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List of Acronyms and Abbreviations

AB	Advisory Board	LAP	Land Administration Project
ACBF	African Capacity Building Fund	M&E	Monitoring and Evaluation
CBO	Community Based Organisations	MCA	Millennium Challenge Account
CDD	Centre for Democratic Development	MDA	Ministries Department and Agencies
CEPA	Centre for Policy Analysis	MDBS	Multi-Annual Donor Budget Support
CSO	Civil Society Organisation	MDG	Millennium Development Goals
DV	Domestic Violence	MLGRD	Ministry of Local Government and Rural Development
ECOWAS	Economic Community of West African States	MOWAC	Ministry of Women and Children's Affairs
EDF	Export Development Fund	MTR	Mid-Term Review
EOI	Expression of Interest	NALAG	National Association of Local Authorities
EU	European Union	NDPC	National Development Planning Commission
EGN	Economy of Ghana Network	NGND	Northern Ghana Network for Development
FC	Funders Committee	NPC	National Peace Council
FIDA	International federation of women lawyers	NYEP	National Youth Employment Programme
FOSDA	Foundation for security and development in Africa	PMT	Programme Management Team
GERA	Gender and Economic rights in Africa	PRSTF	Poverty Reduction Strategy Trust Fund
GIF	Governance Issues Forum	PSFP	Primary School Feeding Programme
GoG	Government of Ghana	RAVI	Rights and Voice Initiative
GPF	Growth and Poverty Forum	SFO	Serious Fraud Office
GPRS	Ghana Poverty Reduction Strategy	SPF	Security and Policy Forum
HIPC	Highly Indebted Poor Country	TWN	Third World Network (African branch)
IBIS	Ibis Education for Development	UNDP	United Nations Development Programme
ICB	Institutional Capacity Building	USAID	Unites States Agency for International Development
ID / OD	Institutional / Organisational Development	WB	World Bank
IEA	Institutive of Economic Affairs	WANEP	West Africa network for peace building
ILGS	Institute of Local Government Studies	WiLDAF	Women in law and development in Africa
ISODEC	Integrated Social Development Centre		
ISSER	Institute of Stat., Social & Economic Research		

Executive Summary

This report presents progress on the Ghana Research and Advocacy Programme for 2006. It draws on the year-end reports presented by Research and Advocacy Organisations (RAOs) as well as programme monitoring outputs.

Ghana experienced important developments during 2006, including the launch of the Growth & Poverty Reduction Strategy (GPRSII). Through the process of developing the GPRSII and the revision of policy and policy instruments resulting from this, RAOs have seen to be increasingly involved. This has ranged from provision of advice, critical comment and of garnering public opinion on specific issues.

Grantees believe that the credibility of the RAO community is at its highest point ever, using the fact that the public now urges civil society to take up issues and challenges that come up. This, RAOs report, is because through advocacy and publicity around civil society activities, the public is recognising the input of civil society organisations in the governance of the country. RAOs consider that the increase in their credibility is also due to donor conditionality and the RAO track record of high quality work.

During the 2006 year, most grantees have consolidated their positions, revamped human resources and other core systems in the organisation, reworked long term strategies of the organisation through ICB interventions, and are focusing on their core business. Networking and collaboration have now matured, with new relationships developing between organisations that had previously not worked together.

However, funding (in terms of amounts and diversity of sources) still remains a challenge to RAOs, although funding strategies are being developed and new funding sources are also being explored. Reporting is still a challenge for some RAOs: for advocacy organisations, the opportunities to make the most of the significant progress made in their area of work are not always maximised. The gender review carried out in mid-2006 identified significant gaps in the way issues of gender are tackled in G-rap: more could have been done to promote gender as good practice for example. The programme stakeholders together responded by establishing a Gender Steering Committee to guide the engendering of G-rap during 2007.

Issues of programme management, highlighted during the first year of operation have received attention during 2006, allowing an evolution of focus at the programme level from operational to strategic issues.

Through the GPRSII and government budget processes, RAOs signal that government is moving towards a more targeted pro-poor strategy, and a more consultative approach to policy development and review. The evidence from progress during 2006 points to a strengthening of capacity in RAOs to carry out evidence-based research, to effectively engage in policy advocacy and to build coalitions where necessary to tackle issues.

1. Introduction

1.1 Preamble

This report summarises progress during the 2006 reporting year (January to December 2006). It draws on the annual reports¹ submitted by grantee Research and Advocacy Organisations (RAOs) as well as G-rap consultancy work, and G-rap evaluations. A more comprehensive compilation of the narrative reports has been completed and will be made available on the G-rap website (www.g-rap.org).

In Sections 2 and 3 the report presents progress by a series of inter-related themes. The relevant Programme logical framework purposes and outputs are indicated, and Annex 2 presents progress against logical framework indicators. Examples, drawn from narrative reports, are provided in text boxes.

Lessons drawn from implementing G-rap during 2006 are presented in Section 4 whilst Section 5 briefly outlines activities planned for 2007.

1.2 The context in Ghana: 2006

Ghana has experienced significant changes in the policy arena during 2006, especially in relation to the fight against poverty. Some key processes identified by RAOs were the adoption of the GPRS II as the framework for socio-economic policy, progress towards the Millennium Development Goals (MDG), the school feeding programme (PSFP), the National Social Protection Strategy, and the national youth employment programme (NYEP).

The nation enjoyed relatively favourable terms of trade, seeing a boost in the value and quantity of its major exports, and huge debt relief from the international community especially after attaining the HIPC completion point.

As noted above, the nation made a transition from GPRS I to GPRS II and for the first time in Ghana, the framework for poverty reduction fed directly into the budgetary process for the 2006 fiscal year. This new GPRSII document is expected to guide public sector budgeting over the next five years. The GPRS II document also served as the base for the 2007 budget statement which was presented in the last quarter of the year.

¹G-rap RAOs submit bi-annual narrative and financial reports outlining progress and a breakdown of financial expenditures. The periods cover January – June and July - December 2006. The latter reports were received during the first quarter 2007.

2. Progress against Project's Framework

2.1 Pro-Poor Policy Influencing (overall goal and purpose 8)

Evidence from the RAO narrative reports indicates that the RAO/CSO community has become more proactive at engaging in Government policy development and review during 2006. There is a shift away from being called-in at the very last minute, when reports are in advanced draft stages, to full recognition of the role of RAOs and their engagement in policy processes. Increasing emphasis appears to be placed on programmes targeted at specific groups like the NYEP and the PSFP.

The significant involvement of some RAOs in the formulation and monitoring of government-donor initiated programmes such as the MCA, GRPS, APRM, and the national identification system etcetera is an indication of growing recognition of the credibility and utility of RAOs and their sister organisations in the CSOs/CBO community. Leading newspapers in the country continue to give prominence to activities of RAOs including reporting on comments on specific policy issues.

Influencing Pro-poor Policy: Experience of RAOs in 2006

ABANTU reports an increasing interest on the part of government to involve civil society organisations in the discussion processes of policies. Pressure from civil society organisations has contributed to this process.

RAOs working in the security and peace building sector have continued to advocate for conflict sensitive approaches to development as a pro-poor policy. They also identify major shifts in government pro-poor policy making towards ensuring peace and security. WANEP collaborated with the UNDP in Ghana and the Ministry of the Interior to design the functions of the National Peace Council (NPC)

RAOs reported taking a more comprehensive approach to national budget analysis, especially the gender based organisations, including impact on women and children. WILDAF delivered a paper that analyzed the 2007 budgetary allocation to the Ministry for Women and Children's Affairs at a workshop organized by ISODEC. A number of workshops on financing gender equality held by both the government and the CSO community clearly indicate that the two parties are concerned about the current trend of financing for development with its attendant impact on gender equality.

FIDA and WILDAF reported working closely with Parliamentary Committees on the Domestic Violence Bill women and children in the Domestic Violence coalition with members on the domestic bill. WILDAF also worked with the Ministry for Women and Children's Affairs on a number of policy issues, including Gender Equality Work and the New Aid Architecture.

CEPA reports that the credibility and legitimacy of RAOs have changed positively and this is manifested in the way Government invites the public including RAOs to make contributions to the 2006 Budget. Government increasingly shows appreciation for the contributions of civil society to policy making in Ghana. The Minister of Finance commended CEPA and ISODEC on their contributions to and monitoring of the Budget.

Some of the initiatives worthy of note are the Growth and Poverty Forum (GPF), the Governance Issues Forum (GIF) and the Economy of Ghana Network (EGN). There were other initiatives established around the

Domestic Violence Bill and the Disability Bill. Besides institutions in the peace building and security sector, almost all grantees report having played an active role in shaping the GPRS II document and they are looking forward to actively engaging in the implementation and its annual monitoring exercises. The GPF and ISSER reportedly made substantial inputs into the final GPRS II document and the 2007 National Budget while those who worked on the Disability Bill oversaw its passage.

2.2 RAO Funding Base and Staffing Developments (purposes 1, 2, 9)

One of the key aims of G-rap is to provide a reliable and sustainable source of funding to RAOs over the programme period². The funding base of many G-rap funded RAOs had been assessed as relatively weak at the beginning of the programme. Funding has been predominantly from project funds which are unpredictable and leave very little room to cover overhead cost. It is also the aim of the programme to make RAOs attractive to other sources of funding.

G-rap has provided some level of predictability in funding to its grantees over the past period. A total of 19 RAOs receive funding from G-rap, with as many as 9 on a three year multi-annual core funding scheme and 6 on a one-year core funding until additional funds will be made available by the donor group. In addition, 4 RAOs receive technical assistance or project grants. With a boost in donor funding budgets to the fund, most of the one-year contracts would be reviewed upwards to multi annual funding contracts.

Several RAOs have indicated funding strategies that are being implemented to ensure sustainability of their institutions. Endowment funds seem to be a preferred strategy. ISSER and CEPA are the most advanced in this direction. Others are considering engaging the services of full time fund raisers to join their management teams. Except for the NGND, very little is said about generating incomes through provision of specialised consultancy services to government and other international agencies in their areas of expertise.

Other RAOs are also exploiting possibilities of core funding grants from grant making institutions like the Ford Foundation, OSIWA, ACBF and CORDAID besides G-rap.

Consolidating the funding base: examples

FOSDA's funding base is on course to see major improvements with Oxfam-UK's intention to support its programmes in the Northern Region for the next three years. Adequate and user friendly financial management software has been acquired.

FIDA has reviewed its fund raising strategies over the period and engages the services of a financial consultant to oversee its financial management.

ABANTU reports an improvement in its financial management principles. The move to autonomy has created space for the organisation to re-orient its financial systems to the normal calendar year, a shift which is intended to align its financial year with that of the government and other institutions.

²A total grant amount of US\$ 3,243,131 has been disbursed to 18 grantees to date.

The past year has seen a substantial movement in the HR of most grantees; many have recruited management and programme staff to strengthen their operations. Current reporting indicates similar moves in the new core financed organisations; they are also recruiting to strengthen their organisations.

This is consistent with the expectations of new core grantee institutions, which would usually consolidate their positions and strategies on longer term growth opportunities.

Retention of staff is a key organisational interest to most RAOs. However, paying competitive salaries has long been a challenge; one of the banes to staff retention within RAOs. Staff development and training is the other determinant in this matrix. Most RAOs have invested over the period in training staff to be more efficient. Notable among these are ISSER and TWN.

2.3 Research and Advocacy Activities (purposes 3, 4)

G-rap RAOs continue to engage in a vast array of research and advocacy activities around gender, governance and poverty reduction as they engage the relevant authorities and stakeholders in the policy arena. The diversity of activities and resultant outcomes have gone a long way to shape public policy in Ghana today.

2006 saw gender advocacy groups carrying out a number of activities aimed at encouraging and promoting women to take up local government responsibilities. In support of this aim, a number of activities were organised in collaboration with the Ministry of Women and Children Affairs (MOWAC), Institute for Local Government Studies (ILGS), Ministry of Local Government and Rural Development (MLGRD) and the National Association of Local Authorities (NALAG). A number of outreach programmes targeted students of second cycle institutions with the key issues of the Women's Manifesto. A number of research enterprises were also embarked on by members of the group; notable are those on Comparative Legal Aid Institutions and Gender and Land Tenure Systems in the Volta Region.

The economic and political governance groups have embarked on a number of programmes in three broad areas: Anti Corruption, Parliamentary Strengthening, Decentralisation and Economic Policy Issues.

The anti corruption programmes among others reviewed the Serious Fraud Office (SFO) Bill and the operations of the institution. The Parliamentary support programme trained research assistants in Parliament on the design and administration of questionnaires for data collection. On decentralisation, a working paper was presented on legal reforms aimed at making local government structures more efficient. Programmes on economic policy targeted key government institutions such as the Auditor General's department, Bank of Ghana and Members of Parliament. Members of this group also did some interesting research over the period; civic participation in budget processes and the relationship between public sector and economic growth were two key studies in the second half of the year.

In line with its objectives, TWN produced a number of research outputs over the period on the political economy of mining, environmental policy and mining in Africa, and briefing papers on Gender and Economic Reforms in Africa II (GERA) outcomes. ISSER embarked on a number of projects over the period. Currently it is running over 18 medium and long term research projects, one of which is the Land Administration Project (LAP) funded by USAID.

RAOs engaged in peace building and security, have over the period been looking at governance and management of the security sector. ASDR leads a consortium that provides capacity building in this direction. Issues on small arms proliferation have also attracted their attention. The institute is also working on a number of activities aimed at eliminating 'resource based conflicts'.

2.4 Networking and Collaboration (purposes 5, 6, 7)

Collaboration among G-rap grantees has increased steadily since the start of the programme. The first and second set of narrative reports indicated marked improvement in working relationships amongst RAOs, in the third reports, significant improvements which could become permanent features of the RAO community in Ghana were reported. Some RAOs have reported relations with organisations they hitherto thought they had nothing in common with. Common issues and convergence of programme objectives continue to be the major drivers of this change in RAO relationships.

The 2006 RAO convention provided a means of verifying the reported improvement in RAO relationships. Performance of individual RAOs in the planning of and actual convention was more pronounced than a year ago. Added to this was the fact that the 2006 convention brought together more non-G-rap funded RAOs from all regions than any civil society activity in the country.

Over the past year, G-rap funded RAOs have reported significant development in the working relations between RAOs and other stakeholders in the policy arena in Ghana.

The most significant in these relationships was the work they did with the Parliamentary Committees on Women and Children and Constitutional Affairs on the DV bill.

They also report strengthening of existing collaborative relationships and the development of new strategic relationships to promote policy research and advocacy. A first attempt has been made to document these relationships using network analysis tools and methodologies.

Among institutions that work in democratic and economic governance thematic area, new relationships have been built with the National Development Planning Commission (NDPC), Committees in Parliament, Ministries, Departments and Agencies (MDA), some donors and the larger RAO community.

Improved Networking and Collaboration: examples

FIDA reports collaboration with the Ark Foundation/Family Together Ghana has strengthened with the programme on male involvement in gender issues in some districts in Ghana. Some of the FIDA paralegals in these districts are coordinating the activities for its partners. According to FIDA, the annual RAO Conventions form a good opportunity for networking and collaboration

CEPA, ABANTU and WILDAF collaborate together with the Ghana Statistical Service, the National Development Planning Commission and the Ministry of Women and Children's Affairs and rural banks on a project on gender and economic growth

The IEA launched a joint campaign with NETRIGHT and the Caucus of Female Parliamentarians to push for the participation of more women in the political decision-making process. This campaign took the form of workshops, follow-up symposia and advocacy and awareness-creation activities.

IDEG reports that collaboration has been strengthened by networking and advocacy campaigns for civic inclusion in the public policy making process, specifically the budget planning process.

The security and peace building RAOs under the programme indicate close working relationship with structures from the local level to the sub-regional level. The District Assemblies, Parliament, ECOWAS and the AU were given credence.

Overall, G-rap grantees report increased strengthening of relationships with other RAOs and CSOs. The expectation is that G-rap will be cited increasingly as a factor that strengthens collaboration.

2.5 Learning Events and Institutional Learning (outputs 4, 5, 6)

The G-rap ICB programme has been implemented for one complete cycle; it is about half way through the second cycle. Presented here is the experience of implementing the round one and two ICB programme, drawing out lessons and evaluating its effectiveness. There is a marked improvement of the key variables that were the targets for change through the ICB; making it fair to conclude these changes are as a result of the ICB process.

All RAOs who underwent the process found the intervention positive.

A large percentage of funding (53% in first round disbursements: 28% in second round) went into strategic formulation within RAOs, resulting in nine strategies for Round 1 with three proposed for Round 2.

The ICB process facilitated the access of smaller RAOs to core funding. This was particularly true of women rights/gender RAOs where ICB organisation development led to a far wider engagement within G-rap and a strengthening of systems for core funding.

ICB focus on process promoted the dialogue between RAOs, Donors and PMT. The general consensus was that, without the ICB process emphasis, the PMT would have been viewed more as a donor gatekeeper rather than a facilitator of RAO-donor interchange. This was a positive outcome that supported the operations of the wider G-rap.

Over the period, important lessons have also been learnt, these are the timing of the programme, the relatively smaller budgets for ICB, lack of initial focus on including gender, and the delay in financing from G-rap.

Emerging opinion is that the initial ICB process was too rushed and should have been delayed for six months to allow greater sensitization of RAOs and use of the knowledge base of stakeholders to improve the programme before disbursement – notably within the area of gender.

Organisational Development: examples

TWN has moved over the period through several processes from upgrading its information and communication management systems to participatory planning. An internal mid year review was carried out to discuss 2006 progress on work and overall 2005-2009 programme. The review pointed out gaps in programme design and raised important organisational issues that require strategic attention. To improve knowledge management and information sharing at the organisational level, a resource centre of materials can be accessed electronically from staff work stations.

ISSER pursued staff development at all levels. Five persons providing support services to researchers received different training programmes in 2006.

FOSDA reports a general improvement in management and in the delivery of planned activities. Planning has become more participatory and regular staff meetings have created an environment of sharing.

At the Ark Foundation, a bi-monthly staff meeting has been introduced to discuss and evaluate programmes and activities of the organisation and also create learning and sharing space which was weak in the past.

Despite the relatively low level of funding available to ICB processes, OD activities achieved considerable outputs and outcomes.

More resources would have allowed greater progress to be made; particularly in the larger institutions –

\$10,000 USD did not go far in the larger Institutions (e.g. CEPA, CDD, IEA, ISODEC).

Some activities delayed to 2007 are RAO wide initiatives around engendering G-rap, promoting the dialogue between RAOs and Parliament, and common training and development activities. Only one RAO produced (of its own accord) an ICB Workplan with a clear gender objective. While there is the risk of social engineering, more could have been done to promote gender as good practice although in 2007 this issue will be being rectified.

Another interesting lesson is the fact that understanding and practice of organisational learning is not well-established within RAOs. In particular, Leadership and Management competencies are low with RAOs focusing on their professional competencies. Learning cultures and systems are also not understood with little or no planned organisational learning taking place amongst most RAOs. Please find the full ICB evaluation report in Annex 4.

2.6 Engendering G-rap

In its initial design, G-rap did not show any specific recognition of gender issues. It was only in September 2004 – when the Programme Management Team became operational - that the lack of engenderment was recognised as a deficiency. An affirmative action was taken by gender specialists to advocate this issue in the wider stakeholder environment. The PMT and donors cooperated with the gender specialists to work towards a redress of some of the implicit imbalance in G-rap’s design.

This recognition was given considerable impetus through the determination of CIDA to engender the G-rap as an a priori condition for supporting the programme. At the beginning of 2006, Dr Agnes Apusigah was commissioned to undertake a gender analysis of the G-rap programme design. The full report can be found at www.g-rap.org.

At a Workshop held at SNV on 17th August 2006, Dr Apusigah presented the findings and recommendations of the gender audit to G-rap stakeholders. Members agreed to form a Steering Group to overview gender mainstreaming for G-rap, including its stakeholders and grantees. A costed plan of action has been submitted by PMT to the FC for funding decision. A Gender Specialist (GS) will be contracted by the end of February 2007 to coordinate activities for this process. The part-time GS would be based in the PMT for the contract.

The GSC has come to terms with the fact that the process would be challenging for most organisations for several reasons, limitations in time available for extensive meeting being most crucial.

To overcome these challenges, it was proposed that organisations could nominate a link person, preferably in senior position, to serve as the liaison between the gender process and the organisation. The person must be able to promote learning in the organisation.

2.7 Ghana RAO Convention 2006

On October 11 and 12, 2006, G-rap funded RAOs organized a Convention on the theme, “Towards Strengthening State - Civil Society Relations in Ghana”. The RAO Convention, an annual event, provides a platform for the RAO community and stakeholders to discuss critical issues about their work, the nature of their engagement within the policy arena and how they could deepen their effectiveness on research and advocacy issues in the country. The first RAO Convention was organized in May 2005.



RAO Convention 2006, Mr Nicholas Adamtey of ISODEC on the challenges in participatory national budget processes

The aim of the Convention was to create a platform to discuss state -civil society relationships as a way of strengthening consultation and active participation in the policy space for effective action on national development issues.

Participants came from all the ten (10) regions of the country. In all about 100 participants from the RAO community, policy making institutions and organisations, as well as the media were expected. There was, however, a relatively low turnout from the government sector. Annex 1 presents an overview of participants for the 2006 RAO convention.

A combination of plenary and group discussions were used to facilitate the Convention process. Groups discussed engendering G-rap, the public policy process, the right to information bill, and CSO relations with G-rap. Papers that were commissioned were also presented at plenary. Small working groups were formed to discuss more deeply, the critical issues emerging from the presentations. From the first day a drafting committee to work on the Convention statement was set up. The statement was discussed in plenary and presented to the media on the second day. There was an exhibition of RAOs products and resource materials.

A full report of the Convention as well as a Brief can be found at: www.g-rap.org



3. Programme Management

3.1 Grant-making (outputs 1, 2 and 3)

The second call for expressions of interest issued by G-rap in March attracted 54 responses. A total of 18 organisations were short-listed of which 10 were approved for funding. The shortlist included 7 existing grantees whose one-year contracts ended in July 2006. The 2006-2007 funding portfolio of G-rap now counts 15 core grantees and 3 project grants, with a total budget of US\$ 2,245,000. In addition, there are 12 grantees making use of an Institutional Capacity Building Grant, totalling US\$ 206,500 for the year 2006-2007.

Short-listing of EOIs was based on a scheme that ranks the core business of applying institutions on track record of policy influencing, research, advocacy and gender. The Funders Committee's final decisions are based on the quality of the proposal and track record of the institution in policy influencing in Ghana, as well as on the available resources in the Fund.

PMT reviewed G-rap grant making systems in order to simplify internal procedures. Systems have now improved in response to concerns of stakeholders, but challenge remains to have funds timely transferred to at G-rap's Fund bank account. Donors are making internal arrangements to improve this situation.

The Board confirmed once more the removal of the \$400,000 annual turnover threshold which was a major requirement for access to Core Grants in 2004 selections. It also reconfirmed the de-linking of research and advocacy, noting the existence of organisations engaged in either activity.

3.2 G-rap Communications (outputs 7, 8)

Apart from the annual RAO Convention event, the website of G-rap continues to be the central point of access to information about the programme and its beneficiaries. The objective of the website has been to make it a key resource tool of the programme, where stakeholders, the general public and informed researchers can access information on the progress made by the programme and its beneficiaries as well as resources of other research and advocacy organisations in or outside Ghana. Data from website usage indicate a consistent increase in visitors to the website over the past year, now getting more than 1000 visits per month.

For web data please refer to www.g-rap.org/statistik/www.g-rap.org

Four newsletters have been disseminated in the past year, one per quarter. Newsletters, also available on the website, intend to inform the broader stakeholder environment of processes around the Fund. For the quarter ending March 2006, the focus of the newsletter was the second call, the grant assessment processes and the remainder of the budget to fund advocacy opportunities.

The issue for the quarter ending June 2006 focused on the decisions of the Funding Committee and the opening of the new G-rap office at North Ridge. The third quarter issue focused on the mid term review of G-rap and on the

RAO Convention. The last issue of the newsletter for 2006 gave highlights of the year and prospects for the New Year.

3.3 Governance of G-rap

In February 2006, the donor group of G-rap decided to appoint a contact person on behalf of the donors to manage processes within this group. This position rotates on a six monthly basis within the donor group. For the period Jan-July 2006, the Royal Netherlands Embassy was the chair. This was followed in the second half of 2006 by CIDA.

The first half of 2006 saw some important decisions made on fund management and reporting issues. It was decided that PMT should report on a bi-annual basis to FC. In 2006 RAOs continued submitting financial statements to PMT on a quarterly basis.

On the World Bank PRSTF grant - an initial budget of US\$ 200,000 for technical assistance to the programme - FC and WB discussed possibilities of WB fully adhering to the pooling principle. It is unlikely that this will be the case. In a last effort to find other scenarios, PMT discussed various options with WB towards the end of the year. The leading principle, adherence to pooling principles, seems to remain the obstacle.

The 4th of April 2006 presented a very useful occasion for the FC to meet with the Advisory Board and PMT to discuss reassessments of call 1 grantees, the gender analysis draft report and the M&E set-up of G-rap.

During May 2006, working relations between the various G-rap stakeholders and the donor group were revisited. Three levels of relations between G-rap and the donor group were clarified: the Administrative level, (for fine-tuning issues of contracting, disbursement and reporting); the Programme level, (for steering the Programme on the basis of output and outcome monitoring); the Strategy level (discussing the approach, longer-term scenarios and the multiplication potential of G-rap as a funding model).

It was generally felt that the administrative level had been rather dominant and quite time consuming for all stakeholders during the inception phase. Content and strategy may not have received the attention needed for a programme as challenging as G-rap.

This recommendation of improved time efficiency and a refocus on content inspired the Mid-Term Review which started its analysis late in October 2006 (see 2.4).

The MTR presented recommendations on these aspects: (from Aide Memoir; final MTR report due in January 2007):

- Focus on grant making (i.e. core support);
- Avoid using G-rap for other processes (e.g. ICB);
- Simplify funding instruments;
- Refine governance structure
- Facilitate inter-stakeholder dialogue on strategic issues.

It is clear that the final MTR report will elaborate more on issues of simplification, thus freeing time for governors and management for more strategy and content related matters. As for the refining of the governance set-up, it is expected that an inter-stakeholder dialogue will be needed to come to a shared adoption of a representative model combining effectiveness with time efficiency.

3.4 Monitoring & Evaluation

Narrative reporting

The recent round of G-rap grantee reports indicate that the grantees are now successfully utilising them as a tool for progress monitoring on a bi-annual basis. Content quality is improving and so has the submission timeline. There is always room for improvement, a small number of some grantees are yet to grasp the reporting process and some do not see the value the reporting process provides for describing to the general public and stakeholders the organisation's contributions and deliveries.

All narrative reports are analysed and compiled into a concise format by PMT. Both originals and compilations are submitted to the donors. A copy of the compilation is sent to each Grantee for feed-back on the total output of the Grantee population. Narrative report compilations are accessible on the G-rap website.

Most Significant Change monitoring

The grantees are gradually picking up the Most Significant Change (MSC) approach of monitoring by using the narrative reporting format of G-rap. Two workshops, in January and July focused on the more practical aspect of identifying, describing and selecting major change processes. An additional workshop was held for RAVI grantees, so that there will be some coherence in the approach between the two programmes and its grantee populations.

Please refer to the July 2006 comprehensive M&E report of the entire development process of the G-rap monitoring design for a more detailed overview.

G-rap Mid Term Review

In October 2006, the mid term review was carried out by a joint team of ODI-UK and CaRoRa Consult Ghana. The mid-term review (MTR) provided an opportunity for independent experts to examine progress of the Programme, the environment of operation and determine the relevance of the Programme against frameworks such as MDDBS and Ghana's GPRSII.

This MTR focused on assessing the underlying philosophy of the G-RAP design and current Programme proceedings against those standards – what G-RAP was intended to be, and what it is now.

It also measured output against the overall purpose of the programme, thoroughly reviewing G-RAP's intent on increasing autonomy, building institutional capacity and creating political space among RAOs to promote pro-poor policies and monitor pro-poor governance.

Even though G-RAP procedures are still in a process of fine-tuning (e.g. donor harmonization), there is a general agreement among stakeholders that the Programme has been helpful to beneficiaries. The present positioning of G-RAP, however, tends to shift the priorities of the beneficiaries rather than enforce them. Among its numerous recommendations, the MTR proposes a degree of repositioning of the programme to enable it to fully test the underlying philosophy over the remaining months of its first phase development. Find the full text of the MTR Aide Memoir in Annex 7.

The full report of the review is available at www.g-rap.org

4. Lessons Learned and Issues Requiring Attention

4.1 Programme Governance

Among the processes requiring prolonged attention is the Governance set-up of G-rap. The Programme is currently governed by two entities with different task areas:

There is the Funders' Committee representing the funding partners, taking decisions on the annual grant making envelop, on the selection of grantees and in the setting of benchmarks. The challenges of the pooling principle (see below) have drawn the attention away from the strategic level to solve pooling issues at the administrative level. It is expected that in the course of 2007 the Committee will refocus on its initial task area.

The second entity is the 5-member Advisory Board, which advises on the broader strategic focus of the Programme, e.g. criteria and conditions for awarding grants. The major challenges facing the Advisory Board in the performance of its functions over the period has not only been the engagement of its ex-officio membership from Parliament, but also the amount of time the members have to invest to steer this innovative Programme on a sustainable course. Committed participation by its mixed membership remains a challenge in view of the high demand the members experience from their various functions. This is the disadvantage of engaging experienced, high profile, personalities for leading development initiatives. It is expected that the period of consolidation of the Programme will see an engagement closer to the initial idea: two to four meetings per year for steering the Programme in its broader sense.

The Mid-Term Review has put forward some recommendations towards simplification of the governance set-up. The ideas put forward are interesting, though maybe not always realistic for the same reasons as presented in the preceding paragraph. In 2007 an inter-stakeholder dialogue will undoubtedly treat these ideas and issues.

4.2 Pooled Funding

Of all the challenges to pooled funding, inter-donor administrative harmonization has proven to be the most daunting and has dominated relations between the grantee and the grant making institution. The pooling of funds may be laudable and worth each player's time and initiative to fine-tune the approach and make the Paris Declaration³ work in practice. In the first instance, however, administrative hurdles may make it more time consuming compared to other forms of financing. Participating donors really have to break away from the specifics and particulars of their individual requirements; otherwise the transaction costs from an accumulation of overlapping requirements and obligations renders the pooled funding instrument unattractive.

³The Paris Declaration, commits over 100 countries and organisations to increase efforts in harmonisation, alignment and managing aid for results with a set of monitorable actions and indicators. http://www.oecd.org/document/18/0,2340,en_2649_3236398_35401554_1_1_1_1,00.html

The problems mentioned above initially affected the systems of G-rap, creating an impression that the Programme was being micro-managed.

The mid-term review now allows the Programme to move beyond this image and towards the original concept and intentions for setting up G-rap: creating a reliable core funding base and thus allowing for programming autonomy, niche development and continuity for established think-tanks and lobby institutions.

A shift from the current quarterly financial reporting to a bi-annual rhythm and the alignment of the grant cycle to the calendar year rhythm are among the administrative improvements suggested to the donor group. Decisions are expected within the first quarter of 2007.

Now that the Programme is fully operational its stakeholders have had the opportunity to refocus on content, strategy and longer-term processes. Processes such as ownership, governance and strategic steering of the pooled funds, however, will need more time to further mature in order to consolidate. The process of maturing should have advanced sufficiently by the end of 2007, so that from 2008 onwards the pooling set-up can fully consolidate before entering the second phase of G-rap, ideally starting from 2009 onwards.

4.3 Grant-Making Resources

As indicated in earlier reports, the RAO response to the first G-rap call in 2004 was higher than expected. All reserves initially projected for a period of five years were allocated to organisations within a three-year envelope. The second call for grant year 2006-2007 has depleted the last reserves. A proposal to replenish and boost the grant to cover calls in 2007 will be submitted by PMT to the donor group in January 2007.

It is clear that the Programme can expect its Grantee population to grow, albeit gradually. Moreover, some of the current Grantees could do with substantially larger budgets in relation to the size of the organisation to support around 25-40 percent of a Grantee's total annual budget as initially proposed for the G-rap concept. A boost of the available budget will be needed, preferably well beyond the current annual grant envelope of US\$2.2 m.

Although impacts of the G-rap already seem to be emerging, the achievement of G-rap's overall goal merits a longer-term perspective. It is estimated that a grant making period of ten years would be needed in order to see true and lasting impact.

The prospect of new funding partners joining the pool may provide lessons for further developing the pooling principle. Due to procedural incompatibility, USAID and EU have not been able to join, though discussions are apparently ongoing in Brussels. Negotiations between the Funding Partners and the World Bank continued in 2006, but it appears to be too challenging for the WB to adhere to the pooling principle. The challenge is to successfully have the WB on board without creating further administrative burdens.

WB does not have a convincing track record of adapting its administrative and evaluative requirements when joining other donors in a pool; it is feared that it will be rather the other way around: others adhering to WB systems, which would be undesirable.

More detailed financial data can be found in Annex 3 of this report.

4.4 Outcome Monitoring

Research and advocacy delivered by RAOs needs monitoring for quality, efficiency and effectiveness. However, civic engagement in pro-poor policy lies more in the domain of long movements of behaviour and changes in the institutional landscape. The array of activities of RAOs - and the emerging and dissolving coalitions in a dynamic environment of a broad variety of stakeholders – does create its challenges for bench-marking or milestone setting as research and advocacy activities often form part of a wide range of simultaneous processes and activities all addressing policy and governance processes. G-rap's position as a core funding agency and not a projectised support provider makes such outcome monitoring even more challenging. In most cases it is rather unlikely to attest direct one-on-one outcomes of activity/product per grantee. Tendencies can be detected and monitored, but cannot really be weighted without the necessary time-depth related to the nature of the processes. During 2007, the PMT plan to commission a study on linkages between RAO programming and key policy processes like the MDDBS and GPRS. These form the base rock of pro-poor policy in Ghana.

Major changes in policy and governance processes are more realistically attributable when looking back over a period of five to ten years. In order to be able to look back - and to some extent assess in real time what is in motion - indirect monitoring techniques can help create insight and generate overviews for spotting change. Network Analysis is one such technique that can detect connectivity dynamics around policy themes and governance issues. A test example of a selection of baseline data can be accessed at www.mande.co.uk/CivicEngagementwithGPRS2.htm.

4.5 Capacity Development

After 18 months of ICB grants the RAO community has become sufficiently aware of Organisational Development (OD) processes to see the potential merits of such investments. This represents successful efforts at analysing and strengthening organisational systems and processes of RAOs. Divided over two grant years, G-rap financed a total number of 24 ICB grants with a budget of just over US\$ 300,000. The expectation is that RAOs will now start using their Core funding to finance a continuation of OD activities once the ICB grants have run out as the understanding has now grown that OD is not a one-off fix but an ongoing process.

Organisational efficiency, effectiveness and sustainability need recurrent attention and resources. The flexibility of core grants does ensure organisations have the resources to continue what was initiated with the use of ICB grants.

This period saw all but three RAOs engaged in implementing organisational development initiatives. It was soon appreciated that the level of ICB funding is often not adequate to address the more complex and often long standing internal issues. Approximately 50% of the ICB Grantees engaged third party OD practitioners, who charge commercial rates, which reduced the attainment of the ICB grant goals to some extent. The services of IBIS/SNV were generally appreciated but the present demand for their services exceeds supply.

More details on the ICB process and outcome can be found in Annex 4.

A logical complement to processes of organisational strengthening is a consecutive stage which addresses the broader environment the organisation operates; the phase of Institutional Development (ID). Developments at the organisational level could further expand and mature when succeeded by ID focused activities and investments. G-rap's ID resources are currently inadequate to allow for support in this domain. One option is to ring-fence a budget for meeting the expected growing demand for ID activities.

4.6 Communications

After two years of G-rap, its central hub position needs a boost in the approach to communications. Initially, instruments were developed along the line of upcoming needs with a rather ad-hoc conceptual process. The complexity of the multi-stakeholder environment of G-rap could do with a more sophisticated approach, meeting the diversity of targets. The challenge is to meet the potential hub role of G-rap (co-)servicing a multitude of communication lines, both at the horizontal level (e.g. groups of beneficiaries, of donors, of service providers) as in the vertical dimension, linking sub-regional and national actors with district level and grass-roots actors and linking civic engagement in Ghana at the international level.

An example of new vertical linkage networks is the Growth and Poverty Forum (GPF), an NGO-RAO driven initiative uniting CBOs, local NGOs, RAOs and I-NGOs in monitoring the GPRS. Another example is the network of "Sister Funds" aiming at data exchange of grant-making institutes targeting different strata of beneficiaries. The planned joint web-hosted database of the Sister Funds beneficiaries will provide access for the beneficiaries themselves for liaison and coalition building purposes. Furthermore it provides a collection of data for network analysis and other types of research.

Other issues in G-rap communications are public image, media contacts, production of more video material for historical memory, the communication channels and styles, knowledge management and information transfer.

The latter focuses on the format of newsletters or e-bulletins and the continual upgrading of the website function.

The problem of a growing information overload via the internet should inform future development of tools and channels.

In order to play the role of hub, a direct stakeholder survey and public relations analysis should boost the awareness of PMT on how to better approach that role with what tools. It is considered that professional advice would assist in developing a phased communication strategy for the implementation as well as for a modus to stay abreast with changing circumstances and/or demands.

5. Planned Activities for January to August 2007

The mandate of management consortium LTS International – E&Y Ghana ends on August 31st, 2007. A decision is expected from the Donor Group on the approach to be used for extending phase 1 to its planned five year time span.

It is expected that the follow-up of the Mid-Term Review will take the stakeholder dialogue well into the second half of 2007 on some points, such as the governance set-up of G-rap. Also the MTR suggestion to facilitate a Small Projects Facility (SPF) may need a dialogue and maturing of concept that extends further into the year. A review of systems and logical framework, however, and the amendment of contracts and reporting formats should be concluded well before the mid-year.

The year 2007 will most probably not yet see a call for expressions of interest from new aspiring grantees. Synchronisation of the grant cycle with the calendar year will most probably see new grantees entering in the course of 2008. Decisions on these points are expected to be taken in the first trimester of 2007.

Activities planned for the period up to end of August are:

5.1 Communication strategy survey

Communications consultants of Stratcomm-Africa have been selected to conduct an inter-stakeholder survey and help set the outlines of a communication strategy for G-rap. The survey may take place over a period of two months (March-April) and the expected outcome is a set of guiding principles for G-rap communications as well as a number of practical guidelines for further enhancing the communication set-up and its toolkit. As the Programme is still in a dynamic phase, engaged in the process of incorporating the findings of the mid-term Review, a full communication strategy could better be developed at a later stage.

5.2 Gender mainstreaming of G-rap

On the basis of the findings in the report of Dr Agnes Apusigah, the Gender Steering Committee will recruit a Gender Specialist (February) to coordinate the identified Plan of Action (March-August). It is expected that in the course of March a series of Action-Learning sessions will start with participation of representatives of all grantees as well as PMT. A Gender Policy document and a review of the G-rap systems will be part and products of the process. Planning of this phase extends up to August 2007.

5.3 Capacity Development

The Mid-Term Review strongly recommended a phasing out of the current delivery of capacity development through ICB Grants. PMT expects the phasing-out to be concluding in June. Meanwhile, in the first half of 2007 inter-stakeholder discussions will determine how capacity development will further evolve around G-rap. Most likely, existing beneficiaries will use their Core Grant resources to continue with processes incited.

Whether the Small Projects Facility will play a role in agenda setting for institutional development remains to be seen. Meanwhile, UNDP is in the process of launching a CSO Resource Centre aiming at capacity development of civil society. Also the EU looks at strategies for CS strengthening in the framework of the 10th EDF funding line (for the period 2008-20013).

5.4 Thematic RAO outcome analysis

The bi-annual RAO Narrative Report Compilations (see: www.g-rap.org) always provide a rich body of data of RAO activities, it is felt that an analysis of programme activities of RAOs against the background of larger policy and governance frameworks can be very crucial for impact assessment and hence strategy development. The MDGs and GPRS-II form the most obvious frameworks and it will be quite instructive to see the gaps and overlaps between this and the outputs from RAOs: it is where there is discrepancy between donor and/or GoG priorities, and where the more independent civil society lays its priorities for research and advocacy that we may learn for future pro-poor policy setting and implementation. Such assessments will not only inform policy makers but also give more exposure to the work of RAOs in Ghana.

5.5 RAO knowledge base (K-base)

In 2006 an inventory of publications and other products by RAOs and RAO staff has been put together. As most publications are not available online or in electronic copy, G-rap commissioned a consultant to make a selection for an anthology of publications. Of all selected publications a brief resume has been prepared for insertion into an electronic knowledge base (K-base); in 2007 the K-base will be fed back to RAOs for comments and additions. The idea is to present the K-base to relevant committees of Parliament and to make the resumes and contact information accessible via the internet for search and research.

5.6 RAO Convention 2007

The 2005 and 2006 Conventions were very successful in providing a platform for discussions around selected themes. The two-day events formed an excellent occasion for exposing RAOs to a larger public.

It is expected that also in 2007 the RAO community will bring hands together to organise the 3rd RAO Convention. A date has not yet been set and the theme will be determined at a later date.

5.7 Training and learning events

At the request of RAOs, a number of domains for learning have been identified. Some of these will be hard to meet, such as the broad area of 'writing skills', which will most probably better be arranged on an individual basis.

The following learning events have been planned for the first two quarters:

5.8 Project Management Training

A training by Mr Joshua Odai of Merrja Technologies has been planned for 5 days in January with approx. 25 participants; the training intends to provide a broad base in the principles and instruments of management for non-profit institutions; most managing personnel in RAOs has no management background.

5.9 Training in Financial Management

As in January 2006, Ernst & Young colleagues plan to organise training in the principles of Core Grant financial reporting and related topics. Target group will be the financial and administrative staff of the grantees. As the reporting rhythm is expected to change to a bi-annual cycle (was quarterly), there will now be sufficient time for more on-the-job coaching, but also for training in group settings.

5.10 Workshop M&E

Both in 2005 and in 2006 workshops were organised for RAOs. Those events focused more on the challenges of monitoring research and advocacy in the policy domain. Reporting formats were explained and tested, and the principles of network analysis and most significant change monitoring were illustrated.

In 2007, the challenges to be addressed may be more in the domain of evaluation and advocacy on policy processes and policy outcomes. An external consultant has been contacted; the approach will need to be determined together with the target group, as most RAOs already have established M&E toolkits and instruments.

5.11 Workshop Leading Change Processes

Leadership and leading processes of change are aspects of development that are now rapidly becoming in vogue. When looking at the goal and purpose of the Programme, one expects leading to be a primary topic for those active in the policy domain. G-rap will see whether there is sufficient interest among its target group and whether there are resource persons in Ghana to deliver such inputs.

ANNEX 1: Events Log

G-RAP Process and Events Log 2006	
Date	Activities
	Governance (Donor Group, FC, AB, PMT, LTS)
06/02	PMT meeting with FC (at CIDA-PSU: APR process; FC contact person; PRSTF)
16/02	Donor Group internal meeting for G-RAP harmonisation
10/04	FC & AB & PMT preparatory meeting on 2006 selection process
03/05	AB meeting (APR; \$400,000 threshold dropped; de-linking research and advocacy confirmed)
30/05	G-RAP video interview with parting FC member David Kuijper (recording institutional memory)
19/05	FC-PMT work session at RNE (way forward, facilitated by Daniel Arghiros)
20/06 & 05/09	PMT meets informally with members of AB for brainstorm sessions
11/07	FC & AB & PMT meet over TOR of Mid-Term Review (MTR) (last meeting with David Kuijper)
21/07	Paddy Abbot (new G-rap Programme Director at LTS) meets with DFID-Ghana
25/07 & 14/12	PMT-TL meets with DFID (Budali) for regular updates
31/10	AB meeting on MTR at G-rap (first meeting with Mike Hammond); Paddy Abbot (LTS) observer
02-04/11	Paddy Abbot (LTS) meets with DFID, RNE, (and with CARE and SNV)
	Mid Term Review (MTR) by David Brown of ODI and Nicholas Atampugre of CARORA Consult)
02-17/10	Meetings MTR with FC, AB, RAO reps and PMT members
13/10 & 18/10	MTR debriefings with FC
16/10 & 17/10	MTR debriefing with PMT and with RAOs at ILGS
26/10	PMT/TL meets on MTR with DFID (Budali & Jake)
07/12	Presentation of MTR draft report for comments (14/12 submitted)
	Audit G-RAP
April-May	Financial audit of G-rap 2004-2005 by Panel Kerr Forster (PKF)
16/06	PKF report submitted and disseminated to G-RAP donors and World Bank
Dec	Commissioning of audit 2005-2006
	Grant selection process and (re-)assessments
13/03	Call for Expressions of Interest (EOI) for Round #2 announced in the media
27/03-24/05	Short-listing (14 out of 53) , self-(re-)assessments, submission of advice to FC
07/06	Selection Round #2: 9 RAOs selected for one-year grants; prolongation of all 9 multi-annual Core Grants; 11 Capacity Building Grants (for old and new Grantees)
July	Disbursements Grants 2006-Q3 (2006-2007 Grant year)
01/10-31/12	Shortfall of funds for Grant disbursement 2006-Q4
	Grant making resources
02/02-19/12	Discussions about World Bank disbursing a PRSTF Grant to G-RAP continued (no solution so far)
02/02	PRSTF meeting with WB-Ghana Finance Specialist at Attorney General's office
23/02	PMT meets DFID: FC will allow PRSTF Grant for G-RAP only when pooled
07/03	FC-PMT meeting on PRSTF; hesitation FC on administrative implications
05/04	Phone conference on PRSTF between FC and WB (Washington and Ghana)
19/07	Meeting of DFID and WB administrators with PMT on PRSTF
21/09	PMT meets with FC on PRSTF at DANIDA (WB absent)
06/10	PMT submits outline set-up for PRSTF to DFID (Jake)

ANNEX 1: Events Log

G-RAP Process and Events Log 2006	
Date	Activities
	Engendering
24/03	Draft report of gender analysis G-RAP submitted for comments
02/05	Gender analysis report accepted by FC; disseminated to stakeholders
21/07	Gender meeting at CIDA-PSU
17/08	Gender report feed-back session to RAOs by Dr Apusigah at SNV
Aug-Dec	Formation inter-stakeholder Gender Steering Committee (GSC), action plan and budget prepared
	Institutional environment
25/01	M&E Network Analysis meeting with 'Sister Funds' and Rick Davies (RAVI, BUSAC, IBIS, GAIT)
23/02 & 06/07	RAVI Steering Committee meetings (TL participation)
4/5 & 6/7 & 6/10	Sister Funds meetings (presentations; data sharing format)
05/07	Meeting with 12 Ghana M&E specialists for establishing Ghana M&E virtual network
Oct-Nov	PMT meets with CPC and parliamentary services on RAO products presentation to Parliament
11-12/10	2006 RAO Convention at M-Plaza, Accra (+/- 100 participants)
20/12	End of year informal meeting RAVI and G-rap teams
	Learning Events and M&E events
20/01	PMT workshop with RAO financial managers;
24/01 & 26/01	M&E Network Analysis and MSC workshops for RAOs with Rick Davies
25/01	M&E Network meeting with 'Sister Funds' by Rick Davies (RAVI, BUSAC, IBIS, GAIT)
21/03	M&E report January mission submitted to FC
04/05	Network baseline survey on test site; link to test site submitted to donors
04/07	M&E workshop on narrative reporting for RAOs
05/07	Presentation of M&E approaches to the donor group
	Institutional Capacity Building (ICB)
	See Interim Report Annex 4
	Communication (website user statistics website hits: www.g-rap.org/statistik/www.g-rap.org/)
16/03 & 21/07	G-rap Newsletters 5 and 6 disseminated
May-June	Restricted call for G-RAP multi-stakeholder communication strategy; TOR prepared
Aug-Oct	PMT meets with Stratcomm on communication strategy (postponed for MTR process)
	PMT management
24/12-06/01	Moving of G-RAP office from East Cantonments to North Ridge
17/03	Paddy Abbot replaces Alex Forbes at LTS as the G-RAP Programme Director
29/05-02/06	Paddy Abbot meets FC, PMT, E&Y, and RAOs (IDEG, CEPA, ISODEC, ABANTU)
01/06	Taking office of PMT secretary Diana Odama
14/07 & 17/09	Internal team capacity enhancement sessions PMT (21/07-27/07 sessions with Paddy Abbot)
30/10-03/11	Paddy Abbot in Ghana for MTR follow-up preparations
06/11-13/12	5 work meetings with SNV process consultant on review of G-rap grant making systems
19/12	Planning of 2007 Jan-Aug programme (31/08/07: end of PMT's current mandate period)

ANNEX 2: Progress against Logical Framework in 2006

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PROGRESS ON G-RAP OBJECTIVES		
Indicators		Observations
1. RAOs that have been given access to G-RAP capacity building grants are able to gain better access to funding	<ol style="list-style-type: none"> 1. # of RAOs gaining access to core funding increases 2. # of RAOs gaining access to funding from new sources increases 3. # of RAOs gaining access to increased funding from their existing sources increases 	<p>1. In 2006, 5 grantees formerly receiving ICB and/or TA Grants became eligible for Core support. The number of Core Grants went up from 9 to 14.</p> <p>2 & 3. See annex 3: Financial Overviews</p>
2. RAOs are more able to attract, retain, motivate and develop capable staff	<ol style="list-style-type: none"> 1. Progressive improvements of professional competence of researchers hired by RAOs 2. Improved performance of existing staff 3. Mean duration of vacancies declines over time 4. Sick leave rates decline 5. Length staff contracts grows 6. Gender balance of staff improves 	<p>1-5. In 2005 Grantees reported important recruitments and improved contract conditions, including training schemes. In 2006 we see a general picture of consolidation in staff retention. New (or the upgraded) Core Grantees now also report on recruitment of management and programme staff. Improvement in HR systems and delivery of internal training programs is reported by approximately half of the grantees.</p> <p>The importance of competitive incentive packages remains an issue for some organisations. Competitiveness of incentive packages of multi-lateral and other donor institutions and also from the I-NGOs is felt.</p> <p>Detailed data on points 2, 3, 4, 5 are not being collected.</p> <p>6. Gender report findings form the basis for a programmatic capacity development approach for Grantees and PMT.</p>

ANNEX 2: Progress against Logical Framework in 2006,

<p>3. RAOs generate high quality evidence-based research based on robust primary sources</p>	<p>1. Peer Review assessments improvement over time</p> <p>2. RAO references cited in</p> <ul style="list-style-type: none"> • government and parliament policy documents • donors and civil society in their dialogue with GoG <p>3. Publications gender sensitive</p>	<p>1. Collaborative research may still be a sensitive issue, due to competition for funds and for staff. Peer review processes are rather ambitious at this point in time, even when cooperation between RAOs grows.</p> <p>2. GoG publications tend not to state source information. G-rap has produced an anthology of (>100) RAO publications which could allow for a “top 20 publications” exercise as suggested in the July 2006 M&E Report. The anthology will improve international access to RAO publications, most of which are not (yet) available in electronic copy or on the internet.</p> <p>3. Gender analysis of RAO outputs will be part of the engendering programme in 2007.</p>
<p>4. RAOs package evidence based research and use it in targeted advocacy activities</p>	<p>1. Different messages are sent to different audiences. Not broadcast to all.</p> <p>2. Diversity of info products increases over time</p> <p>3. Timeliness improves</p> <p>4. Targeting differentiates by gender</p>	<p>1-2. A more comprehensive communication strategy input may be needed for most of the RAOs. In 2006, about 30% of the RAOs invested in structural ICT improvements.</p> <p>Consult and/or training for enhanced marketing strategies, branding, funding base development and publicity may have received limited attention during the past years of RAO projectised existence. We see only limited use of local radio.</p> <p>3. Core support in 6-monthly instalments (from 2007 onwards) improves autonomy and allows for better exploiting “advocacy windows”.</p> <p>4. In addition to the above, see Purpose 2.6</p>

ANNEX 2: Progress against Logical Framework in 2006,

<p>5 Improved cooperation between RAOs</p>	<ol style="list-style-type: none"> 1. More RAOs share a widening range of information with each other 2. # of joint funding proposals increases 3. # jointly managed advocacy campaigns increases 4. # of non-G-RAP funded RAOs included in above trends also increases 5. RAOs more engaged with gender focused RAOs and networks 	<p>1. The Baseline Survey Network Analysis shows connectedness, but not yet the quality behind it as time-depth is still too limited. In 2007, additional data collated from narrative reports, publications, campaigns and additional interviews will allow spotting tendencies.</p> <p>In any case, the density of contacts between RAOs has greatly boosted through G-rap, notably between RAOs that previously had no structural relations. RAO websites and the G-rap website facilitate access to information, both internally and for international research.</p> <p>2-4 Documentation in the course of being collected and collated, to be analysed in 2007.</p> <p>5. A small network of 'RAO gender link persons' connecting all G-rap funded RAOs has been agreed upon. An inter-RAO Gender Steering Committee has been established and an action plan projected for 2007.</p>
<p>6. RAOs build up a strategic set of relationships with CBOs.</p>	<ol style="list-style-type: none"> 1. # of partnerships between RAOs and CBOs increases – overall 2. New relationships are planned (not just happening) 3. Strategically irrelevant relationships with CBOs are ended. 4. Existing relationships are prioritised. and this informs allocation of RAO resources 5. RAO agendas encompass local and regional issues. Not just national level issues 6. Grassroots CSOs draw on RAO analysis for advocacy work 	<p>1-4 The indicators may be too detailed and ambitious to monitor on. Collaboration is multiple and is reported to have intensified; most successfully so around shared issues. Issue or region based networks involving RAOs may play a major role in vertical linking of RAOs (e.g. GPF, GIF, LOGNet, NETRIGHT and others). G-rap supports vertical and horizontal coalition building through its collaboration with six grant making units ('Sister Funds': G-rap, RAVI, GAIT, IBIS-CSF, BUSAC, CEF).</p> <p>5. The June 2006 selection approved three new RAOs that may play a strategic role in out-of-Accra linkages (ILGS – local governance; NGND – N. Ghana Network; CSPS – social research). Generally we note a growing tendency with more than 50% of the RAOs engaged in or linking up with regional and district level issue-based networks.</p> <p>6. Not enough significant evidence available at this date for analysis; tendencies visible (e.g. Women's Manifesto, 2007 planning of LOGNet, ILGS etc.).</p>

ANNEX 2: Progress against Logical Framework in 2006,

<p>7. RAOs build up a strategic set of relationships with government, parliament and MDDBS donors</p>	<ol style="list-style-type: none"> 1. # of partnerships between RAOs and government, parliament and MDDBS donors increases - overall 2. New relationships are planned (not just happening) 3. Existing relationships are prioritised, and this informs allocation of RAO resources 	<p>1-2. There is a remarkable tendency towards more formal settings e.g. through the Women's Manifesto and DV Bill, the GPRS-2 and MCA processes, the national budget statement and discussions, the Whistle-blower and Disability Bills, NYEP, Decentralisation and LAP programmes. The MDDBS process still provides little to no access for non-state actor participation.</p> <p>3. Tendencies are still young for sound analysis; in 2007 RAO programme outcomes will be analysed against frameworks such as GPRS.</p>
<p>8. The credibility and legitimacy of RAOs is improved, in the eyes of GoG and Ghana public</p>	<ol style="list-style-type: none"> 1. More RAO documents are referred to in GoG publications 2. GoG and parliament contract RAOs for their services 3. RAOs are increasingly invited to debate policy issues on radio and TV 	<p>1. There is clearly a more substantive and growing collaboration among RAOs in the GPRS-2 process; the 2006 and 2007 national budget discussions did not really provide enough time, yet joint CSO/RAO contributions did find more space than ever before. In general, RAOs report on important improvements and a continued process of GoG opening up to non-state actor inputs. Some RAOs contributed to the international reputation of Ghana and Ghana CS through contributions to international events.</p> <p>2. Tendencies towards more institutional settings are visible, but remain for many RAOs dependent on political opportunity for GoG and the personal networks of RAO CEOs.</p> <p>3. Data on radio and television appearances have not been collected.</p>
<p>9. RAO autonomy is not undermined through participation in G-RAP</p>	<ol style="list-style-type: none"> 1. RAOs are able to criticise G-RAP, and its funding partners 2. Diversity is maintained in RAO research & advocacy agendas 3. Diversity in funding sources is maintained (Purpose 1) 	<p>1. G-rap and donors always enjoyed a critical attitude from the beneficiaries; it is generally constructive and the interstakeholder dialogue has well settled; the G-rap governance set-up remains an area to further develop through dialogue (2007-2008).</p> <p>2. After an initial year of internal investment and strengthening, the core support to RAOs now appears to lead to a broader programmatic diversification of topics and issues addressed. The number of themes and coalitions is impressive. There will be commissioned a study into RAO outcome against broader frameworks in 2007.</p> <p>3. Analysis in progress (see annex 3); cf. Annex 3, Financial Overviews</p>

ANNEX 2: Progress against Logical Framework in 2006,

PROGRESS ON G-RAP / PMT OUTPUTS		
	Indicators	Observations
1. G-RAP provides RAO donors with an attractive multi-donor funding mechanism which improves aid delivery	1. Existing donors fulfil initial commitments 2. Number of participating donors increases over time 3. G-RAP % management overheads are less than (a) direct funding by donors, (b) comparable multi-donor funding mechanisms	1. Total G-rap grant making budget has been allocated (in 3 instead of 5 years). Systems have been gradually simplified and now work smoothly. 2. Both donors and MTR advised not to extend the donor group until the MTR findings and recommendations are discussed, settled and/or implemented. 3. See pie and pillar diagrams in annex 3 The current grant envelop is relatively modest when held against the total cost of design, inception and management. As a result, the overhead ratio is still somewhat high. It is expected that the annual grant envelop will gradually grow to approximately double the current size, with overheads remaining the same of slightly lower.
2. G-RAP provides Core Funding to RAOs for three to five year periods	1. G-RAP provide at least \$75,000 per year per RAO, to at least 5 RAOs per year, for at least 3 years 2. These target will be revised, as donor funding increases	1. At the first call 9 multi-annual Core Grants have been approved; at the second call an additional 6 Core Grants have been approved; the latter are one-year grants because of G-rap's current lack of sufficient funds. 2. N/A; note that in 2007 G-rap will align its grant cycle to the calendar year (now July to June) to better suit grantee's annual planning rhythms (all plan on a calendar year cycle).
3. G-RAP provides Once-Off grants to RAOs to enable them to become eligible for core funding	1. G-RAP provide between 10% - 15% of total grant value to emerging RAOs each year. 2. This target will be revised, as donor funding increases	The figures for 2006-2007 grants shows a lower percentage: - Multi-annual Core: USD 1,580,000 (p/a) - One-year Core: USD 525,000 - Once-off TA Grants: USD 140,000 (+/- 6 % total grant volume) Note that some of the one-year core grants target emerging RAOs.

ANNEX 2: Progress against Logical Framework in 2006,

<p>4. G-RAP provides Capacity Building Grants to RAOs</p>	<p>1. G-RAP provides 5% to 15% of the total annual grants budget for Capacity Building Grants 2. This target will be revised, as donor funding increases</p>	<p>1. Total Core + TA Grant volume 2006-2007: USD 2,245,000 Total ICB Grant volume 2006-2007: USD 200,000 (+/- 8,3 % of total) 2. The MTR advises to phase out all TA/Project Grants and capacity development grants and to have G-rap focus exclusively on the provision of Core Grants.</p>
<p>5. G-RAP provides on-demand technical assistance to RAOs</p>	<p>1. G-RAP provides a maximum of 10% of PMT technical staff time to RAOs on demand</p>	<p>See also annexed ICB report. Technical staff investment has been higher during the inception phase, but goes down now that G-rap systems have become familiar to most grantees.</p>
<p>6. G-RAP provides capacity building to RAOs through third parties</p>	<p>1. Minimum 10 days and max. of 25 days per RAO, per 1 year grant. 2. Completion of OD plan. The above to be provided to at least 12 for Year1 RAOs 3. This target will be revised, as donor funding increases</p>	<p>1. All 12 Round 1 ICB Grantees undertook OD assessments of which 9 spent their allocated funds on implementation. 1 Grantee withdrew. Round 2 counted 12 ICB Grants, now in course of OD assessments. 2. 12 RAOs have completed their OD plan. For more details, see Annex 4: ICB Interim Report</p>
<p>7. G-RAP promotes and facilitates relationships between RAOs and other stakeholders</p>	<p>1. Feedback of survey findings to RAOs (+ # participants in survey) 2. Number and scale of collective events aided by G-RAP</p>	<p>1-2. Where and when solicited, G-rap provides assistance. Apart from the RAO Conventions and interstakeholder dialogue meetings around the further refinement of the G-rap concept, such specific demands are rare. Training and learning events organised by G-rap do provide settings for meeting and networking. Most networking appears to be financed on the basis of Core Grants or other funding sources.</p>
<p>8. G-RAP publicly communicates G-RAP's objectives, achievements, information resources, issues, participating stakeholders, etc</p>	<p>1. # of Ghanaian and international members of emailing list continues to grow 2. # of copies of Newsletter distributed to RAOs, INGOs, donors, parliamentarians and others.</p>	<p>1. The website is the primary instrument for information, with a doubling of visitors in one year's time from 600 to 1200/month. The content of the site is still too limited to justify automated emailing lists (the finalisation of the RAO knowledge base has been delayed); the site needs a thorough review on the basis of MTR outcome. 2. The first Newsletter in October 2004 was sent to 70 addresses. Number five of July 2006 reached more than 150 stakeholder addressees. The format may need revision on the basis of a communication survey (planned for 2006; due to the MTR process now in 2007).</p>

ANNEX 3: Fund Financial Details

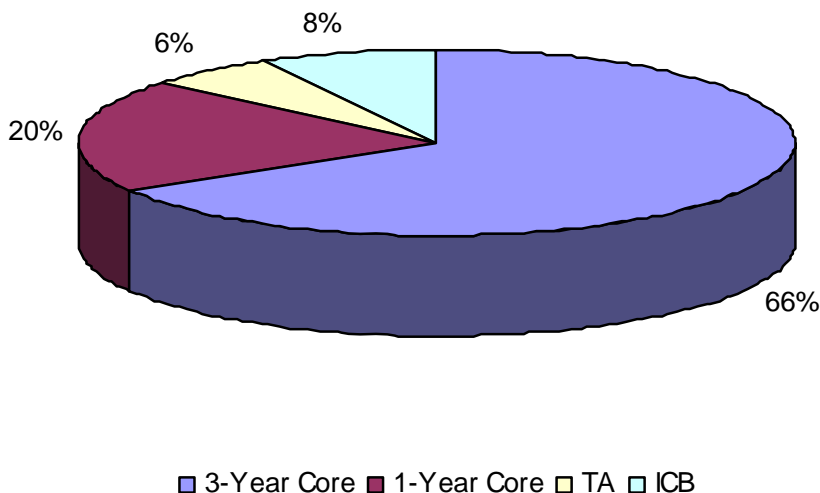
DISBURSEMENTS TO GRANTEES

At the beginning of the 2006/2007 grant year, a total amount of US\$2,445,000 was approved as disbursements to 18 organisations. This group comprises of 15 existing and 3 new grantees. As with the prior year, 9 of the grantees are multi-annual core grantees; the other 6 grantees received 1-year core grants. This group of 6 is made up of 5 grantees which were Technical Assistance (TA) grantees during the prior grant year and 1 new grantee. The remaining 3 grantees received Technical Assistance grants.

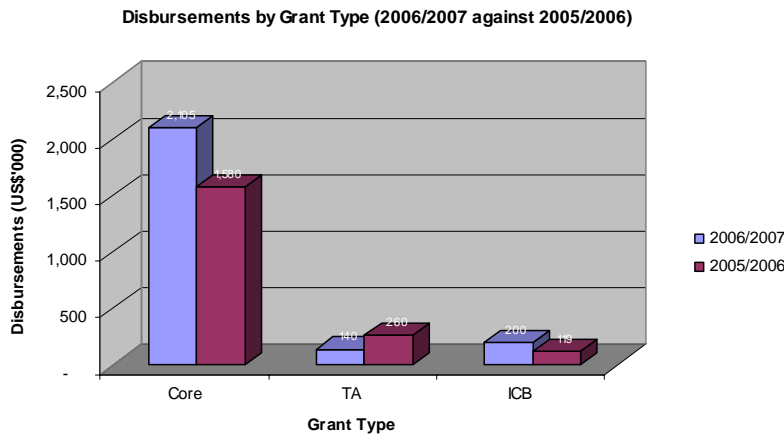
The amount approved for the 2006/2007 grant year represents an increase of about 25% over the previous year's total disbursements (US\$1,958,750) bringing total disbursements/approved grant disbursements since the inception of the programme to US\$4,403,750.

As shown in the chart, of the total approved disbursements for the 2006/2007 grant year, 66% has been allocated as disbursements to multi-annual core grantees (3-year core), 20% as disbursements to one-year core grantees, 8% as disbursements to Institutional Capacity Building (ICB) grantees and the remaining 6% as disbursements to Technical Assistance grantees. Analysis of the total disbursements to date for this grant year shows that as at March 30, 2007, approximately 78% of the grant amount had been disbursed leaving 22% un-disbursed, most of which relates to quarter 2, 2007 disbursements to grantees.

2006/2007 Disbursements by Grant Type (in percentages)

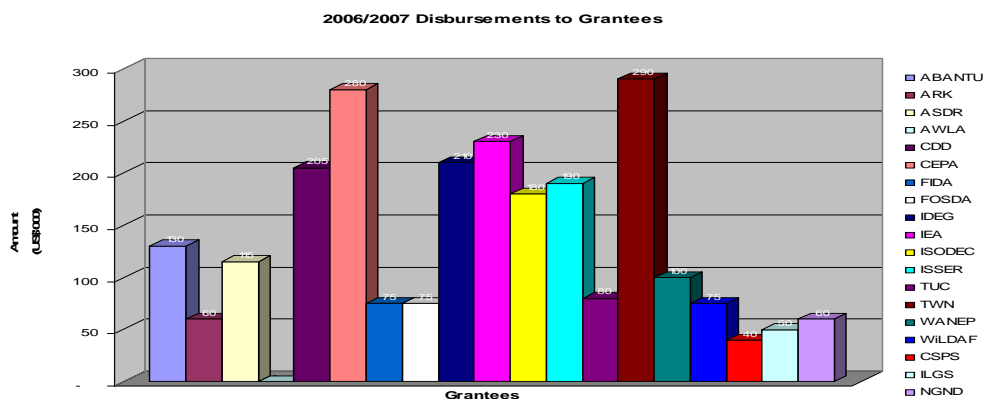


As shown in the chart below, a comparison of this year's disbursements by grant type to the prior year shows that there was an increase of about 33% in the amount allocated to core grantees (3-year and 1-year core grantees). There was however a reduction of about 46% in the amount allocated to TA grantees whilst disbursements to ICB grantees jumped from US\$119,000 to US\$200,000 representing an increase of about 68%.



Generally, the increase in disbursements could be attributed to two factors namely an increase in the number of grantees and the award of 1-year core grants to some of the existing grantees. The increase in disbursements to core grantees can be attributed to an increase in the approved amount to one of the grantees, particularly the approval of the 1-year core grants. The reduction in the approved amount for TA grantees on the other hand could be attributed to a strategic shift in focus from TA grant-making altogether to core grant-making. The ICB grant allocation however increased primarily due to a boost over and above the amount disbursed in the 2005/2006 grant year to some grantees to help them establish or strengthen the required systems, processes and structures needed to run their programmes.

Detailed analysis of the grant portfolio for the 2006/2007 grant year shows that 14 of the 18 grantees qualified for grants amounting to US\$75,000 and above. Indeed 10 of the grantees received grants amounting to US\$100,000 and above. This represents an improvement over the prior year during which only 11 out of 16 grantees received grants amounting to US\$75,000 and above.



FUNDING SOURCE ANALYSIS OF 9 MULTI-ANNUAL CORE GRANTEES

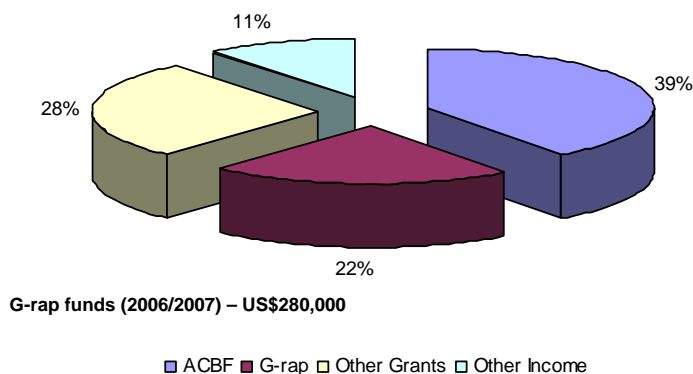
Information obtained from the 2006 Quarter-4 financial status reports revealed that the programmes and activities of core grantees were financed from funding sources ranging from 3 to 11 in number. Major proportion of the income came from institutional and bi-lateral donor sources. Furthermore, G-rap funding to 8 out of 9 core grantees accounted for between 9% and 22% of their total income. One grantee received an exceptional 69% share from G-rap due to hopefully temporary challenges in the funding base.

Specific details relating to funding sources of multi-annual core grantees are provided below. Data on 1-year core grantees will be provided in the G-rap 2007 Mid-Year Report, at the end of their first grant cycle.

Centre for Policy Analysis (CEPA)

Analysis of CEPA’s reporting on funding sources revealed that CEPA programmes and activities for the current period are being funded from 2 main sources and a number of smaller sources (details were not provided). The analysis shows that funding from ACBF represents 39% of CEPA’s total income and G-rap funds represent 22% of the total income. A number of smaller sized grants represent 28% of total income while other income represents 11% of the total including funds generated from internal activities. It is worth noting that, when compared with the prior year, the percentage of G-rap funds to total income for this year remained largely unchanged: 23% during the prior grant year and 22% this grant year.

Chart Showing CEPA's Funding Sources

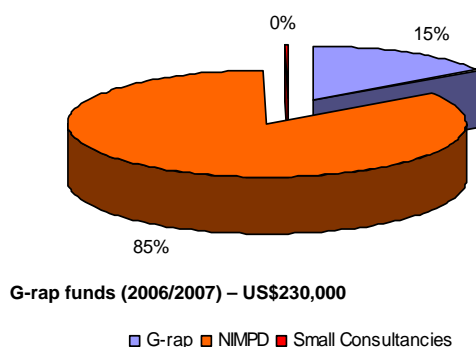


Institute of Economic Affairs (IEA)

IEA programmes and activities during the period were funded from 3 sources, namely Netherlands Institute for Multi-party Democracy (NIMD), G-rap and small consultancies. This represents a reduction in the number of fund sources from 4 during the previous grant period. Funding from NIMD is by far the largest fund source for IEA and represents about 85% of IEA’s total grant income. It should be noted, however, that IEA plays a relay role for NIMD funding in the West-African sub-region (details were not provided).

Funding from G-rap constitutes about 15% of IEA’s total income whereas income generated from various consultancy assignments constitutes less than 0.5%.

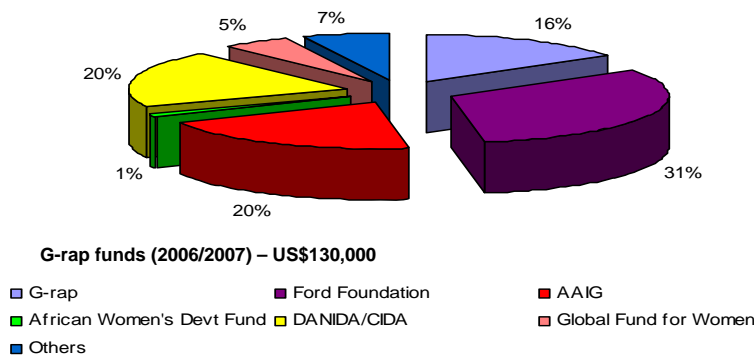
Chart Showing IEA's Funding Sources



ABANTU for Development (ABANTU)

ABANTU’s programmes and activities were funded from 7 sources. As compared to the prior year during which G-rap funds accounted for approximately 12% of total funds, during the current period, G-rap funds accounted for 16% of total funds which can attributed to an increase in G-rap funding to ABANTU. Analysis of funding sources for the period shows that as with the prior year, Ford Foundation contributed the highest source of funding to ABANTU with a contribution of approximately 31% of ABANTU’s total funds, followed by DANIDA-CIDA and ActionAid Ghana (each 20%).

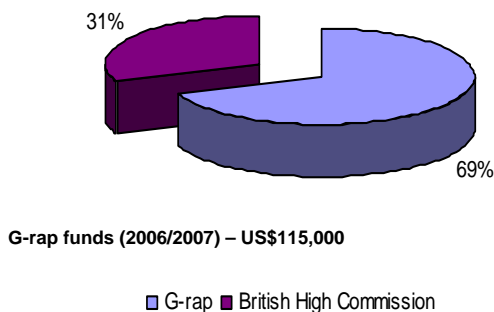
Chart Showing ABANTU's Funding Sources



African Security, Dialogue & Research (ASDR)

Analysis of ASDR’s funding sources over the period shows that ASDR programmes and activities are currently being funded from only 2 sources, namely G-rap and the British High Commission. This represents a decline in ASDR’s funding sources compared to the prior year during which ASDR’s activities were funded from 7 sources. Funding by G-rap is now the biggest source of funding and this represents 69% of ASDR’s total fund source.

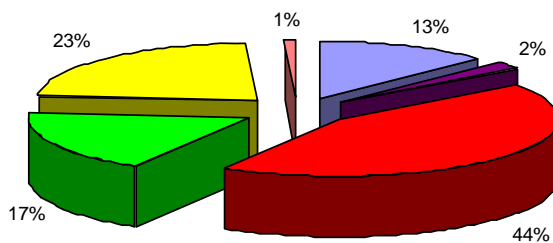
Chart Showing ASDR's Funding Sources



Centre for Democratic Development (CDD)

As with the prior year, more than 95% of CDD’s total funds were received from donor/institutional sources. Compared to the prior year during which G-rap funds accounted for about 19% of CDD’s total fund sources, G-rap funds accounted for approx. 13% during the period. This represents a percentage decline in G-rap funding to CDD’s total funds. This decline could be attributed to an increase in overall funding from sources other than G-rap. As shown in the chart, analysis of CDD’s funding sources shows that USAID made the highest contribution to total funds received by CDD. Funds generated from internal activities contributed 1% of CDD’s total funds and this represents the smallest source of income.

Chart Showing CDD’s Funding Sources



G-rap funds (2006/2007) – US\$205,000

■ G-rap ■ Friedrich Naumann Foundation ■ USAID ■ MSU ■ Other Grants ■ Other Income

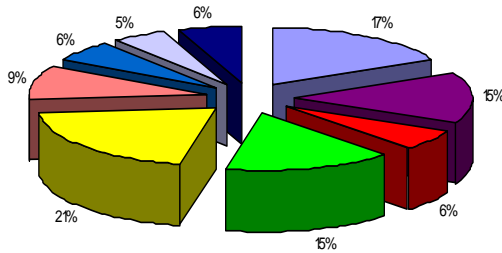
Integrated Social Development Institute (ISODEC)

ISODEC received funds from more than 7 sources during the period. Of the 7 sources, funds received from G-rap accounted for about 17% of ISODEC’s total funds. When compared with the prior year (G-rap funds – 32% of total funds), there was a reduction in the percentage of G-rap funds as against total funds. This percentage reduction could be attributed to an increase in the number of fund sources during the period. Further analysis of ISODEC’s fund sources shows that Christian Aid contributed the highest proportion (21%) of total funds received by ISODEC.

Apart from G-rap, other significant sources of funding during the period include Osiwa, Novib and UNDP.

Funds from these 5 sources account for approx. 77% of ISODEC's total income during the period.

Chart Showing ISODEC's Funding Sources



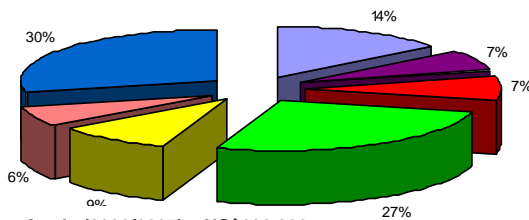
G-rap funds (2006/2007) – US\$180,000

- G-rap
- Osiwa
- Oxfam
- Novib
- Christian Aid
- UNDP
- Save the Children
- Dutch Government
- Others

Institute for Statistical, Social and Economic Research (ISSER)

ISSER obtained funding from 7 different sources in the 2006/2007 financial year compared to 9 sources in the prior financial year. In spite of this decrease in funding sources, funds from G-rap as a percentage of total funds decreased during the current period when compared with the prior period. G-rap funds account for approximately 14% of total funds during the period whereas G-rap funds accounted for about 17% of total funds during the prior year. This observation could be attributed to an overall increase in funding from existing fund sources especially the Government of Ghana which contributed approximately 30% of ISSER's total funds.

Chart Showing ISSER's Funding Sources



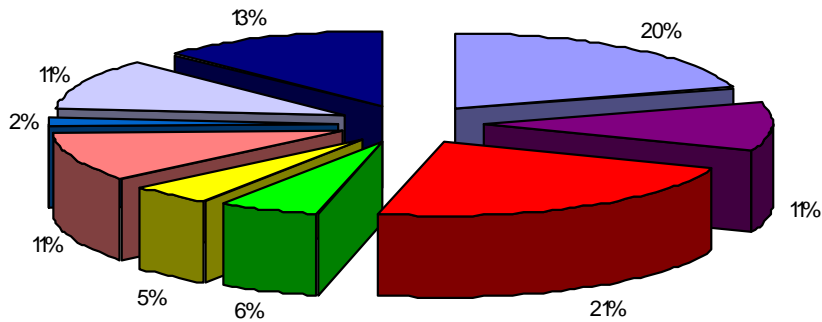
G-rap funds (2006/2007) – US\$190,000

- G-rap
- ISSER/Merchant Bank Lectures
- JSI-AYA Eva. Report
- ISSER/USAID Land Tenure Project
- Ford Foundation
- GLOWA-Volta Project
- GoG

Third World Network (TWN)

TWN obtained funding from 9 different sources in the 2006/2007 financial year compared to 7 sources in the prior year. Analysis of TWN’s funding sources shows that G-rap funds account for approximately 20% of the total funds received by TWN during the period. This represents a reduction in contribution made by G-rap funds to total funds. Generally, this observation could be attributed to the increase in the sources of funding during the period under review. Apart from G-rap, other sources of funding during the period were NOVIB, Ford Foundation, Development and Peace, Gender/GERA Programme, Oxfam, Interpares and Kairos. Other income contributes to about 13% of the total budget.

Chart Showing TWN's Funding Sources



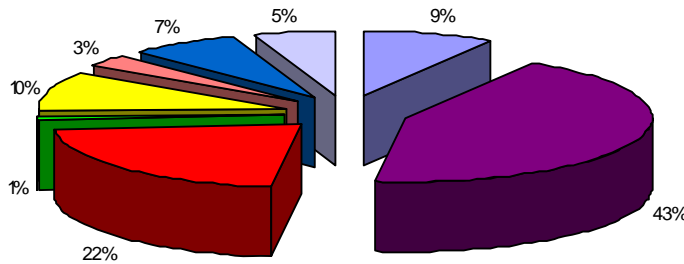
G-rap funds (2006/2007) – US\$290,000

- G-rap
- Development and Peace
- NOVIB
- Oxfam
- Interpares
- Ford Foundation
- Kairos
- Gender/GERA Programme
- Other Income

West Africa Network for Peace-building (WANEP)

During the period under review, G-rap funds received by WANEP accounted for about 9% of WANEP’s total fund sources. This represents an increase in G-rap’s contribution as compared to the prior period during which G-rap funds accounted for 7% of WANEP’s total funds. This observation could be attributed to two factors i.e. a slight reduction in total funds received and the relative increase in G-rap funding when compared to the prior period. As shown in the chart, funds from Capacity Building Program II made the greatest contribution (43%) to WANEP’s total funds. Funds from WANEP Strategic Plan 2006 also made a significant contribution (22%) to WANEP’s total fund source. Other significant sources of funds for WANEP during the period are Violence Free Elections in Togo, IBIS and UNDP.

Chart Showing WANEP’s Funding Sources



G-rap funds (2006/2007) – US\$100,000

- G-rap
- WANEP Strategic Plan 2006
- Violence Free Elections in Togo
- IBIS - Justice Lens & Human Rights
- Capacity Building Program II
- Liberia Dance Troupe
- Regional Security Training - UNDP
- Other Income

ANNEX 4: ICB Interim Report July 2005 – December 2006

Introduction

This brief interim report draws on the experience of implementing the Institutional Capacity Building (ICB) programme of G-RAP. Seventeen prominent Research and Advocacy Organisations (RAOs) in Ghana engaged in the process divided over two periods: Round 1 in 2005-2006 and Round 2 in 2006-2007. The focus of this interim evaluation report is on learning.

G-RAP's understanding of ICB was based upon the UNDP 1998 definition

“A concept which is broader than organisational development since it includes an emphasis on the overall system, environment or context within which individuals, organisations and societies operate and interact (and not simply a single organisation).”

An interim evaluation had originally been planned for September 2006. It was then decided to prepare it within the context of G-RAP's Mid Term Review findings. The MTR findings advocate that from July 2007 onwards, G-RAP should focus solely on core funding, thus making ICB demand driven rather than an independent grant facility. The rationale for this is that G-RAP's success or failure will rest on its impact in relation to the multi-donor budgetary support (MDBS) rather than upon Capacity Development.

Major findings

Most ICB interventions are having a **significant impact on the organisational lives of RAOs**. All Research & Advocacy Organisations (RAOs) who underwent the process found the intervention positive. A large percentage of ICB funding (53% in first round disbursements: 28% in second round) went into strategic formulation resulting in nine **strategies** for Round 1 and with three proposed for Round 2.

The ICB process facilitated the **access for smaller RAOs to Core funding**. This is particularly true of women rights and gender organisations.

The ICB focus on process helped promoting **inter-stakeholder dialogue** between RAOs, donors and PMT. RAOs felt they were in control of their OD processes. The general consensus was that, without the process emphasis of the ICB Grants, the PMT risked to have been viewed more as a donor gatekeeper rather than a facilitator of RAO-donor interchange.

Areas for improvement:

The initial ICB grant making was rushed and could better have been delayed for six months. An **ICB process inception period** would have allowed for greater sensitization of RAOs on organisational development and change processes. Using the knowledge base of stakeholders to improve the G-RAP capacity development concept before disbursement could have made a change, notably within the area of gender.

Larger size ICB Grants needed to be available for Organisational Development (OD). Despite the relatively low level of funding, OD activities achieved considerable outputs and outcomes. More resources would have allowed greater

progress to be made. Particularly in the larger institutions \$10,000 USD did not go far (e.g. CEPA, CDD, IEA and ISODEC).

Understanding and **practice of organisational learning** is not well-established within RAOs. In particular Leadership and Management competencies are low with RAOs focusing on their professional competencies. Learning cultures and systems are also not yet understood very well, with little or no planned organisational learning taking place amongst most RAOs.

Institutional Development (ID) never quite got off the ground. Most typical ID-activities will only start in 2007. RAO community wide initiatives are now planned around the engendering of G-RAP and the promotion of dialogue between RAOs and Parliament. Common training and development activities took place in 2005 and 2006, which indirectly promoted an enabling environment for networking, collaboration and activities in coalition settings. Also the two RAO Conventions in 2005 and 2006 had a positive impact on the RAO environment.

Only one RAO produced (of its own accord) an ICB workplan with a clear **gender objective**. While there is the risk of social engineering, more could have been done to promote gender as good practice. In 2007 this issue is being expected to improve when a comprehensive engendering process will be implemented.

Much ICB time was invested in G-RAP's establishment. Only 34% of the ICB Advisor's time was actually spent supporting direct ICB-related activities. When adding a reasonable average for overhead cost, this means that approximately 50% of the available TA days for capacity development days were spent on establishment processes. A devolved ICB budget for OD and ID activities would have allowed for a stronger capacity development focus and greater results.

The ICB programme housed with a grant making unit. Leading on from the previous point; if the programme had been separate from the PMT with its focus on the business processes of the fund (applications, reporting, financing etc) the ICB could have been better focused. Housing it in a separate institution would have provided support for the OD Advisor and allowed for greater creativity – particularly in terms of communication and ID activities.

Recommendations:

Donors consider supporting a **more independent** technical assistance/capacity development programme by housing it outside a typical grant making unit - preferably with a developmental partner. All stakeholders should consider ways of supporting **leadership development and management** development programmes. The former would be targeted at Executive Directors and Boards - the latter at Managers. A mechanism will be needed to **monitor effectiveness of Core funds for ICB** related activities. To manage fiduciary risk and to monitor effectiveness, systems need to be established to ensure OD support is of a sufficiently high quality to lead to quality outputs and outcomes.

Bullet point review of ICB activities from Sept. 2004 to Dec. 2006

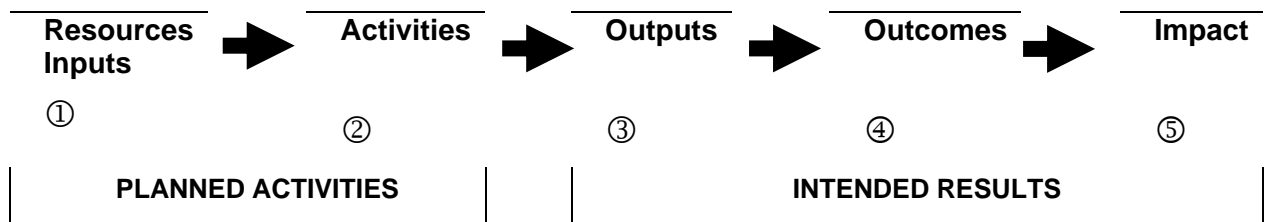
Overview

The Purpose is to evaluate the ICB programme, synthesising learning from both planned and unplanned activities in order to better inform stakeholders of future options surrounding ICB.

The Model used for the report is based on the five-step ‘Logic Model’. Figure 1 below portrays this from left to right, describing programme basics over time from planning through to results.

Within the G-RAP programme OD activities are viewed as activities internal to individual RAOs while ID activities are designed to cut across RAOs and promote networking, coalition building. ICB Grant activities are ongoing up to July 2007.

Figure 1



Analysis of Resources/Inputs

In terms of financial resources, Figure 2 presents a breakdown of the total financial inputs into the ICB programme up to the end of 2006.

Figure 2

	Costs in US\$
a. In total 34% of OD specialist was spent on direct ICB-related activities. This equates to 34% of £46,200 = £15,708 = US\$ 31,207	31,207
b. Overhead cost for ICB Grant programme delivery, 17 % estimation:	5,305
c. OD in-depth assessments by IBIS & SNV, process monitoring & admin:	10,018
d. ICB Grants allocated to RAOs (Round 1 & 2)	318,750
Total expenditure for ICB Programme over period up to December 2006	365,280

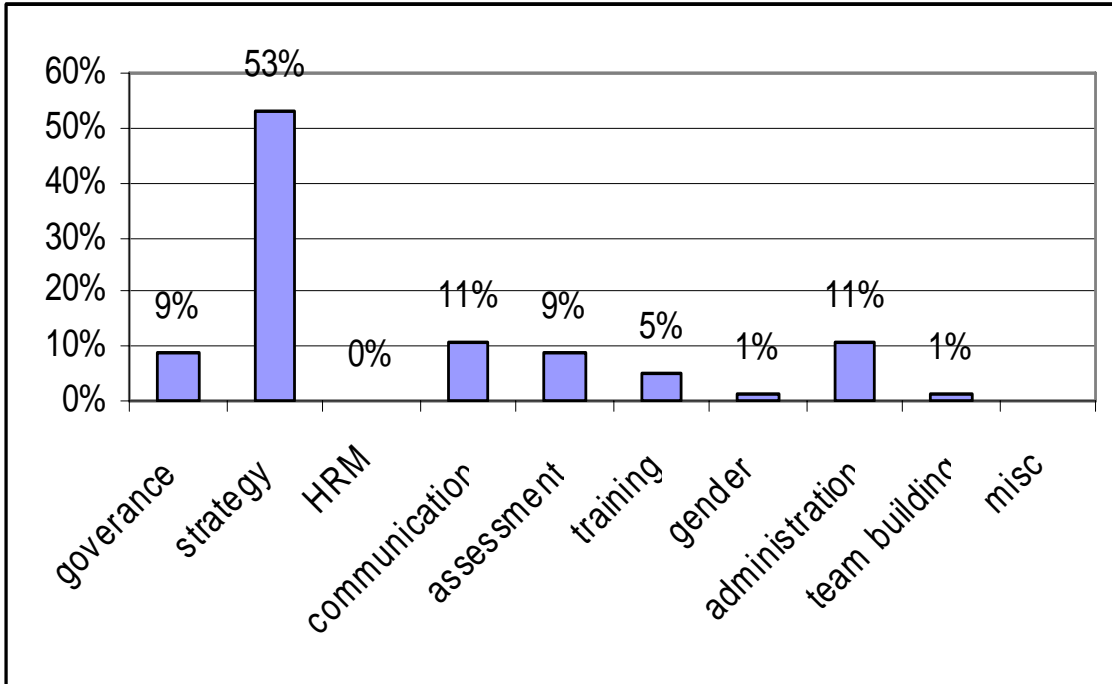
In-depth OD Assessments (for determining ICB priorities and costed Workplans) took on average three days, a cost of \$465 per RAO. Twelve RAOs underwent such an OD Assessment up to 31 December 2006. All RAOs chose to engage IBIS or SNV to assist in these assessments. The cost of implementing the resulting ICB Workplans was covered by the RAOs, using their ICB Grant.

Programme Activities

- All Round 1 RAOs when through a pre-selection self-assessment process in October 2004
- In January 2005, 13 ICB grants were approved – budget became available only in July 2005
- Between February 2005 and June 2006, all ICB grantees went through an in-depth OD assessment. All RAOs elected to do this with IBIS/SNV. The OD assessments resulted in all RAOs having a costed OD workplan which outlined the process that should be completed.
- For implementation of their workplans, RAOs choose which OD consultants they wish to use.
- In May 2006, all existing RAOs underwent a second self-assessment along with short-listed new applicants applying for the first time for G-RAP funding.
- Second round disbursement of ICB funding was again delayed for 6 months, to January 2007.

Figure 3

Analysis of Round 1 focus areas



Projected Round 2 focus areas

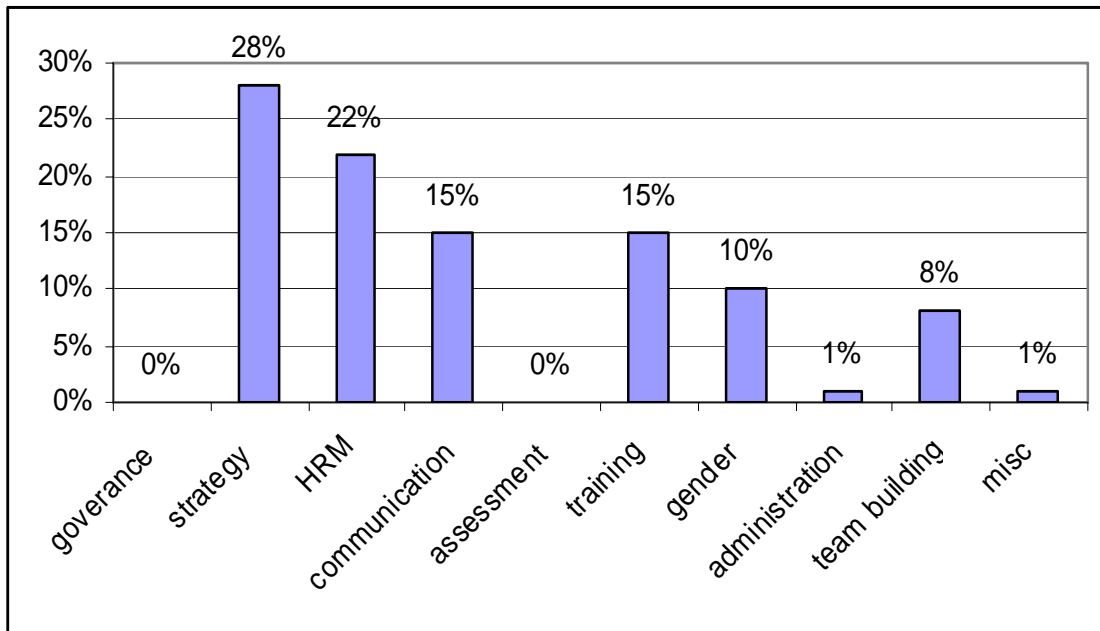


Table 1:

There are two areas of output: ICB Programme outputs and RAO ICB implementation outputs. This table outlines RAO Round 1 outputs along with intended RAO Round 2 outputs.

<u>ROUND 1: RAO ACTUAL OUTPUTS</u>	<u>ROUND 2: RAO PLANNED OUTPUTS</u>
<p><u>Governance</u> All RAOs who reviewed their strategy engaged their Boards in their processes</p>	
<p><u>Strategy</u> 9 RAOs produced strategic plans following an interactive participatory process with staff.</p>	<p>Three strategic plans are proposed One new office already opened and staffed 1 RAO engaged in executive coaching of ED</p>
<p><u>HRM</u> 2 RAOs updated their HRM systems 1 RAO engaged a senior economist</p>	<p>3 RAOs reviewing their HRM systems (IDEG, WiLDAF, ISODEC) Two new staff being engaged Review of evaluation and feedback systems Workshop on knowledge management -1 RAO Development of staff policies -1 RAO</p>
<p><u>Communication</u> 1 RAO engaged an ICT specialist to review its ICT structure and purchased hardware and fast internet access/charges for one year</p>	<p>Web site development by 1 RAO 1 RAO opened a Resource Centre and purchased hardware.</p>
<p><u>Assessment</u> In order to meet funding requirements of a donor, 1 RAO spent its total first round funding on a full OD assessment engaging SNV and KPMG</p>	
<p><u>Training</u> One RAO engaged in training (including Board training)</p>	<p>5 RAOs are planning training activities on diverse topics – customer care, planning, gender 3 RAOs propose various forms of Management Development. for staff – 2 are paying for OD development programme for Executive Directors while 1 RAO organises management training with British Council programme</p>
<p><u>Gender</u> 1RAO engaged in gender training of staff</p>	<p>1 RAO intends training all staff in gender issues</p>
<p>Administration 1 RAO reviews fin/admin systems</p>	<p>One RAO reviewing its documentation and filing systems</p>
<p><u>Team Development</u> Two team building events</p>	<p>1 RAO plans a team building event (39 staff). 1 RAO continues teambuilding (of Round 1).</p>
<p><u>Miscellaneous</u></p>	<p>M+E review by 2 RAOs Payment of professional dues for staff</p>

Details on outcomes, lessons learned and conclusions

Outcomes

Outcomes are the 'specific changes in behaviour, knowledge, skills, status and level of functioning' that arise from the outputs.

- RAOs were generally strengthened from the ICB process. Not only were RAOs more focused on their vision, strategic goals and objectives but in a few RAOs the strategy formulation has led to a complete re-evaluation of previous strategies. Additionally, RAOs have been strengthened through a greater emphasis on performance.
- RAOs – especially the Executive Directors – are generally more aware of the various issues within their organisations. This results, for instance, in more participative approaches to engaging staff.
- ICB focus on process also impacted upon the PMT's approach to RAOs and donors. It would have been more likely that the PMT would have adopted a donor gatekeeper role rather than a facilitative role.
- The programme will leave a legacy where all RAOs recognise the importance of gender, not only organisationally but also as part of their research work.
- ICT systems have been strengthened as a result of the initiative allowing greater internal and external communication between RAO and stakeholders. This is not only in terms of hard technological communication but also a greater emphasis on soft communication within RAOs such as meetings, internal information systems and communication between team members.
- Several RAOs identified the need for management training for key staff resulting in the general total management competence.

Lessons learned

A.

Perhaps the greatest lesson to be learned is the need not to rush into programme activities before taking time to ensure that certain foundations have been laid.

Critical points were:

- Little comprehensive understanding amongst stakeholders as to what ICB actually was.
- Need for ownership by RAOs of the ICB programme.
- Degree of consensus around the pre-selection self-assessment approach.
- Setting outcome and success criteria prior to the start of the ICB programme.
- Thorough gender discussion with RAOs and its implications for ICB programme.
- Strategic communication process.

B.

ICB is a process and fundamentally different from grant making. Separation of the two G-rap branches – grant making and capacity development - would have strengthened the ICB process.

Critical points were:

- The 'overhead' invested in launching the G-rap programme was considerable. The OD Advisor spent only 34% of his time directly on ICB delivery. Even when adding a sizable percentage for overheads, the loss in direct ICB delivery was too high.
- Insertion in a development organisation instead of with a grant making unit would have improved process focus and created considerable additional support.
- There would have been greater focus on OD process communications and ID section.
- A separate ICB unit would have resulted in less (grant related) administrative focus.
- There would have been a greater focus on learning for both donors and RAOs.
- A rigid logical framework is not appropriate for Capacity Development processes.

Conclusions

It is too early to say what the long term successes of the ICB programme are. There is every indication that solid foundations have been set on which the RAOs could further strengthen their functioning and effectiveness. A point of attention is that OD initiatives by themselves only go so far – they need to be complemented by ID activities. Until now, the ICB programme has invested too little time and resources to produce any significant ID output.

Key points are:

- In Ghana, capacity development would benefit from a debate amongst development practitioners on what role ID can play in supporting development initiatives.
- The ICB programme has facilitated access to Core funding for smaller RAOs – this includes the currently funded woman rights and gender based RAOs.
- In future, there needs to be a mechanism to monitor the efficiency and effectiveness of RAOs using Core funding for ICB related activities.
- Donors may consider establishing an autonomous Capacity Development programme to run alongside G-RAP targeting less developed RAOs or networks.

- To guarantee quality and value for money, the ICB process should be supported by a relevant professional development partner (e.g. IBIS or SNV).
- RAO assessments show considerable growth potential; there lies great potential in training and development at an individual, team and organisational level. In particular, there needs to be support to raise both leadership and management competence.

Note: A comprehensive final report on the total ICB delivery process, its outcomes and findings is planned to be produced at the end of the second ICB Grant cycle which ends in June 2007.

ANNEX 5: Participation in G-rap Learning Events 2006

Name	Financial Management	M & E Workshop	M&E Workshop	M&E Network	ICB workplan Review	
Date	20/01/2006	26/01/2006	07/04/2006	07/05/2006	05/09/2006	
Abantu	Kwaku Antwi-Boasiako		Kwaku Antwi-Boasiako	Kwaku Antwi-Boasiako	Kwaku Antwi-Boasiako	G-rap Grantees
ARK	Joseph Andoh		Joseph Andon	Joseph Andoh		
ASDR	Eric Akyeampong	Titi Ajayi Sam Amoo Maj Gen Coleman Emmanuel Sowatey				
AWLA						
CDD	Rahmat Ainoo		Peter Owusu-Boadi	Peter Owusu-Donkor		
CEPA	Linus A. Bomaba	Genevieve Eba-Polley				
CSPS			Dora A. Owusu	Dora A. Oweusu		
FIDA			Sandra Amankwa	Sandra Amankwa		
FOSDA	Yussif Abubakari	Yussif Abubuakari	Yussif Abubakari	Yussif Asubakari	Afi Yakubu & Rashid Yakubu	
IDEG	Stella Amegashie	Stella Amegashie	Stella Amegashie	Stella Amegashie	Stella Amegashie	
IEA	Christiana Pambo	Frances Gwira	Pius Awvagge	Pius Awvagge		
ILGS			Simon Borkor	Simon Bokor		
ISODEC	Gabriel Sosu	Betty Wood	Gabriel Sosu & Luke Atazona	Gaberial Sosu & Luke Atazona	Tay Awoosah Gabriel Sosu	
ISSER	Ophelia Ankrah	George Owusu	Robert Darko Osei	Robert Darko Osei		
Netright						
TUC	Isaac K. Yanney & Gabriel Donkoh		Ishaque Otoo	Ishaque Otoo		
TWN	Kwame Kuffour		Wiliam Osei	William Osei		
WANEP	Francis Darko Asare	Bijoue Togoh	Esther Gordon-Mensah	Esther Gurdon-Mensah		
WILDAF	Edward Adu & Solomon Anancy	Edward Adu	Edward Adu	Edward Adu	Edward Adu	
RAVI				Renee Kantelberg		
DFID				Daniel Arghiros & Budali Issahuku	Budali Issahaku	
Netherlands Embassy				Pauline Foli-Neefjes		
UNDP				Francis K. Azumah		
World Bank				Phillip Jespersen		

ANNEX 6: List of Participants 2006 RAO Convention

G-RAP Grantees		Media	
ABANTU	Kwaku Antwi-Boasiako	Adom FM	Isabella Gudi
ABANTU	Hamida Harrison	Atlantis Radio	Stephanie Mensah
ABANTU	Rose Mensah-Kutin	Chronicle	Nanor Daniel
ABANTU	Rhoda Panford	Daily Guide	Slyvanes Nana Kin
ARK	Angela D. Aboagye	Evening Tribune	Lydia Larbie
ASDR	Titi Ayayi	Evening Tribune	Theresa Osei-Bonsu
ASDR	Priscilla Vichas	GBC Radio	Ranborn Buvey
ASDR	Eric Akyeampong	Ghanaian DGA	Osman Abdel-Rahma
AWLA	Edna Kuma	Ghanaian Times	Ian Motey
CDD	Rebecca Hosker	Ghanaian Times	Ebenezer Osabutey
CDD	Kwadwo Appiah Yei-Afua	Global Agenda Network	Kwame Addae
CEPA	Genevieve Eba-Polly	Global Agenda Network	Kingsley Oppong
CEPA	Joseph Abbey	Graphic	Abdul Aziz
CSPS	Ellen Bortei-Doku Aryeetey	National Observer	Michael Amedur
CSPS, UG	Dora A Owusu	Pubic Agenda	Jonathan Adakue
FIDA	Noelle Appiah	Statesman	Suleiman Mustapha
FOSDA	Yussif Abukari	The Enquirer	Peter Adofo Asante
IDEG	Peter Fiamor	The Heritage	Rachel Eduah
IDEG	Emmanuel Akwetey	The Independent	Vida Mensah
IEA	Charity Osei-Amponsah	The Insight	Benjamin Akulfo
IEA	Dr. Kwabena Anman	The Moment	Angela Arfote
IEA	Jean Mensa	The Point	Leonard Ackon
ILGS	Richard Abankwa Agyepong	TV3	Frank Aryee
ILGS	Esther Ofei-Aboagye	TV3	Evelyn Timah
ISODEC	Ama Blankson -Anaman	TV3	Mr. Quaye
ISODEC	Nicholas Adamtey	NGOs	
ISSER	Dr. Gertrude Owusu	ActionAid	Taaka Awori
ISSER	Ophelia Ankran	Alfurgan Foundation	Hayiya Hadiga Mohammed
ISSER	George Koogor	Care International	Kojo Anshah
ISSER	Angeline Quaye	CDYAC	Sulemana Mohammed
ISSER	Ernest Aryertey	CDYAC	Alhassan Hashim
NGND	Ismail Lansah	CEDEP	Charles S. Sakyi
TWN	Yao Graham	CIAD	Edward Asare
TWN	Kathleen A. Boohene	CIAD	Yohave A. Boateng
WILDAF	Bernice Sam	CMRF	Grace Brew

ANNEX 6: List of Participants 2006 RAO Convention,

Consultants			
CaRoRa Consult	Chireh J. Awdrew	COPIO	Mustapha Maison Yeboah
ODI-UK	David Brown	Families Together	Rev. Dei-Awuku
Carora Consult	Nicholas Attapage	FFP	Mardy Ofoe
UDS	Agnes Apusigah	GTZ, GGP	Johanna Joerges
Parliamentary Centre		HelpAge Ghana	Soung Jacos
Minority, Paliament	Chireh, J. Yieleh	MFWA	Jeannette Quarcopone
Office of President	Eric Nortey	Mission of Hope	Gabriel Benarkum
Parliamentary Centre	Marilyn Anihra	NetRight	Rosaline B. Obeng
Donors		NetRight	Dzodzi Tsikata
DFID	Mike Hammond	NGP	Kofi Ocran
DFID	Budail Issahaku	PIP	Nii A. Cudjoe
JICA	Emmanuel Avevor	PIP	E. Asubonteng - Manu
UNDP	Evans Gyampah	POSDEV	George Nimo
Others		Private Ent. Foundation	Moses Agyemany
Dept. of Sociology	Stephen Afrania	Private Ent. Foundation	John Henry Koufie
Focal Service	Cecil Deuamya	Pro-Link	Gertrude Nunoo
CUC	Ewusama Pimpong	RECA	Richmond Antwi-Bediako
Inst. Of Adult Edu. UG	Dr. Js Agbenega	RECA	Twumasi Ankrah Aikins
NCCE	Salome Manteaw	SNV	Eunice Agbenyadzi
G-rap		SNV	Charles Dradodzi
G-RAP PMT	Hans Determeyer	SWAA	Gloria Dei-Tutu
G-RAP PMT	Peter Evans	TRDS	Kwame Owusu
G-RAP PMT	Elvis Otoo	Volta Basin Dev. Found.	Richard Koranteng
G-RAP Convention	Jemima Akpaloo	WOMEK	Charity Binka
G-RAP PMT	Diana Odama	YSEF	Kofi Badu Twumasi
G-RAP PMT	Bertha Appiah	YSEF	Bismark Nyarko
G-RAP PMT	Kwadwo Mpeani-Brantuo		
G-RAP PMT	Michael Sackey		

ANNEX 7: Aide Memoire

Ghana Research and Advocacy Programme (G-RAP)

Mid-Term Review

18 October 2006

INTRODUCTION

In keeping with the requirements of the G-RAP Joint Programme Document (JPM), and in line with the ToRs proposed by the Funding Committee, a team comprising Dr. David Brown of the ODI, London, and Dr. Nicholas Atampugre of CaRoRa Consult, Accra, undertook fieldwork for the first phase MTR of the Programme, from 29 September – 18 October, 2006.

The methodology involved intensive interviews with single or multiple informants, complemented by a half-day feedback meeting with partners prior to the debriefing with the development partners. This methodology was felt to be the most realistic way of accommodating the limited time available for the study, and the difficulty of quantifying what are inevitably divergent and complex views.

G-RAP is a pooled funding mechanism for supporting the institutional development of research and advocacy organisations (RAOs) in Ghana. The intention is to offer multi-annual core funding to RAOs selected on a competitive basis, to improve their autonomy and flexibility, and thereby to increase capacity to contribute positively to policy processes, particularly those relating to the Ghana Poverty Reduction Strategy (GPRS II).

In its philosophy and principles of operation, G-RAP is not dissimilar to multi-donor budgetary support, albeit applied to non-state actors. However, unlike MDBS, the national funding partner is not self-selected. There are no guaranteed G-RAP beneficiaries, unlike the position of the host government under the MDBS. Beneficiaries of RAO core funding are likely to be privileged by comparison with their unfunded counterparts, and placed at a significant competitive advantage. Great care needs to be taken in their selection, therefore, and there has to be a confident assessment of their positive contribution to national policy development.

When it was set up in 2004, G-RAP offered an innovative approach to RAO funding, and in consequence there was relatively little by way of 'case law' on which the incoming Project Management Team (PMT) could draw. The PMT also had to cope with the consequences of a preparatory phase, prior to its arrival, which had raised expectations of some RAOs in ways that G-RAP was not necessarily in a position to satisfy.

Development of the programme has not been helped by the fact that the Joint Programme Memorandum (JPM), the main reference volume for G-RAP

development, is in many ways an unsatisfactory document – with some important ambiguities and contradictions. Some of these may be the result of poor drafting, while others may reflect deeper uncertainties in the Programme concept, and among the development partners, as to the essence and objectives of the G-RAP approach.

At the same time, the commitment of the development partners to harmonisation through pooled funding, in line with the 2005 Paris Declaration on aid effectiveness, has had to confront the fact that the donor systems are not yet harmonised and, to varying degrees, are not yet operating in a way that is fully compatible with the requirements of core funding to non-state actors. The fact that this is a relatively small programme by current bilateral standards may have compounded the difficulty. There has been a significant element of ‘learning by doing’ for the development partners in seeking operate G-RAP pooled funding.

The ambiguities and contradictions in the JPM posed a number of problems for the MTR. The approach adopted by the consultants has been to focus on the underlying philosophy and its essential implications, and to assess the current programme against these standards.

The key requirements of the core funding approach and the essence of the G-RAP philosophy are:

- Core funding offered on a positive basis, to help already high-performing organisations confront challenges which are inhibiting efficiency, autonomy and sustainability, and limiting their positive impact on policy.
- A long-cycle trajectory that seeks to build on RAO ownership and dynamics, not to replace them; an emphasis on outcomes and objectives, rather than conformity with externally imposed methods or activities. These outcomes and objectives relate to policy, including information for decision making on policy, and policy influence.
- Application of funding guidelines only at the broadest level, with no attempt to micromanage or to apply excessive conditionalities. The guidelines exist to channel efforts in agreed directions, to provide a basis for dialogue and monitoring and the maintenance of trust between the parties.

- A framework which goes beyond the immediate funding situation, and seeks to support the new architecture of international development assistance (GPRS; achievement of the MDGs); thus, the guidelines privilege policy-relevant actions in these areas.
 - A managerial focus which recognises the unknown dimension of research, and the opportunistic aspect of advocacy.
 - Due allowance for the need to control fiduciary risk.

PROGRAMME REVIEW

The overall assessment is positive. Informants within the RAO community were unanimous that G-RAP had been useful to them, and should continue to be supported, even at higher funding levels. The approach is also supported by other stakeholders. The PMT is to be commended for the progress made to date, often in difficult circumstances.

G-RAP procedures are still under development. Though not without its problems, the Programme is to be commended for the manner in which it has sought to evolve in constructive directions, in a spirit of lesson learning. This commitment to an evolutionary approach, through flexibility and adaptation, is strongly endorsed by the Review Team.

However, despite these developments, the programme is still not operated in line with the philosophy of core funding in some important ways. As presently managed, it functions as a mix of a grant making body and a project implementation unit. It is perceived by many of its intended beneficiaries as adopting a rather normative approach, having a flavour of social engineering and seeking to promote particular approaches to organisational change which may not always be appropriate to RAO priorities. Although many RAOs have benefited from some of the ICB methods used or recommended, these are diverting the programme from its core mandate. They are leading to an over-preoccupation with administrative details, to the detriment of the G-RAP aims. Though it is moving in positive directions, the programme is still vulnerable to the accusation that, through its rather heavy-handed and bureaucratic demands, it is constraining rather than empowering the participating RAOs. There is a lack of clarity as to G-RAP's objectives and perhaps also, a lack of confidence in the underlying concept.

The MTR team recommends a degree of repositioning of the programme, to enable it to fully test the underlying philosophy over the remaining months of its first phase development. This repositioning would, to a significant extent, accentuate trends which are already in evidence in the programme, and which are already under consideration by the PMT.

It is recommended that the programme be repositioned by:

Focusing efforts of the PMT more narrowly on funding support, avoiding the tendency to use G-RAP for other purposes;

Simplifying the funding instruments;

- Refining the governance structure;
- Widening the dialogue on problem definition and strategy development, bringing together RAOs, government, donors and others, and using competitive funding to channel demand and support the identified priorities.

Funding arrangements and priorities: emphasis should be firmly on core funding as a form of budgetary support. This means:

- Providing funds to organisations on the basis of their positive achievements and capacities, the opportunities which they see for themselves in the applied policy field, and the constraints [mainly external ones] that are inhibiting the achievements of their goals.

Limiting the roles of the PMT primarily to administering grants and allied activities (such as assessing fiduciary risk); avoiding other activities of a more interventionist type (such as promotion of particular capacity building packages) that might undermine the funding role.

Implementing more structured core funding arrangements, perhaps applying a limited number of funding bands. Organisations would then receive core funding according to their overall scale of operations. This would also allow for support of effective but smaller RAOs outside the confines of TA and ICB¹.

Creation of a new category of 'small projects fund' to channel innovation in a strategic fashion; this would provide a vehicle to respond more effectively to demands expressed by important stakeholder constituency groups, including donors and the RAO community (both existing RAOs and supplicant RAOs); selection should be transparent and competitive; the fund would privilege joint actions to deliver on objectives that cannot be supported with the core funds provided to individual RAOs. Abandonment of the TA and ICB grant categories, which have tended to figure at least in part as a compensation mechanism to reward organisations not selected for mainstream core funding.

Significantly down-sizing the more supply side elements of the programme and ensuring that all its services are employed in response to demand.

¹One possibility would be to fix RAO core funding allocations on the basis of the ratio of total expenditure in the last FY: staff salaries bill. This would avoid a situation in which funding is highest to RAOs with inflated staffing costs. It would also reduce the disparities in core funding.

Inter alia, this implies disconnecting the PMT completely from ICB and OD delivery, and funding these only indirectly, when expressly demanded by

RAOs (which should be in a position to evaluate the delivery of these services against their other expenditure priorities, and to make their choices accordingly).

- Further drastic pruning of the assessment requirements for core funding (accelerating the existing trend), allowing partner RAOs greater room to breathe.
- Reviewing potential conditionalities and the ways in which conditionalities are applied. 'Conditionalities' as presently conceived should be subordinated to a more positive concept of broad funding criteria which guide the overall channelling of funding but do not, as far as is reasonably possible, constrain the autonomy and trajectory of the RAOs involved. Where conditions do need to be applied, then this should be made clear at the start of the funding cycle. By and large, however, a focus on a preferred perspective or activity should be seen as advantageous rather than as conditionality; gender is an important case in point.
- The MTR team strongly supports the decision taken in recent months to de-link research from advocacy. It is not necessarily the case that research organisations should be involved directly in advocacy (this could inhibit their future independence and authority), nor that advocacy organisations must also conduct research (the organisational requirements of the two often differ). Attention should rather be focused on building synergies between the two (again, this is to endorse an existing trend).
- While the RAO/government interface is clearly an important one, other interfaces may take priority. One of these is the research/advocacy interface. Others include the NGO/broader civil society interface and the class interface between middle class NGO interpreters of local interests and the underlying working class and rural interests themselves.
- As regards networking, there is little merit in promoting RAO networking for its own sake. What might be promoted by this funding mechanism is dialogue across the interfaces indicated above.

Again, the role of G-RAP is to offer funding to support such dialogue, in response to perceived need of the wider stakeholder community (particularly the RAOs), and on the basis of a process of prioritisation. Primary responsibility for the institutional development of the sector should lie within the RAO community, and the PMT's role is to provide support.

The small projects fund should aid with this process, along with the associated 'Strategy issues meetings' (below, Para 17).

- The decision to abandon the \$400,000 funding threshold is also endorsed. While the PMT does need to have some notion of a funding threshold (both to control its external relations and workload, and to maintain a distance from RAVI and the sister agencies), the complexity of the funding milieu does not encourage this level of precision. The experience with gender equality and women's rights underlines the importance of careful appraisal of grant giving arrangements to ensure that priority categories are not inadvertently marginalised. This experience points to the value of constant monitoring by the PMT of the funding profile, and of any unintended or perverse effects in areas such as GE/WR.
- It needs to be recognised that the G-RAP philosophy is not appropriate in all circumstances. To be used successfully, it demands a minimum level of organisation and a proven track record of partners. Organisations which are not in a position to merit core funding at any level should not be funded by G-RAP. They may be more suited to conventional project funding of a type not offered by G-RAP. In some cases, they may be candidates for the sister funds, such as RAVI.
- Regarding *RAO selection*, the MTR recommends:
 - Greater clarity and precision in the requirements for participating RAOs and the benefits they might derive. Eligibility criteria for beneficiaries need to be defined precisely, so that RAOs know when they are or are not eligible. Eligibility should be on an all or nothing basis.
 - Equally, the size of awards should be clarified and the rules streamlined. The MTR would advise against what appears to be the current or recent practices of awarding grants to RAOs which they have not necessarily requested (this applies particularly to TA/ICB), and/or offering them more funds than they applied for.
 - Greater transparency in the written information provided on grant awards, including reasons for refusal or for making awards other than those requested. (Greater transparency will be facilitated by the withdrawal of the TA and ICB funding categories, the provisions of which have not been clear to many RAOs.)

Programme Governance:

Though based on the MDDBS principles, the fact that G-RAP does not confront a single national partner makes it imperative that its funding decisions enjoy wide public legitimacy.

This is challenging, as the benefits and disbenefits of receiving/failing to receive core funding are likely to be significant.

- The present arrangement has achieved a certain *modus vivendi* which, while not necessarily ideal, is at least working reasonably well. The RAO

representation on the Advisory Board is widely respected. There is thus a case for leaving things as they are. However, the MTR would advise further refinement of the governance arrangements to better support G-RAP's funding vocation. The present division between Donors' Group, Funding Committee and Advisory Board should be re-examined with a view to:

- Reinforcing the authority of the grant-making process, and allowing the PMT to function more as a secretariat;
 - Focusing governance authority on a single decision making body, which manages appraisals of core grants and promotes strategic thinking;
 - Broadening participation in funding decisions, so that they are less closely associated in the public eye with the judgements of the PMT and/or the donor group.
 - Developing systems which allow greater consideration to be given by the governance body to issues of quality and impact of outputs, through some sort of peer review system;
 - Drawing more RAOs (both beneficiaries and non-beneficiaries) into strategy development, and provide a more formal interface with other stakeholders that have an interest in strategy, particularly donors.
- There would be value in moving fairly rapidly to a single governance authority (perhaps a 'Steering Committee'), with grant-awarding being handed by its Grants Sub-Committee. The Steering Committee would function to:
 - Give authority to funding decisions;
 - Act as the guardian of the programme's integrity – ensuring a balanced approach in its overall pattern of support;
 - Manage and encourage strategic innovation;
 - Provide a link to democratic governance through the continued involvement of parliamentarians;
 - It is evident that the involvement of parliamentarians in the Advisory Board is not satisfactory as it stands; while *ex officio* involvement worked well in the early stages, it is no longer so effective. This problem may have no easy solution. However, two steps might perhaps be taken to improve parliamentary involvement, and these are put forward for consideration:
 - Widening the number of parliamentarians from two to four, by inviting the parliamentary leadership of the majority and minority parties to each nominate an additional member to the Board (this is in addition to the two *ex officio* committee

chairs); this could compensate for the frequent changes in the leadership of parliamentary committees.

- Seeking to integrate G-RAP Board membership into the annual Parliamentary calendar of work, so that Parliament takes over responsibility for any incentives to parliamentary Board members, relieving pressure on G-RAP.
 - The primary role of the PMT in the governance structure should be as a secretariat, collating information for decision making and reporting, playing down its role in grant making decisions, and also avoiding any tendency to appear to promote particular interests of its own.
- It is recommended that an annual *G-RAP Strategic Issues Meeting* be funded, to function specifically as a forum for strategic thinking beyond the confines of individual RAO interest – allowing RAOs, government, donors and others to debate the future funding priorities, and to identify themes to which RAOs and consortia might wish to bid for funding. Ideas would then be fed to, and filtered by, the governing body. There would also be value in additional G-RAP RAO Conferences (along the lines of the existing ‘RAO conventions’) which would have a much broader and less focused role, as networking events and development studies conferences, and some of which might be funded by G-RAP at the request of RAOs.
 - One consequence of the changes proposed is that there would no longer be a place for RAO representatives on the management authority. This is not a criticism of the participation of the RAO representatives to date (which by all accounts has been exemplary), but is, rather, a consequence of a restructuring process that emphasises the fund-management role.
 - RAO involvement in direct grants management would not be appropriate. This change is clearly of concern to RAOs (as evidenced, for example, by participants at the RAO feedback on 17 October, 2006, who felt it would ‘surrender’ the direction of the programme to an external board). However, the consultants hold to this proposal nevertheless, and would seek for RAO participation in other areas. For example, the RAO representatives would be expected to play their part in the selection of the Steering Committee members, and might also coordinate the annual G-RAP Strategic Issues Meeting. Should there be continuing calls for RAO involvement in programme direction, then consideration might be given to a formal consultation process between the Steering Committee and the RAO community or representatives, rather than direct participation of RAO representatives on the Steering Committee.

M & E:

Interesting work has been done by the M & E consultant, though this has suffered by association with the supply side orientation. There is a need to

rethink the role of M & E, and to move away from delivery of externally-generated M & E packages and methodologies.

The emphasis on core funding presents a significant challenge for M & E; there may be profit in drawing on the experience with M & E of the MDBS to the Government of Ghana.

Pooled funding arrangements:

Early experiences with this innovative programme are allowing some ground rules to emerge for pooled funding:

- An important managerial principle is *equivalence of donor systems*. This appears as something close to an essential condition for the operation of a pooled fund.
- Donors need to consider very carefully before committing themselves to a pooled funding approach, particularly in relation to what is, in the present aid climate, a fairly small programme without the weight to impose its own demands on the donor bureaucracies. The development partners need to ascertain that their systems are flexible enough. Where they are not, pooled funding may not be appropriate to them. Pooled funding cannot, by its nature, be supported only in part.
- Donors may also wish to consider whether pooled funding is the most appropriate financing instrument where programme design is especially innovative and has to confront a significant number of unknowns.
- Where donors have policies which impose specific conditionalities, then the suitability of a core funding approach needs to be carefully evaluated; core funding is unsuited to heavy conditionalities.

Mitigation of fiduciary risk implies:

- Strict requirements as to minimum financial standards; as at present, these should include annually audited accounts, and assurances as to the autonomy and effectiveness of the financial authority in the RAO.
- Use of business and work plans and organisational strategies to channel dialogue between the RAOs and the Programme management (as at present, though avoiding any tendency to micro-management or projectization).
- Strong emphasis on self-reporting by beneficiary RAOs;
- Effective coordination between funders, based on a willingness of participating RAOs to declare their other funding sources, and to accept the need for close harmonisation between their donors; a move towards a donor round table system may be indicated.

Participation of New Donors?

The MTR was also asked to address the issue of broadening the funding base to include new donors. At one level, the MTR conclusion is the obvious one: given the continuing problems of coordination between the four existing donors, the continuing funding delays and the urgent need for the programme to improve its delivery (particularly the delivery of finance), then any additional donor participation would be out of the question at the present time. However, at another level, it could be argued that resolving the underlying problems of applying pooled funding to a budgetary support mechanism of this type will, in the fullness of time, create a framework which is more amenable to multi-donor involvement, provided that the systems aspects of donor harmonisation are met. Given the possibility of widening participation of development partners, firming up of an exit strategy may appear premature. However, creating dependence is an ever-present danger in a programme of this type, and thus there is a need to ensure that the exit strategy is under constant review. It is also recommended that consideration of the proposal for a possible Trust Fund arrangement should be deferred until the management system and objectives are stabilised.

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