
4. The programme has produced, or is in the process of producing, a substantial amount of advocacy material and tools that will be useful in the future as the cooperative movement is strengthened further.
5. The Challenge Fund mechanism has been proven to be an effective way to provide demand-driven support to cooperatives and cooperative support institutions. The competitive approach encourages innovation and creativity and is an attractive and sustainable way to disburse funds to those who deserve it most.
6. By allocating human resources strategically by element (e.g., Challenge Fund, Policy and Law, etc.), the programme has ensured that each element receives dedicated attention. Indeed, the ratio of 2 administrative staff to 5.5 technical experts seems reasonably efficient, and indeed observations, interactions, and outputs of the programme indicate a very efficient work-force in the programme. The staff complement under the DFID funding includes: 2 international staff in Dar es Salaam, 1 national staff in Dar es Salaam, 1 international staff (50%) in Geneva, 1 secretary and 1 accountant. The other staff²⁵ have been mobilised through other funding (for other projects) and allocated to programme components, regardless of the source of funding. This enables a strategic approach rather than an addition of projects.
7. While the programme is built as an initiative aimed at attracting new donors²⁶ the limited human resources²⁷ seem unrealistic both to achieve the operational objectives and the programme expansion. This reveals an unrealistic programme design, which considered only three technical staff to achieve the objectives. A quick calculation of the technical expertise invested (based on the DFID funding) shows that after 18 months of execution, the work

²⁵ 1 associate expert (Finland), 1 senior local expert and 5 national coordinators (SIDA funding on HIV & Coop), 1 national coordinator in Swaziland (from the AGFUND project), 1 driver (ILO Office).

²⁶ Programme document p. 27

undertaken corresponds to the equivalent of 990 working days²⁸ (or 54 working months) versus the achievement of the targets. There is a programme risk that staff may burn out leading to the risk of obtaining programme results, and it is imperative that more technical staff be added to the project.

8. The project document refers to “cross-border exchanges” between primary cooperatives as a possible intervention; however, this objective seems to have been omitted from the programming.

6.2 Lessons Learned

1. Funding can be stretched by being creative in programming, utilising structures such as apex organisations, focal points, and National Advisory Groups to implement a comprehensive and complex development programme.
2. Innovations such as the Challenge Fund and the establishment of Centres of Competence can be a sustainable means of injecting support and ensuring continued support to final beneficiaries.
3. It is important to support the movement at the government level. This may include organising orientation seminars for top government officials (cabinet ministers, permanent secretaries, judiciaries and parliamentarians) to provide them with the rudiments of cooperative theory and practice. Such an induction will help ensure that discussion and approval of new or revised cooperative policies and laws is done with minimum delays. After all, policy and legislation value is dependent on the willingness of governments and actors to implement expert advice, and can take time for impacts to be realised. Making substantial changes within a movement that had lost credibility also takes time.
4. There is need for collaboration and coordination among government departments to operationalise the cooperative reform programme. Such capacity building among different types and levels of government officials may contribute to igniting some collaboration. More time is needed for this facilitation of collaboration and coordination.
5. Coop^{AFRICA}'s varied and extensive partnership model – established at national level (through COCs), international level (through SC members, and technical peers, such as UKCC, Agriterro and Agricord, among others), through the resources mobilised (SIDA, AGFUND, ONE UN Fund, among others) and among UN agencies (FAO, UNIDO, among others) – can be an effective way to leverage resources and promote sustainability. The creation of the NAG and the country Focal Points, which consist of people who already have a stake in the movement, is an effective means of penetrating – to varying degrees – the various levels of the movement in each country.
6. In countries outside of East Africa, support structures seem limited in their capacity, due to the state of development of the cooperative movement in those regions. For example, while Kenya in particular is showing tremendous strength in achieving outcomes, the impression is that weaker countries, such as Ethiopia and Swaziland, are losing opportunities with respect to the Challenge Fund. Some of these countries have raised concerns that they are being neglected. In Ethiopia for instance, the movement is very recent and therefore immature. There is no national federation and ‘only’ 104 secondary cooperatives (unions). This means that the cooperative stakeholders do face constraints in mobilising partners in a coordinated

²⁸One technical staff = 220 WD x 1.5 year = 330 working days.

manner and promoting the sector. Therefore, more time is needed to support weak coordinating structures.

6.2 Recommendations

The following points summarise the recommendations based on findings and assessments of the programme's achievements to date:

6.2.1 Recommendations for DFID

1. It is clear from the programme's progress and strategy that the programme has surpassed a number of its targets and has sound strategies that would lead to the programme achieving most of its intended outcomes. Nevertheless, there are characteristics of the movement that necessitate a longer implementation period for outcomes to be achieved. Examples are the cases of policy and legislation, where it may take months or even years for results to be obtained. Further, countries with a weaker cooperative movement require additional support, for the movement to be able to function effectively as well as to help ensure the programme's efforts so far will be sustainable.

It is therefore recommended that DFID provide the programme with a one year no cost extension as activities started late. We also recommend that DFID fund a second phase of the programme, following the growth phase of the initiative. This will enable the programme to maximise the results of the initiatives implemented in the first phase, as well as enable the programme to use the legislative sector and oncoming PRSP review phases of countries to include cooperatives in country planning documents.

6.2.3 Recommendations for ILO

1. It is recommended that technical human resources be increased from 3.5 staff members to 7.5 staff members to build the following staff complement:
 - 1 overall coordinator
 - 2 full-time staff for technical advice & policy
 - 2 full-time staff for the Challenge Fund
 - 1 full-time staff on Centres of Competence
 - 1 full-time staff on M&E and cross-cutting issues
 - 0.5 full-time staff on tools development & partnerships
2. An increase in regional Human Resources especially in Southern Africa is also recommended since the use of Focal Points requires localised support that could respond much faster than the current remote support through the Dar es Salaam office.
3. The Challenge Fund mechanism, if replicated across programmes, could prove to be a useful tool for the ILO's development programmes.

6.2.2 Recommendations for COOP^{AFRICA}

1. At this point when the programme has a short time before ending, a decision to concentrate interventions on the stronger countries with stronger coordinating structures is recommended as this will make it more cost effective to undertake implementations that will yield results (making the programme more results based.) The strengthened countries can then work with weaker countries through cross country exchange programmes.

2. Should the implementation period be extended, it is recommended that the programme considers developing stakeholder strategies for the movement's meso and micro stakeholders. This is in relation to the outcome of "*enabling a facilitative policy and legal environment,*" by making them active participants in countries' legislative processes.
3. The programme should consider attempting to facilitate cross-border exchanges between cooperatives at the micro level (e.g. cross-border trade between marketing cooperatives, remittances between financial cooperatives, etc.).
4. Monitoring and Evaluation should be further enhanced with the institution of an independent Data Quality Assessment mechanism.

APPENDIX A

Timetable

The evaluation ran from 3 August 2009 until 25 September 2009. In this time, Khulisa visited three countries: Tanzania, Ethiopia and Kenya. The schedule for the evaluation was broken down as follows:

Desk review	August 3 – 10
Fieldwork (Tanzania)	August 11 – 18
Fieldwork (Ethiopia)	August 19 – 22
Fieldwork (Kenya)	August 23 - 27
Debriefing (Tanzania)	September 8 – 12
Submission of final report	September 25

APPENDIX B

List of Interviewees

Coop^{AFRICA}.

Philippe Vanhuynegem	Chief Technical Advisor
Sam Mshiu	Cooperatives Expert
Guy Tchami	Cooperatives Expert
Eva Majurin	M&E
Wailee Kui	Chief Programme Officer (SIDA)
Carlien van Empel	Partnership and Tools Development

ILO Area Office for Kenya, Uganda, Tanzania and Somalia:

Alexio Musindo	Director
Hopolang Phororo	Deputy Director
Deborah Nyakirang'ani	Programme Officer
Maxi USSAR	Evaluation Manager

ILO Regional Office for Africa

Jurgen Schwettman	Deputy Regional Director
Cynthia Yinusa	Chief, Regional Programming Unit
Lawrence Egulu	Senior Economist
Hezron Njuguna	Senior Specialist, Employer's Activities
Urgessa Bedada	Programme Officer

ILO TC Projects:

Fredrick Batinoluho	IPEC (Tanzania)
Kumbwaeli Salewi	Programme Officer, UN Reforms
Flora Minja	National Project Coordinator
Minoru Ogasawara & Kiura Bernard	IPEC (Kenya)

ILO Pretoria

Vic Van Vuuren	Director
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United Nations:

Aisja Frenken & Moorine Lwakatare	FAO
Andrea Antonelli	UNIDO

Partners and Beneficiaries:

Bahati Masila & Neemak Kasunga	Challenge Fund Grantee (Dunduliza)
Gonza Makongolo	Trade Union Congress of Tanzania (TUCTA)
Happiness Mchomvu & Linus Gedi	Small Industries Development Organisation (SIDO)
Mark Mfunguo	Association of Tanzania Employers (ATE)
Dr. Anaclet Kashuliza	Ministry of Agriculture, Cooperative & Food Security
Wilgis Mbogoro & Edgar Shao	Tanzania Federation of Cooperatives
Bekele Tassew	Ambo Cooperative College
Bedru Ejabo	Federal Cooperative Agency of Ethiopia
Joshua Ongwae & Dr. Esther Gicheru	Cooperative College of Kenya

Kyoko Harada & Kenji Hayashi	JICA
Helen Masinde & Andrew Mnjama	Challenge Fund Grantee (Swisscontact)
Josiah Omotto & team	Challenge Fund Grantee (Umande)
George Onyango	Swedish Cooperative Centre
Lewell Njehia	Industrial Development Office (Kenya)
Peter Owira & James Nyaosi	Cooperative Bank of Kenya

Country Focal Points:

Abey Meherka	Ethiopia
Agnes Namuhisa	Tanzania
Francis Munane	Kenya
Elizabeth Lekoetje	Lesotho
Vincent Rutaremara	Rwanda
Charles Hlatshwako	Swaziland
Husein Feresh Hussein	Zanzibar
Suleiman Ali Haji	Zanzibar
Steven Musinguizi	Uganda

Other:

M. Chogo	Village Executive Officer, Bagamoyo, Tanzania
Kiwangwa Saccos & Kiwangwa Agricultural Marketing	Bagamoyo, Tanzania
WAT Sacco	Dar es Salaam, Tanzania

APPENDIX C

List of Documents Reviewed

Documents Reviewed

Baseline studies for Botswana, Ethiopia, Kenya, Lesotho, Rwanda, Swaziland, Tanzania, Zambia (2008)

Baseline study for Coop^{AFRICA} – Synthesis of country fact sheets (2008)

Brochure on the Full One Programme, Tanzania (2009)

Challenge Fund templates (assessments, field visits, progress reports)

Coop^{AFRICA} – Proceedings of the Sub-Regional Seminar to Link Cooperatives with OVOP (2008)

Coop^{AFRICA} / IPEC meeting minutes (2009)

Coop^{AFRICA} contribution to new DWCPs

Coop^{AFRICA} Gender Strategy (draft) (2009)

Coop^{AFRICA} guidelines on Centres of Competence (draft) (2009)

Coop^{AFRICA} progress reports (2008, 2009)

Coop^{AFRICA} project document (2008)

Coop^{AFRICA} revised logical framework (30 June 2009)

Coop^{AFRICA} Steering Committee minutes (2008, 2009)

Coop^{AFRICA} working paper no. 7: Cooperatives in Africa: The age of reconstruction – synthesis of a survey in nine African countries (2009)

Coop^{AFRICA} workplans (2008, 2009)

Cooperating out of poverty: The renaissance of the cooperative movement in Africa (ILO, 2009)

DWCP Employment Plan – Tanzania (draft)

Engendering Development: Through Gender Equality in Rights, Resources and Voice
(World Bank Publications)

Fact sheets on Challenge Fund grantees: Bukonde, Cooperative College of Kenya,
Cooperative Bank of Kenya, EFMI, ICCDE, I-network, Joshua, Kabisi, Kace, Kuscco,
Mavuno, NACE, One Mbele, Swisscontact, Wamala, Wowoya
ILO – UNICOOP Project document (2009)

ILO Recommendation 193 on Cooperative Promotion (2002)

ILO-SIDA consolidated progress report (2008)

Internal monitoring and evaluation of Coop^{AFRICA} : methodological guide (draft)
(2009)

Letter from DGRV to ILO (EMP-COOP) (2008)

ONE UN workplans (Mozambique, Rwanda, Tanzania)

OVOP Programme in Kenya – Draft Concept Paper

PFA: Mapping of Challenge Fund's contribution to PFA targets

PFA: Targets and Coop^{AFRICA} Achievements (2008 and 2009)

PFA: Targets Calculation Method (2008-2009)

Report on ILO/ITUC Sub-Regional Workshop on Trade Unions and Cooperatives

Report on the ILO – MATCOM Revision meeting (2009)

Report on the proceedings of the Coop^{AFRICA} Week (2007)

Review of MATCOM material (Ullrich, 2008)

Second DFID-ILO Partnership Framework Agreement (PFA) 2008-2009

Sub-Regional Workshop on Trade Unions and Cooperatives – Concept Note (2009)

Synthesis Report of Cooperative Colleges in East and Southern Africa (UK Cooperative College, 2009)

Technical assistance supporting the development of projects on micro-insurance for low income households in Africa (summary and workshop application form)

Terms of Reference – Mid-Term Independent Evaluation for the Coop^{AFRICA} Programme (2009)

Uganda IPEC project proposal (2009)