Mid-Term Evaluation Report

Strengthening Responses to Create Wealth and Reduce Poverty for Women in Cross Border Trade (WICBT) in Africa

Mid-term evaluation of the all Africa WICBT programme implemented in 11 African countries

UN Women

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Acronyms

ADB	African Development Bank
AU	African Union
AWICBT	Association of Women in Cross Border Trade
CARO	Central Africa Regional Office
CBT	Cross Border Trader
CEPGL	Communauté Économique des Pays des Grand Lacs
COCAFEM	Coordination of Collective Women's Associations of the Great Lakes Region
COO	Certificate of Origin
COMESA	Common Market for East and Southern Africa
CSOs	Civil Society Organizations
DENL	Development Education Network Liberia
DRC	Democratic Republic of Congo
ECOWAS	Economic Community Of West African States
EAC	East African Community
EM	Evaluation Matrix
FDGs	Focus Group Discussions
FTA	Free Trade Area
GBV	Gender Based Violence
HQ	Head Quarters
IAC	International Advisory Committee
JP GEWE	Joint Programme on Gender Equality
MRU	Manu River Union
MINICOM	Ministry of Commerce Rwanda
MTE	Mid-term Evaluation

MSC	Most Significant Change
NGO	Non Governmental Organization
RFOE	RFOE 'Réseau des Femmes Opératrices Economiques'
REC	Regional Economic Commission
SACU	Southern African Customs Union
SADC	Southern Africa Development Cooperation
SARO	Southern Africa Regional Office
SIDA	Swedish International Development Cooperation Agency
ToC	Theory of Change
ToR	Terms of Reference
UNFEM	United Nations Development Fund for Women
UN	United Nations
UNECA (ACS)	United Nations Economic Commission for Africa (African Centre for Statistics)
UNDP	United Nations Development Partnership
UN Women	United Nations Entity for Gender Equality and Empowerment of Women
VAW	Violence Against Women
VSLA	Village Savings Loan Association
WAEMU	West African Economic and Monetary Union
WARO	West Africa Regional Office
WICBT	Women in Cross Border Trade

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1. Executive Summary

Introduction

1.1 The mid-term evaluation (MTE) of the Women Informal Cross Border Trade Programme commissioned by the UN Women was conducted by an International Consultant from October 2012 to January 2013. The purpose was to assess progress towards achievement of outputs and outcomes. It provides an independent assessment of the programme '*Strengthening Responses to Create Wealth and Reduce Poverty for Women in Cross Border Trade (WICBT) in Africa,"* implemented in 11 countries across the Africa. The Great Lakes manages a 3-country programme in Rwanda, Burundi and DRC while Southern Africa has single country programmes closely linked in Swaziland, Zimbabwe, Mozambique, and Botswana with plans underway for expansion in Lesotho. West Africa and Central have single country programmes in Liberia, Mali, Cameroon and Nigeria.

1.2 With a projected budget of $12million for the 3 year period, the programme has a total of $1,088,349 committed funds from Spain and Denmark bilateral funds; UN Women core funds and One UN Funds in 6 countries Cameroon, Liberia, Nigeria, Great Lakes, i.e., Rwanda, DRC and Burundi. The remaining countries, Zimbabwe, Botswana, Lesotho, Swaziland, Niger and Mali, were funded with non core funds raised bilaterally.

1.3 Data was collected through literature review of programme documentation inclusive of 5 country baseline studies, programme concept notes, plans, reports, mission and monitoring reports, financial reports, studies, and advocacy and communication material. Data was also collected through semi-structured interviews with key informants, telephone and Skype interviews, focus group discussions using MSC with small groups of 2-8 people and workshops were held with large groups of 10-40 programme beneficiaries. Participant observations were made at 5 border posts in 2 countries Rwanda and Liberia. Unstructured interviews were conducted with customs officials, police, administrators and security officers at border areas.

1.4 The evaluation used stratified sampling based on geographic zones, i.e., Great Lakes, West and Southern Africa. Quota sampling was then used to select the various groups in the population pool, i.e., UN Agencies, line ministries, government institutions, WICBT coalitions and NGOs. Snowballing was used to identify respondents for the unstructured interviews. Country missions were based on the level of financial investment in the country programmes and performance. Ex ante analysis on the situation of women, provision of services and human rights was employed. The evaluation faced a number of constraints inclusive of the Goma conflict in DRC which affected field visits to project areas; timing of the evaluation at year end conflicted with reporting for most agencies; and lack of centralized financial records for all programmes.

Findings

Relevance

1.5 The programme took place against growing international interest on gender and trade facilitation with recognition of WICBT contribution to economies in Africa. Extensive baseline studies in 6 countries: Cameroon, Liberia, Mali, Swaziland, Tanzania, and Zimbabwe conducted during phase 1 of the programme 2006-2009, provided evidence based information for the programme design. Relevance of the programme was corroborated with research and studies in the Great Lakes, Botswana and Tanzania under the programme.

1.6 The design was based on good gender programming standards, gender analysis and gender indicators. Findings supported the discourse in gender and trade where women faced insurmountable problems in customs and border administration and were sometimes pressured to exchange sex for passage. They also faced poor infrastructure, logistics and transport along the trade corridors. At mid-term, the same challenges were still reported by women traders, confirming relevance of the programme.

1.7 The evaluation found flaws with the intervention logic with unclear linkages between outcomes, outputs and the baseline findings. Outcome 1 analysis showed it to be wordy, lacking focus on the measurable outcomes. The evaluation suggested an improved outcome, enhanced capacity of coalitions of WICBT to demand women friendly or gender sensitive trade facilitation services". The caveat is trade facilitation is a function of governments and other private institutions, e.g. banks and not necessarily Regional Economic Commissions RECs. Outcome 2 does not fully address accountability of RECs to regional integration key function under the Abuja Treaty while also missing the key component in terms of government accountability to customs administration and management identified in the baseline studies. Analysis showed outcome 3 conflated visibility to be a function of communication with regional integration of RECs which should be addressed under Outcome 2. Improved outcomes were provided to address flaws in design.

1.8 The evaluation found correlation between strategic priorities and baseline indicators. The programme had outputs which responded to socio demographic findings of the cross border trader as a woman, aged 31-40, with low literacy rate, lacked business skills, operated individually with no access to finance, the programme design in response offered literacy and business skill training for the 75% population of women in the CBT, coalition building for women traders sand ways to enhance access to micro finance and bank loans.

Effectiveness

1.9 The programme was effective in establishing women's associations with best practices in Liberia in the set up the AWICBT with management structures at national and local level, and support in decision making and operational systems. Anecdotal evidence pointed to increased capacity to operate for the women traders as a result of skills training and literacy courses. Other countries worked with existing association structures leveraging, e.g. product based associations in Rwanda, and trade associations in Zimbabwe, Mozambique and Mali.

1.10   The programme showed low correlation between existence of structures and their ability to demand improved services for women traders. Client satisfaction of border management was overall low in Liberia as a result of unchanged border management indicators in comparison to Rwanda where border management indicators had improved with introduction of transparent systems which significantly reduced harassment of women at borders with Burundi and DRC on the Rwanda side while harassment was still reported on the trade routes of DRC and, to some extent, Burundi.

1.11   RECs' and governments' accountability to regional integration also revealed mixed results. Great Lakes, in particular Rwanda, provided good practices in implementation of trade protocols, i.e., COMESA, CEPGL and EAC, with anecdotal evidence of improved service delivery. Other countries posted moderate results with programme contribution to policy reform in Southern Africa, notably gender advocacy at regional forums. Efforts in West Africa supported a documentary by ECOWAS and engagement of MRU and WAEMU at various intervals, although with limited success in service delivery for women traders.

1.12   Of concern were the challenges with implementation of trade agreements in Liberia where introduction of the ECOWAS passport in place of the lasses passer further added non tariff barriers for women due to logistics of acquiring the passport. Efforts by Ministry of Trade to implement regional protocols in the form of the Liberia Trade Policy was still pending 2 years after the draft was produced; however, it was noted the Ministry of Trade had taken steps to engender the policy working to integrate concerns of the WICBT.

1.13   There were no linkages between UN Women country offices implementing WICBT programmes in West Africa or between countries that shared borders with high inflow and outflow with Liberia, i.e., Guinea and

Sierra Leone or the other implementing countries of Mali and Nigeria, limiting the ability of the programme to address transnational constraints faced by women traders.

1.14   In Southern Africa, SARO was effective in working with SADC Gender Unit in the production of the SADC Advocacy Strategy on WICBT with clear reflection of regional strategies. Multi- stakeholder models were successfully introduced in most countries with Botswana offering a comprehensive multi disciplinary model that brings together 17 stakeholders engaged in WICBT to discussion forums.

1.15   Partnership with UNECA African Centre for Statistics (ACS) resulted in an innovative approach linking gender to statistics with a goal to better capture the activities of WICBT in statistical systems. Although the project faced delays in implementation, the initiative stands to harness the power of data in the region in support of WICBT and mainstreaming gender statistics.

1.16   The programme benefitted from the baseline studies conducted from 2006-2009 and was effective in production of research products that continued to support the discourse on WICBT, in line with Output 1. While much effort has gone into visibility of the WICBT, the programme could sharpen its impact with communication and advocacy strategies to help centre the message targeting key audiences, i.e., donors, to address the shortcomings in fundraising; RECs to support commitment of those RECs that are not fully engaged; targeted messaging for custom officials to operate legitimately, respectful of women's human rights and dignity; and wider public awareness to create understanding of the role of women in wealth creation and poverty reduction.

Efficiency

1.17   Management structures including the Advisory Committee and the Regional Reference Group were still not in place at mid-point, however HQ leveraged available opportunities to engage gender experts through presentations and discussions at international conferences. Efficiency in monitoring of programmes at HQ was affected by lack of vertical reporting for the programmes not funded by Spain and Denmark resulting in invisibility of their activities and limited knowledge management systems affecting the overall technical role supporting the programme from HQ.

1.18   Analysis of management and operational efficiency by UN Women pointed to shortcomings with fundraising resulting in a deficit of 84% for the period. This has affected delivery of planned activities with challenges evidenced at HQ in terms of meeting planned activities and limited funding for the country programmes.

1.19   Challenges faced with global fundraising were offset with national fundraising strategies. Success was noted in Mozambique, Zimbabwe, Mali, Rwanda, Liberia and South Africa in addressing the 84% budget deficit that existed in year 1 of the programme. More fundraising effort is still needed to meet the financial targets for the programme. There was a lack of central record keeping of the financial performance of all countries making overall financial analysis difficult.

1.20   The process of funds transfer from donor to partner goes through stages inclusive of HQ, Regional Offices, and UN Women Country Offices where UNDP then transfers to partners. It was noted to be largely bureaucratic and has led to delays in funds transfers affecting delivery on target. Delays in funds disbursement affects delivery rates by partners. UN Women will need to address the critical gaps to improve efficiencies in the next phase.

1.21   The programme was efficient in managing relationships with COMESA and SADC with some level of engagement with ECOWAS, MRU and WAEMU. There are opportunities to improve strategic relationship management in West Africa.

1.22   Rwanda,Liberia and Mozambique successfully leveraged the One UN and UN Joint Programme respectively, creating economies of scale in resourcing and technical expertise.

1.23   Good relations were noted with respective government line ministries who were the entry point for the programme in all countries facilitating government ownership. However, level of commitment and leadership varied due to institutional capacity of the line ministry with support provided in Liberia through the JPGEWE Coordinator and, in Swaziland, a Project Coordinator to support programme implementation.

1.24   The programme was efficient in assigning at least one individual in each office who led the planning, implementation and monitoring with support from multi-stakeholder management structures and UN Women management.

Sustainability

1.25   The programme offered a variety of multi-stakeholder coordination models at national level. These structures will need to be replicated at local level to enable action by multi-sectors to address challenges that continue to face cross border trade in West Africa and countries in Southern Africa. Analysis showed models that addressed sustainability at design stage with potential for continuity beyond funding period. Women associations' structures were augmented with systems and technical skills in Liberia, and in some countries, i.e. Rwanda, with graduation from association to cooperative that can be financially sustainable with access to financial resources for its members. Meaningful empowerment through literacy and business skills was noted also in Liberia with systems and structures in support of AWICBT and additional individual confidence building that increased the women's effectiveness as transnational traders.

1.26   Risks to sustainability are however posed by RECs and governments that lack capacity and commitment to effectively undertake their role as duty bearers. To what extent UN Women can foster ownership to lead trade policy reform and customs rehabilitation among these institutions will be seen in the coming year and will impact on overall results.

1.27   Fundraising will need to be diversified with efforts continued at international, regional and country level. The ability by countries to secure funding at national level is commendable and needs to be supported with well defined fundraising and communication strategies.

Lessons

1.28   Successful wealth creation for women traders must be matched with national investment into customs and trade management, trade infrastructure, i.e., travel logistics and transport services along the trade corridor in ways that facilitate gender dimensions of transnational trade. Countries that posted higher gains, such as Rwanda, made significant policy reform coupled with high investment in infrastructure and systems rehabilitation along the trade corridor, i.e., the "one window" concept that combines operations of 2 countries.

1.29   In Liberia, the programme took time to successfully address women's deficiencies in literacy and business skills and the need for women to coalesce before moving on to the higher needs of rights realization in trade facilitation. Self actualization can only be realized once the lower needs have been addressed (Maslow's Hierarchy of Fundamental Needs).

1.30   Achievement of the overarching goal of wealth creation will be dependent on use of multi-pronged strategies to address the business environment for women in transnational trade. Lessons from countries focusing on value chain initiatives, i.e., Zimbabwe - quality of products, Rwanda - product based associations provide value chain frameworks that are replicable in other countries.

1.31   Accountabilities at government and regional level can only be facilitated where the stakeholders have total buy in to the programme goal. Rwanda provides best practices in government ownership and REC effective facilitation of regional integration. UN Women has proven success where linkages are facilitated by the regional offices working directly with RECs in support of country programmes.

1.32   For women engaged in WICBT programme activities, the cost of taking time off their small business and participating in programme activities is high for women. Where programmes were regarded as passion driven, e.g. Liberia, women readily made arrangements to take part in programme activities without demand for compensation.

Predatory behavior at border areas is a result of institutional culture permissive of corrupt practices as women officers were reported to exploit other women through harassment and bribery. Additionally of course, the corrupt practices provide opportunities for GBV with sexual exploitation of women CBT by by male officers. The presence of women alone without support systems is not adequate. Where results were positive, e.g. under the One Stop Centre model, incentives for non predatory behavior were provided through improved working environment, better housing, training and transparent systems.

Recommendations

Recommendation 1: Improve management of WICBT at Project Management Level (formely done by Africa Section HQ). *(It was noted at the time of report writing that UN Women regional architecture was in the process of transition. Decisions will need to be made internally on who will address the accountabilities below understood to be i) the new HQ structure or ii) the 2 new Regional Offices of West and Central Africa; and East and Southern Africa respectively)*

– Review and update the intervention logic to address linkages between baseline indicators, inputs, outputs and outcomes.
– Increase HQ accountability through delivering on planned outputs, i.e., Advisory Committee, Regional Reference Group and database of experts who can support the programme with technical expertise.
– Support Regional and Country Offices with advocacy and communication strategies targeting key audiences, donors, RECs, governments and other UN Agencies.
– Provide tools and templates to support annual reporting on WICBT and sharing of lessons and best practices.
– Address funding delays through efficient transfer systems that empower regional and country offices to support partner effectiveness.

Recommendation 2: Improve programme linkages in West Africa

- Facilitate regional programmes with linkages established between countries that share borders with Liberia and Mali to be effective in addressing challenges along the trade corridor based on the Great Lakes 3-country model between Rwanda, DRC and Burundi.
- Elevate management of relationships with RECs to West Africa Regional Office to foster a unified West Africa strategy that can facilitate regional integration in trade.
- Provide performance related support in the region with growth of top performers and exit of programmes not producing results, such as Nigeria.

Recommendation 3: Demonstrate accountability to WICBT in Liberia (UN Women Liberia Country Office)

- UN Women to work with Ministry of Trade and Commerce in Liberia in the development of strategies for rehabilitation of custom operations with provisions for complaint mechanisms by women traders, training of customs officers, and improvement of facilities and systems for customs administration and facilities.
- Leverage existing expertise with current partners DENL and EDUCARE in Liberia to support development of training curriculum for custom officers inclusive of key regional protocols and implementation strategies and human rights of women traders to curb exploitation by custom officers.

Recommendation 4: Regional focus on border management and advocacy SARO

- Develop transnational training programmes targeting customs officials at border areas across the region to eliminate harassment of women traders.
- Advocate for policy reform on the certificate of origin to reduce continued harassment of women in the region.

Recommendation 5: Improve programme linkages CARO

- Introduce performance related fundraising strategies to top performing countries and reduce investment in countries where development risks pose a challenge to programme implementation, i.e., DRC.
- Provide linkages between Cameroon and the Great Lakes programmes to leverage knowledge at CARO office.

Recommendation 5: Build models that facilitate sustainability at country level (Implementing Countries)

- Document and share best practices on successful business models that facilitate graduation of women traders from the informal sector to formal business entities.
- Facilitate linkages of WICBT associations to broader women's movement to address concerns raised by women beyond the mandate of the programme including domestic violence, restrictions on access to resources, and in matters of marriage, divorce, and property rights.
- Increase UN Agency involvement in the programme to leverage financial, human and institutional support already existing at country level.
- Clarify WICBT plans and budgets in country AWPs to enable tracking of country led initiatives.

2. Introduction

2.1. Evaluation Background

2.1.1. Purpose of the evaluation

The purpose of the mid -term evaluation was to address the following terms of reference:

1. Assess progress made towards the achievement of planned outputs and outcomes.
2. Assess efficiency of the programme strategies and resources in the achievement of the intended results.
3. Consolidate forward-looking recommendations and review the validity of the Theory of Change to further improve the implementation and management of the WICBT programme.
4. Contribute knowledge to organizations working in Africa on women's economic empowerment.
5. Provide advice for UN Women's strategic reflection and learning on its work supporting economic empowerment of women.

The evaluation responded to questions on relevance, effectiveness, efficiency and sustainability. Evaluation findings are expected to support reporting of the WICBT programme internally and externally to key stakeholders.

2.1.2. Context of the Programme

The Africa wide programme was designed against a backdrop of growing international interest on gender and trade facilitation with the recognition of the role played by women in national economies in Africa. Research conducted ex ante by UN Women during the first phase of the programme 2006-2009 provided detailed baseline information on the political, social, economic factors for women in cross border trade in 6 countries, i.e., Cameroon, Liberia, Mali, Swaziland, Tanzania, and Zimbabwe. Although country specific, the findings were applicable across the region and formed the backdrop of the Programme *"Strengthening Responses to Create Wealth and Reduce Poverty for Women in Informal Cross Border Trade in Africa".*

Findings pointed to 3 overarching challenges (i) impediments to trade faced by women due to the invisible nature of cross border trade which was informal and undocumented, (ii) entrepreneurship of women and their labor force participation hampered by illiteracy, violence and harassment at border areas, and stigmatization due to lack of understanding of the economic contribution of WICBT, and (iii) infringement of the human rights of women due to failure by duty bearers government and RECs in promotion and protection of their human rights and equality based on agreed international, regional and national agreements and protocols.

UN Women therefore designed a regional programme that sought to implement and monitor trade-related initiatives in a way that supported realization of gender equality at national level.

2.1.3. Description of the Programme

The Programme *"Strengthening Responses to Create Wealth and Reduce Poverty for Women in Informal Cross Border Trade in Africa"* is the second phase of a regional programme initiated in 2006-2009. The programme responded to baseline studies conducted during the first phase of the regional programme in 6 countries, i.e.,

Cameroon, Liberia, Mali, Swaziland, Tanzania, and Zimbabwe. The baseline studies pointed to unfavorable gender dimensions in trade facilitation and logistics for women traders. It offered 3 outcomes:

- Coalitions and networks of WICBT effectively demand and obtain better women-friendly services. Cross border procedures and gender mainstreaming into African trade agreements and protocols to their governments and RECs.
- RECs and mainstream government institutions demonstrate leadership, commitment and accountability to support WICBT and mainstream gender issues in trade agreements and processes.
- Create visibility of the contribution of WICBT to wealth creation, employment generation, poverty reduction, and regional integration through knowledge sharing.

The programme is implemented in 11 countries. In the Great Lakes it is managed as a 3-country programme in Rwanda, Burundi and DRC while Southern Africa offers linkages between the country programmes in Swaziland, Zimbabwe, Mozambique, Botswana, with plans underway for expansion in Lesotho; the remaining countries in West and Central Africa, i.e., Liberia, Mali, Cameroon and Nigeria operate as single programmes in partnership with national governments and CSOs.

The multi-country programme has a duration of 3 years, from 1 January 2010 to 31 December 2012 and a budget of 12, 124, 950 million. The programme secured a total of $1,190, 562 at global level financed by bilateral funds from Spain (67 %) and Denmark (33%). Additional funding came from UN Women core funds and national fundraising. UN Women HQ is in charge of overall planning and reporting to donors with support from regional offices on strategic direction and regional advocacy while programme implementation is undertaken at country levels.

Given the one year delay in programme start experienced in 2010, the purpose of the evaluation was mid-term review of progress towards results from 2011-2012.

2.2.Methodology

2.2.1. Data Collection Methods

The Consultant reviewed relevant programme documents including the concept notes, baseline studies, programme plan, country AWPs, progress reports, mission and monitoring reports, financial reports, research studies, advocacy and communication material. The output of the detailed document review was the Inception Report which outlines the evaluation framework inclusive of the methodology, evaluation matrix, questions and sampling. Participatory techniques were applied in the design stage with circulation of the Inception Report to the Evaluation Reference Group whose input led to revision of the methodology section.

Additional information was collected at the Continental Conference on Mainstreaming Gender into Trade Policy held in Accra, Ghana from 12 – 14 November 2012 attended by the Consultant where 100 participants were drawn from governments, CSOs and international agencies across the region.

Two country missions were undertaken in Rwanda and Liberia where the Consultant used a number of methods. In each country, mapping of stakeholders was undertaken with the participation of key programme participants. Key informant interviews were held with a wide cross section of programme participants. 'Most Significant Change' MSC method was used for FGDs with groups of women (two groups in Rwanda and three in Liberia) ranging in number from 2 to 8 and stakeholder workshops were held with 3 groups of women randing from 15 to 40 who related their perspective of the situation of women before and after project inception. Participant observation was

conducted at the border posts with unstructured interviews held with secondary programme participants, i.e., customs officials, police, administrators and security personnel. Detailed cases were drawn from both countries.

For wider participation of other UN Women regional and country offices engaged in the programme, interviews were held by telephone and via Skype which provided input from participants with strategic and programmatic level information.

2.2.2. Sampling

The evaluation used stratified sampling based on geographic zones, i.e., Great Lakes, West and Southern Africa. Quota sampling was then used to select the various groups in the population pool, i.e., UN Agencies, line ministries, government institutions, WICBT coalitions and NGOs. Snowballing was used to identify respondents for the unstructured interviews. Country missions were based on the level of financial investment in the country programmes and performance.

Table 1 Sampled Stakeholders

Stakeholder	Rwanda	Liberia	HQ	Regional Offices	Other Countries
UN Women	2	4	2	6	4
UN Agencies				1	
RECs	1				
Ministries of Gender		2			
Ministries of Trade	1	1			
Border Post (Customs, Immigration)	6	2			
WICBT groups	2	3			
NGOs	1	2			
District Offices	4	2			
Central Bank		1			

2.2.3. Data Analysis

Data analysis identified and appraised the overarching goal, the outcomes to be achieved, and the progress towards achievement of the outputs in relation to the baseline studies. Analysis sought to understand the issue of contribution through assessing strategies, management and technical support provided by UN Women and its partners. Understanding attribution of results to the programme was done through ex ante analysis of the baseline, outputs, outcomes and indicators.

Analysis considered what results and preliminary impact were observed at mid-point. Trends were analyzed from the time of the baseline studies conducted during the period 2006-2009 compared to the situation today in the provision of trade facilitation services and women's human rights with lessons and best practices provided.

Mixed methods were used to analyze the data with tabulations, frequencies and percentages used to augment largely qualitative data related to the programme. Triangulation was used to confirm validity of data; reliability was ensured through use of standard data collection tools.

Validation of evaluation findings was done through engagement of key programme implementers at HQ, Regional and Country Offices in the report review with feedback integrated in the final report.

2.3. Limitations

1. The rebels' (M23) take-over of Goma, the provincial capital of North Kivu, a province bordering on the DRC, which took place on November 20, one day before the scheduled field visit to the border area of Gisenyi, affected planned project visits and partner interviews with key stakeholders. Attempts were made to address the shortcoming with a telephone interview with COMESA, but not all respondents could be reached by phone limiting the number of NGOs interviewed.
2. The evaluation was conducted at the end of the year, a time when agencies were involved in end of year reporting and planning for the New Year. This posed challenges to requests for telephone interviews by sampled stakeholders who were not programme implementers, e.g. UN Women offices not directly involved in the programme implementation, UN Agencies and donors.
3. Telephone and Skype interviews proved to be a challenge in some countries, thus affecting the discussion. Alternatively, one participant resorted to a written response.
4. Centralized documentation at HQ was limited to programs funded by Spain and Denmark. The evaluation therefore sought to understand the activities and progress in countries not funded by Spain and Denmark through engagement of primarily UN Women stakeholders.
5. Limited financial records for all programmes affected budget and expenditure analysis.
6. Lack of global understanding of programmes at country level limited stakeholder mapping to UN Women country or regional offices in countries not funded by bilateral donors at global level. The MTE sought to address the findings with examples of initiatives implemented at country level.

3. Findings

3.1. Relevance

3.1.1. Baseline Studies

Baseline studies conducted in 2007 assessed the situation of women in relation to trade facilitation and logistics services in five countries. Findings indicated women faced challenges in customs and border management with corrupt systems where rules were unclear and women were at times expected to pay bribes and pressured into exchange sex for passage when they failed to pay undocumented taxes. Challenges were noted with trade infrastructure, i.e., poor infrastructure for goods storage and accommodation for women at border areas. The women faced challenges with logistics and transport services along regional trade corridors. The baseline studies conducted ex ante in 2006-2009 became the basis of the multi-country programme.

The evaluation found the baseline studies had used good gender programming standards in gender sensitive indicators and gender analysis and were applicable across the countries where baseline studies were not conducted. The findings also supported the discourse in gender and trade facilitation and corroborated studies conducted by other agencies, e.g. World Bank, ITC, and Access. They provided adequate qualitative and quantitative input indicators for the programme design. Indicators included disaggregated data on the men and women engaged in CBT, goods and services traded, volumes of trade, profitability per category of goods, use of income, and the challenges faced at border posts and along the trade corridor.

The MTE discussion with groups of women in 2 countries (Rwanda and Liberia) confirmed the relevance of baseline findings which included constraints faced by women in CBT as customs and trade management, trade infrastructure, - travel logistics and transport services along the trade corridor to varying degrees in the two countries compared to the baseline findings. to. The baseline findings were further corroborated by research conducted in 2012 in several countries, i.e., the Great Lakes, Burundi, DRC and Rwanda[1]; Tanzania[2] and Botswana[3].

3.1.2. Relevance to Emerging Issues

The programme was designed under the UNIFEM strategic frame and remained relevant under the UN Women strategy integrated under Development Results Goal 2 of the Strategic Plan i.e. Increased Economic Empowerment of Women. Responsiveness of the programme was evident in countries where UN country strategies of ONE UN and Joint Programmes were implemented i.e Rwanda and Liberia, UN Women was able to leverage resources and technical support.

3.1.3. Intervention Logic/Theory of Change Analysis

The design of the programme was split into phases with the baseline studies conducted in 2006-2009 providing the premise of the programme.

The programme offers a Theory of Change (TOC) and logical framework matrix. It was noted there were differences between the 2 documents with 2 outcomes under the ToC Model and 3 outcomes under the Logical Framework Matrix. The evaluation critiqued the intervention logic based on the Logical Framework Matrix by reconstructing the ToC to analyze the linkage between the measurable outcomes and the process to achieve them. The overarching goal of the programme was noted as "***Create wealth and reduce poverty and exclusion among WICBT"*** with 3 outcomes providing pathways to achieving the goal.

The programme offers three outcomes:

Outcome 1 - *Coalitions and networks of WICBT effectively demand and obtain better women-friendly services, cross border procedures*

Figure 1 Profile of Woman CBT

Baseline findings profiled the cross border trader as a:

(i)   women aged 31-40
(ii)   motivated by unemployment
(iii)   with limited education, business skills and,
(iv)   limited access to financial resources
(v)   who faced multiple challenges inclusive of logistical, administrative, economic and sexual exploitation along the trade corridor.

1

Walking in the Dark: Informal Cross Border Trade in the Great Lakes Region 2012
[2] Report on the Assessment of Women Traders Engaged in Cross Border to Support Formation of Networks in Tanzania (draft report) 2012
[3] Women in Informal Cross Border Trade Botswana Baseline Study 2012

and gender mainstreaming into African trade agreements and protocols to their governments and RECs.

Outcome 1 is based on the baseline findings that women were not empowered to demand services as right holders. Baseline findings profiled the women cross border traders as reflected in Figure 1:
To address the findings, the programme had 3 outputs:
(i)   WICBT and their organizations and networks have strengthened their capacity to effectively engage in sub-regional and regional trade processes.
(ii)   WICBT and their organizations and networks have enhanced their capacity to demand accountability of their governments for better delivery of services at cross border levels and enforcement of their human rights in border control procedures.
(iii)   WICBT have improved working conditions and safety in pilot cross border markets.

Inputs included: (i) resource investments in organizing women into coalitions, (ii) literacy and business training and (iii) creation of linkages between government institutions engaged in trade, women's coalitions, RECs, banks and other service providers. The assumption was the women had the ability to coalesce and collectively demand their rights in terms of regional trade from duty bearers, i.e., governments and RECs. Effort in the first year of implementation was to establish WICBT associations in line with output (i), and secondly to enhance their capacity to demand rights to services and human rights in line with output (ii). There was however limited evidence to support output (iii), i.e., improved working conditions and safety to pilot across border markets in any of the countries with the exception of Mali, offering GBV and HIV/AIDS prevention methods for traders and Cameroon with plans for infrastructure construction to improve working conditions.

While the baseline studies produced extensive evidence on goods and volumes of trade by WICBT, the outputs under Outcome 1 did not fully align with the implementation strategies left to interpretation by the country offices. Some countries addressed the business environment with examples provided by Zimbabwe for a strategy applicable to regional markets and certification of products. Mali offered strategies that addressed bank loans, lines of credit and taxation. However, most of the countries offered amorphous strategies that did not fully address the business environment.

Outcome 2 – *RECs and mainstream government institutions demonstrate leadership, commitment and accountability to support WICBT and mainstream gender issues in trade agreements and processes.*

 Outcome 2 had 3 outputs:
(i)   Evidenced based advocacy on gender and trade led to greater commitment of regional institutions and RECs to address gender issues in trade policies, agreements and protocols;
(ii)   RECs have greater capacity to enforce the 'Right to Information' of WICBT, generate GDD on CBT and promote women's human rights in cross border procedures;
(iii)   Enhanced capacity of mainstream government institutions to address the needs of WICBT in trade policies, national plans, and budgets.

The assumption was the programme could intensify accountabilities of governments and regional economic commissions in addressing gender in transnational trade. The evaluation found that while the baseline studies in all countries had identified constraints faced by women in customs administration and management, trade logistics and facilities within the trade corridor, the outcome did not fully address the gaps identified in the baseline with focus elevated to "trade agreements" at macro level without (i) the necessary custom reform and rehabilitation of trade service providers to eliminate the predatory nature of customs officers at border points where women were exploited both economically and sexually and (ii) the porous systems that allow loss of thousands of dollars of revenue annually through corruption. While the purpose of the RECs was identified by the AU as the need for

economic integration[4], i.e., the outcome failed to address accountability of the RECs' and the governments' regional integration. Focus was different for countries such as Rwanda which were able to offer strategies that matched the baseline findings offering 3 priorities at government level of trade formulation, infrastructure and transport. To address the WICBT programme, 3 priorities were identified, i.e., entrepreneurial development, regional integration and training. The alignment in terms of government and programme priorities was visible in Rwanda but not as well in other countries.

Outcome 3 – *Create visibility of the contribution of WICBT to wealth creation, employment generation, poverty reduction, and regional integration through knowledge sharing.*

Outcome 3 had 3 outputs:
(i)   A relevant body of knowledge on how to effectively address the issues facing WICBT in trade processes is available;
(ii)   A positive image of WICBT is promoted among decision makers, cross border officials, the media and the general public to end stigmatization and VAW against them.

The assumption was the negative image of WICBT hampered their wealth creation and contributed to exploitation of women cross border traders. Analysis showed that evidence based research addressed under Outcome 2 was the foundation of the advocacy strategies that UN Women implemented. It was noted the outcome included regional integration as "knowledge sharing", conflating what were advocacy issues on the situation of WICBT with regional integration a function of RECs and government accountability. The outcome could be improved by combining "visibility" with "evidence based advocacy" and elevating "regional integration" to Outcome 2.

Based on the outcome analysis, the evaluation provides the following to address the design flaws:

Table 2 Outcome Analysis

Current Outcome	Improved Outcome
Coalitions and networks of WICBT effectively demand and obtain better women-friendly services. Cross border procedures and gender mainstreaming into African trade agreements and protocols to their governments and RECs.	Enhanced capacity of coalitions of WICBT to demand women friendly trade facilitation services[5]
RECs and mainstream government institutions demonstrate leadership, commitment and accountability to support WICBT and mainstream gender issues in trade agreements and processes.	RECs' and governments' accountability to regional integration that engendered trade protocols and processes and eliminate barriers for women in cross border trade.
Create visibility of the contribution of WICBT to wealth creation, employment generation, poverty reduction, and regional integration through knowledge sharing.	Greater visibility of the contribution of WICBT to wealth creation, employment generation, and poverty reduction.

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[4] Abuja Treaty 1994
[5] The caveat is women demand services from government institutions and other service providers, e.g. financial institutions.

3.2. Effectiveness

3.2.1. Coalitions of WICBT Demand Better Women Friendly Service

Establishment of Associations

The evaluation found each country used different strategies to support the establishment of associations of WICBT. It was noted that while some countries already had networks in place that the programme could work with, others, i.e. **Liberia** devoted the first year to setting up national and local level structures and operational systems for the AWICBT. A national conference held in 2010 on WICBT, hosted by UN Women and the Ministries of Gender and Development and Ministry of Commerce and Industry under the JPGEWE programme, created a forum for dialogue with 70 women representing women cross border traders, Ministry of Finance, Bureau of Immigration and MRU. An output of the first conference was the AWICBT. At mid-term, focus group discussions were held with women traders in the counties[6] who highlighted the progress as follows:

Table 3 Liberia Progress towards Achievement of Outcome 1

Country	Partners	Progress towards achievement of outcomes
Liberia	DENL and EDUCARE	- Increased self esteem due to ability to count, write their names and read notices at the border posts as a result of literacy courses. - Ability to calculate business costs, separate personal from business expenses and calculate profit as a result of business skills training. - Women able to fight back against sexual abuse by Custom Officers at border areas after training on SGBV.

Liberia provided good practices in establishment of AWICBT structures in 15 counties with over 1000 members. At mid-term, the programme had begun to address gaps in infrastructure at border areas with construction of 2 warehouses to be managed by the AWICBT. Good working relations were noted with the central bank with AWICBT VSLA selected as a beneficiary of the L$200,000,000 (Two Hundred Million Liberian Dollars)/ 2,721,088.44 USD Loans Extension and Availability Facility (LEAF) that provided soft loans to WIBCT members amongt other beneficieries. The evaluation noted the loan facility as good practice in leveraging existing country resources.

The Mali programme supported establishment of the national network of women operators 'Réseau des Femmes Opératrices Economiques' RFOE and went into partnership with Bank of Africa. Progress was highlighted as follows;

Table 4 Mali Progress towards Achievement of Outcome 1

Country	Partners	Progress towards achievement of outcomes
Mali	APROFEM and AMPRODE SAHILL	- Increased access to financial services for 450 WICBT through a guaranteed fund and line of credit for 225million CFA Franc from Bank of Africa. - Formalization of business operations through preferential taxation rates to encourage traders to register formally for tax identification number.

It was noted the programme in Mali also addressed the working conditions of women traders through prevention programmes on GBV and HIV/AIDS.

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[6] Counties were the first level or local level administration in Liberia

Rwanda offered active WICBT association that were product based. The programme worked with the associations through the participating NGOs and the Government Cooperative Structures. Outputs included a national conference with key national stakeholders that ensured commitment of government, RECs, CSOs and women cross border traders. Evidence points to the programme going beyond establishment of associations with graduation of associations into cooperatives after training. Progress towards achievement of outcomes included:

Table 5 Rwanda Progress towards Achievement of Outcome 1

Country	Partners	Progress towards achievement of outcomes
Rwanda	MINICOM	- A graduation model of associations into cooperatives recognized as legal entities with access to financial resources for WICBT. The programme benefitted from product-based associations that were better positioned to address value chains of specific products, i.e., fish producers, vegetable producers, women traders who import African produced fabrics, women traders who import apparel and second hand clothing.

In Southern Africa it was noted trade associations existed with participation of both men and women and the programme focus was elevation of issues affecting women within CBT. Mozambique has seven trade associations that work closely with the Ministry of Women and Social Action in the establishment of "one-stop offices" at border posts that facilitate cross border trade procedures for women.

Empowerment of AWICBT to Demand Women Friendly Services

The evaluation sought to understand the linkages between the coalition of women into associations and levels of empowerment of women to demand services in line with Outcome 1. Focus group discussions with women assessed client satisfaction of the border administration services in 2 countries: **Liberia** and **Rwanda.**

Table 6 Client Satisfaction Rwanda/Liberia

Country	Level of coalition of women traders 1	Client satisfaction with border administration services
Rwanda	High	medium
Liberia	High	Low

Note*1 -Level of organization was taken as the degree of organization of women into associations or cooperatives, registration of the institutions, management structures, assets and regular meetings.

Table 7 Client Satisfaction Liberia

Client satisfaction with border administration services	Frequency Gr 1	Frequency Gr 2	Frequency Gr2	Percentage
High	-	-	-	-
Medium	1	0	0	3%
Low	8	11	15	97%

Analysis of feedback from women indicated no correlation between existence of structures for women, level of empowerment to demand service i.e the ability to advocate for services through direct engagement with service providers, and client satisfaction with service provided. Although Liberia AWICBT national structures have been in existence since 2010 and women meet regularly, the women's associations are not empowered to address the challenges faced by women within the trade facilitation processes, nor do they have the capacity to engage RECs in dialogue demanding policy changes. Their influence was noted at micro level where there was greater confidence for individuals due to literary and business training and they reported benefits of group support systems for individuals who faced traumatic experiences at the border in terms of swapping stories. Client satisfaction was overall low in Liberia with frustration expressed due to lack of action to address the challenges that continued to plague the women as they crossed borders even after discussing the issues at various intervals with key stakeholders. Liberia traders faced most challenges at Guinea and Sierra Leone borders reported by participants as (i) lack of respect of travel documents, (ii) lack of clarity on taxes and duties and (iii) bribery by both women and male custom officials, with sexual harassment by the men. In addition, the presence of many check points along the trade corridor creating opportunities for community members to exploit the traders through demands for "land tax"[7] . The challenges continued to be a barrier for women in transnational trade.

In **Rwanda** there was higher client satisfaction with women reporting improved service provisions at borders with less harassment and less bribery than before. The women exhibited a higher level of understanding of customs taxes, duties and regional protocols that protect them. Women reported success in challenging undocumented taxation and sexual attention. However, it was noted the association members were less confident in their ability to negotiate for services, e.g. financial services; they required a third party to negotiate with banks on their behalf. The programme will need to strengthen leadership skills within the association in terms of representation and negotiation. The groups could also benefit from linkages with the broader women's movement which they currently regard as beyond reach, available only for professional women. The women's movement could further support in terms of women's rights, advocacy and messaging.

The evaluation found the role of advocacy and representation of women's rights is played mostly by CSOs through their advocacy programmes which represented interests of WICBT. In **Southern Africa** ESSET, a regional organization, worked to strengthen the capacity of traders as rights holders through participation in regional policy forums and SADC Heads of State meetings. Outputs by ESSET included production of publicity material, i.e., fact sheets, case studies, capacity building, and development of an advocacy strategy. The organization supported participation of women from Lesotho, South Africa, Zambia and Zimbabwe at the SADC pre-summit for the 32nd Summit held in Mozambique in 2012. Their input was included in the final declaration presented to the heads of

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[7] Undocumented taxes demanded as bribery by community members along the trade route

states which called for "recognition of the role played by women in economic development and poverty reduction and their exclusion from policy formulation processes at local, national and regional levels".

In the **Great Lakes** the advocacy role was played by COCAFEM, a regional organization that hosted a regional conference on WICBT and advocacy on issues affecting WICBT, targeting governments and other stakeholders. Through its advocacy work, the regional organization was invited to represent WICBT at AU meetings on Advocating and Promoting Economic Empowerment through Gender Responsive Trade Agreements in January 2012. The organization took part in the FEMNET regional study and represented the Great Lakes on the Gender Lobby Team for the Africa Region. Evidently, CSOs played a critical role in advocacy on behalf of WICBT.

Conclusion: The programme will need to strengthen the role of WICBT associations to represent the interests of their members and play an advocacy role at both national and regional levels.

3.2.2. Regional Economic Commissions' (RECs) and Governments' Accountability to Regional Integration

The evaluation assessed the level of accountability of Regional Economic Commissions and national governments to regional trade protocols and national operational procedures. Findings pointed to linkages between governments' institutional capacity and implementation of regional protocols with some level of contribution by the programme. Attribution to this outcome is difficult to measure at mid-term. There was a relationship in terms of the RECs' commitment to regional trade protocols and the progress by governments in addressing programme priorities. Progress varied at country level with best practices identified in **Rwanda** which falls under the **Central Africa** trade regulations of EAC, COMESA and CEPGL. Outputs in terms of RECs' accountability and government implementation were noted as follows:

Figure 2 Government of Rwanda Accountability to Regional Trade Protocols

- *One Border Centre*, a priority of COMESA was under implementation in Rwanda. Site visits to two border areas showed construction completed at one centre. Government led construction was underway at another at the border of Rwanda and Burundi with the "one window concept"[8] of integrated services provided by customs, immigration, and police security. Benefits included faster processing time and efficient use of resources from 2 countries sharing a border due to transparent systems/ procedures, and reduction in duplication of efforts across borders. The initative will greatly enhance service delivery for WCBT.
- *Simplified procedures*, a priority of both EAC and COMESA, with provisions of simplified procedures evident at the border centers and material translated into local language and in use by the WCBT.
- *Free movement of people*, a priority of CEPGL (Burundi, DRC and Rwanda), permits free movement within the CEPGL countries for a maximum of 3 consecutive days and cumulative 30 days per annum. Simplified travel documents, i.e., lasses passé for residents living at the border, requirements were only to produce a national ID. The free movement was available for women living at the boarder areas at the time of the evaluation.
- *Raw products*, a priority of CEPGL, the WICBT programme contributed to food safety issues through establishment of product based markets in Goma, e.g. fish market, vegetable markets building, and cold

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[8]One trader, one window with Customs from 2 countries, Immigration, Police Security

storage facilities at the border of DRC and Burundi for raw meat. Plans for border facilities were also to include market stalls for the women to sell their produce to centralize marketing for the women who crossed the border into Rwanda.

Effectiveness of the Rwanda programme can be attributed to the leadership provided by the MINICOM who fully underscores their leadership role with implementing partners. Outputs included: led consultative meetings with national stakeholders, created gender focal points at national and local levels, especially the border areas, and developed a strategy for cross border traders[9]. MINICOM coordinated meetings with Burundi, working collaboratively to implement COMESA trade regulations with their counterparts across the border. However, implementation of the programme in Burundi and DRC varied. While Burundi had a national gender policy, implementation was a challenge due to government institutional capacity; and in DRC, both policy and structural capacity of government was limited due to ongoing security concerns. Within the region, the programme is managed by UN Women CARO allowing linkages between regional institutions, CSOs and women's associations within the 3 countries.

West Africa provided a different scenario. While MRU and ECOWAS both participated in the programme in **Liberia,** findings did not support active linkages between REC priorities and the activities of the governments involved in the programme. While MRU aims to foster economic cooperation between Liberia, Sierra Leone and Guinea, there was little evidence in terms of implementation with travel requirements further complicated for women in Liberia due to the recent phase out of the lassez passer and introduction of ECOWAS passports which are only issued in Monrovia. With limited capacity of government administration of the process reported by respondents as 20 passports issued a day, and coupled with the difficult road network that makes travel impossible in the wet season, the passports are beyond the reach of the women.

Focus group discussion with a group of 25 women indicated only one had made the journey to Monrovia and returned with a passport while others continued to use the lassez passer which were still officially recognized during the transition phase or took the illegal routes. Table 9 shows response by Sinji AWCBT.

Table 8 Travel Documents Analysis

Travel Documents	No
ECOWAS passport	1
Lassez passez	23
No documentation (take illegal route)	1

 ECOWAS priority of eliminating all tariff and non-tariff barriers was not evident on the ground with continued harassment of women traders by custom officials for bribes and sex, challenges with transport, customs administration and storage facilities.

At government level, Ministry of Commerce and Industry took steps to engender the 2010 Liberia Trade Policy draft with support from 2 Consultants who integrated the concerns of the AWICBT; approval by parliament was still

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[9] National Cross Border Trade Strategy a Comprehensive Strategy to Support Rwanda Exports to Neighbouring Countries September 2012

pending in December 2012. The Ministry of Commerce was instrumental in their support to AWICBT through invitations to trade forums, which created opportunities for visibility of WICBT and networking with key trade institutions. While at policy level, steps were taken to support the AWICBT, at local level, there were no systems or procedures introduced to address customs administration, logistical concerns or the sexual harassment at border areas.

During field visits, unstructured interviews were conducted with representatives of local government; security authorities and Ministry of Gender and Development officers who were conversant with challenges faced by women CBT but reportedly lacked the authority to address the issues at county level with "problems elevated to respective HQs in Monrovia for action". The Liberia WICBT programme is a component of the JP GEWE managed by a multi-stakeholder team consisting of 2 line ministries, UN Women and CSOs. *The programme has the capacity to expand the management multi-sector team and replicate at county level with relegation of authority to address problems faced by WICBT.*

Within the **West Africa** region, it was noted WICBT country programmes were managed with no linkages across countries or vertical linkages with UN Women WARO or the RECs. WAEMU, ECOWAS and MRU appeared relevant at different levels within the region with some RECs more relevant to specific countries, i.e., Liberia reported participation of MRU at the initial CBT stakeholders meeting while ECOWAS, in collaboration with UN Women, funded the West Africa regional documentary on WICBT. WARO on the other hand was building closer relations with WAEMU as a strategic regional partner with Nigeria country office selected as the focal point for relationship management with ECOWAS. Concerns were raised by respondents of the limited institutional capacity of ECOWAS which affected their ability to influence governments on trade in the region. *The programmes will need a consolidated strategy that supports RECs to play their role effectively in support of the programme within the region.*

In **Southern Africa**, the countries fall under COMESA and SADC. SADC priority in the region is a regional common market with FTA promoting intra-regional trade. Outputs at the regional level show strategic partnership with SADC Gender Unit in the development of the SADC Advocacy Strategy on Informal Cross Border Trade 2010, a result of the evidence based advocacy by UN Women SARO team on the findings of the baseline studies conducted in 5 countries. The SADC WICBT priority to transition informal cross border trading to the formal sector for better access to market opportunities such as trade fairs, skills building, and trade related services is reflected by the programmes within the region. The programme also reflects the SADC priority of fulfillment of WICBT 'Right to Information' on regional trade agreements and protocols on movement of persons, goods and services through training and production of a documentary on the situation of women.

Figure 3 Zimbabwe Value Chain Model

Within the region, **Zimbabwe** is leading in terms of programming in partnership with ZIMTRADE, the government's trade development and promotion agency. Findings showed Zimbabwe focused on trade competitiveness of the WICBT with greater investment in the value chain of the products. Outputs included women's increased access to markets nationally and within the region through exhibitions at market fairs within the region in Angola, Namibia and Zambia; and entrepreneurial training. Intermediate outcomes included improved quality of products, new markets and increased sales for the women. It was noted Zimbabwe provides best practices in supporting the trade competitiveness of products produced by women cross border traders.

Figure 4 Botswana Multi Disciplinary Stakeholder Model

Botswana, on the other hand, provides good practices in the establishment of a multi-disciplinary model that includes 17 institutions led by the Ministry of Labour and Home Affairs Department of Gender Women's Affairs. The Department works closely with the line Ministries of Trade and Industry, Finance and Development Planning and Local Government (Bylaw Enforcement which ensures compliance to trade laws/regulations; Commercial Affairs Division which registers and licenses small businesses, e.g. hawkers, street vendors). Other strategic partners include -Botswana Confederation of Commerce, Industry and Manpower (BOCCIM), Botswana Exporters and Manufactures Association (BEMA), Women in Business Association (WIBA), Women's Finance House Botswana (WFHB), The Business Place, and Southern Africa Trade Hub.

Outputs included launch of the programme in 2011, research conducted in 2012, and an advocacy strategy supported with translation of protocols into local language to promote product quality. Botswana also worked closely with the SADC (TIFI and Gender Unit).

Despite the effort, women in Southern Africa continue to face challenges in terms of border management with harassment stemming from bribery and sexual abuse of women still reported at all borders. The SADC Protocol on Trade provides that "goods shall be accepted as eligible for preferential treatment when traded among SADC States if they originate in Member States". Implementation continues to be a challenge as issuance of certificates of origin was a challenge for the women. *The programme will need to address the challenges above to meet its goals.*

UN Women went into partnership with **UNECA African Centre** for Statistics to enhance capacity of statistical divisions of RECs and national statistical offices to support accountability to the programme. The programme linked gender and statistics in an innovative approach. The partnership focused on: (i) addressing the disconnect between the trade and gender policies of the regional economic communities (RECs); (ii) tackling the issue of informality in mainstream trade policymaking; (iii) building a strong case in favour of tax reduction for WICBT; (iv) promoting statistical development on WICBT to inform trade policies and regional integration processes; (v) advocacy for maximizing human and financial investment to strengthen the gender divisions of RECs so that they can leverage their influence in policymaking, implementation and monitoring in relation to intra-African trade and regional integration processes; and (vi) strengthening the capacity of WICBT to leverage their voice in trade policymaking and regional integration processes, and to increase the returns of their activities to a more profitable level.

 Outputs included research on gender statistics[10] which was presented to 40 participants at a regional Gender Statistics Conference in 2011. Plans were underway to mainstream findings into gender statistics efforts led by the African Gender Working Group and the ACFS. Challenges faced by the programme were recruitment of consultants with a combination of gender and statistics expertise. The programme therefore faced delays due to the lengthy recruitment process. The programme had the potential to contribute gender statistics at regional level.

Conclusion: Accountability by duty bearers in the form of RECs and governments to WICBT will need to be supported with active advocacy strategies at regional level, greater dialogue between governments and RECs

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[10] A Gender Assessment of African Regional Economic Communities Databases to Identify Gaps in Capturing the Activities of Women in Informal Cross Border Trade (WICBT) 2011.

and strengthening capacity of some of weaker RECs and governments to effectively play their role and duty bearers.

3.2.3. Visibility to WICBT to Wealth Creation and Poverty Reduction

The programme contributed evidence based advocacy positions against the backdrop of a number of studies and research conducted across the region. The baseline studies conducted in 5 countries, Liberia, Cameroon, Swaziland, Zimbabwe and Tanzania, profiled women in informal cross border trade and assessed their contribution to economic growth, which greatly contributed to the design of the programme. In the second phase, under evaluation, the baseline findings were packaged into country facts sheets used for evidence based advocacy at international foras, regional and national advocacy forums to to raise awareness and increase visibility of WICBT in Africa.

The findings were also referenced by other UN Agencies in their work on gender and trade. Baseline findings also contributed to discussions with stakeholders at national and regional level.

Table 9 Publications Baseline Studies

	Publications
1.	Baseline Survey of Women in Informal Cross Border Trade in Liberia 2007
2.	Baseline Survey of Women in Cross Border Trade Cameroon 2008
3.	Baseline Study of Women in Cross Border Trade in Swaziland 2008
4.	Baseline study on Women in Informal Cross Border Trade (WICBT) in East Africa,2007-2008
5.	Baseline study on Women in Informal Cross Border Trade (WICBT) in Zimbabwe,2008

In addition, the programme undertook studies in Tanzania, Botswana and the Great Lakes, Burundi, DRC and Rwanda in 2012. Further research supported by UN Women include the Gender Audit which focused on Gender Equality in Trade Policies; agreements and trade facilitation has also contributed to the discourse. Documentaries were produced in West Africa, Cameroon and Zimbabwe that were used for advocacy.

Collaboration with UNECA has produced the research on gender statistics which contributed to the body of knowledge. Production of documentaries by UN Women in Zimbabwe and West Africa region were also instrumental to creating knowledge of the situation faced by women cross border traders; regular newsletters were produced in Liberia with progress updates on the status of the AWICBT. Case studies, fact sheets, and communication material were produced at HQ level, creating visibility of the situation of women. List of publications include:

Table 10 Publications Research

	Publications
1.	A Gender Assessment of African Regional Economic Communities Databases to Identify Gaps in Capturing the Activities of Women in Informal Cross Border Trade (WICBT) 2011
2.	Walking in the Dark: Informal Cross Border Trade in the Great Lakes Region 2012
3.	Report on the Assessment of Women Traders Engaged in Cross Border Trade to Support Formation of Networks in Tanzania (draft report) 2012
4.	Women in Informal Cross Border Trade Botswana Baseline Study 2012

Overall the programme was effective in creating visibility on WICBT in line with Outcome 3, a role led by the HQ Africa Section Their support and guidance was instrumental to the regional and country led initaives.

3.3. Efficiency

3.3.1. Managerial Efficiency

Management Structure

The evaluation assessed efficiency of the UN Women management structures.

The programme proposed a management structure that included international and regional structures. At mid-term, the findings were:

The Advisory Committee which was to be established at the onset of the programme meant to include representatives of RECs, Trade Ministries, UN Agencies working on WICBT identified as (ECA, ILO, UNDP, ITC, UNCTAD and IOM), research institutions and experts was not established at mid-term, a missed opportunity to leverage expertise at international level through a coordinated structure that could have strengthened the programme management and coordination. However it was noted although the structure did not exist, HQ was efficient in use of a number of foras that facilitated participation of technical exeprts and Regional Econonomic Coomunities in the programme.[11]

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[11] Presentation of the WICBT at large international fora: the LDCs conference in Turkey in 2011 and the UNECA/UN Women conference in Accra on Gender and Statistics in 2011 which included the representatives from RECs, research institutions and representatives from different countries. Also, the UNECA/UN Women conference in Accra on Gender and Trade in November 2012 which included representatives from ILO, ITC, UNCTAD and officials from Trade Ministries in Africa. Presenting UN Women's work on WICBT in all these for a provided an opportunity for international experts to provide a feedback on the implementation of the programme.

Engagement of strategic partners: working with UNECA which in turn engage Regional Economic Communities provided the strategic opportunity to leverage expertise on statistics on WICBT.

The Regional Reference Group made up of experts within the region was still pending at mid–term, limiting the intended objective of establishing a resource base for identification of expertise that could be of service to the programme implementers as consultants and technical support.

The programme identified the following RECs at the design stage: ECOWAS, EAC, SADC, WAEMU, SACU, IGAD, COMESA and CEMAC. Findings indicated progress varied with some regions successful in establishing regional strategies working with specific RECs that have posted good results supporting programme objectives.

Regional offices such as CARO, working with COMESA in particular, also leveraged relations with EAC and CEPGL on their trade regulations which showed the programme enjoyed support of COMESA who contributed to the start up with office space and personnel dedicated to the WICBT. SARO also exhibited good relations with SADC where collaborative work on the SADC Advocacy Policy on WICBT was undertaken, working with the Gender Unit. SADC was seen as the priority REC within the region with the programme countries working to support implementation of SADC protocols. In West Africa there was a need for a consistent approach in working with the RECs, ECOWAS, MRU and WAEMU as limited success was noted within the region. It was however noted that WARO had a new focal person with the expertise to provide strategic direction and linkages between the regional office, RECs and country offices. This expertise will need to be put to use effectively over the coming second phase to leverage the positive results in some areas and support the advocacy and policy issues by RECs and government to have the desired outcomes by end of the programme.

At each country level UN Women successfully assigned or recruited a focal person who led programme planning at national or regional level. In addition, at country level multi-stakeholder teams were established that led monitoring of programmes.

UN Agency Synergy

Partnership with UN Agencies varied at country level. It was noted UN Women successfully created synergies within the UN country strategy frameworks leveraging ONE UN and JPGEWE programmes in Rwanda and Liberia respectively to support the WICBT with financial and technical resources. In Rwanda, UN Women worked closely with UNDP, ILO and UNECA while in Liberia, UN Women closely collaborated with UNDP in the programme. SARO worked closely with UNDP and identified opportunities to build closer ties with IOM and ILO within the region. Opportunities exist to further leverage UN Agencies working in the area of WICBT.

Synergy with governments

UN Women enjoyed good relations with national governments in countries of operation with engagement of relevant line ministries who play the focal role of leading the programme in different countries. Best practices were noted in Rwanda where MINICOM has taken ownership and provides leadership in implementation of the programme. The programme was successful in achieving commitment and cooperation from other line ministries, i.e., Ministry of Finance, through the Central Bank, and Ministry of Agriculture who were collaborating in harvesting statistics at border areas in support of the programme. In Liberia, participation of Ministry of Commerce and Ministry of Gender was noted with commitment of Ministry of Finance through the Central Bank to support VSLA with loan facilities for AWICBT members.

The relations with government line ministries will need to be strengthened in countries in West Africa and Southern Africa by bringing on board the Ministries of Immigration, Justice and Home Affairs more effectively to address continued challenges with trade facilitation and exploitation of women at the border areas.

Financial Analysis

The 3 year programme had a projected budget of $12,124,950 with annual budgets projected as: 2010 - $4,284, 950 - 34%; 2011-3,955,000 - 33%; 2012-3,885,000 - 33%. The programme faced challenges in terms of fundraising at a global level with secured resources as follows: Spain $388,349, Denmark $803,212.85 and UN Women core funds total $ 700,000 as reflected in Figure 5.

Figure 5 Budget Allocations Bilateral Funds
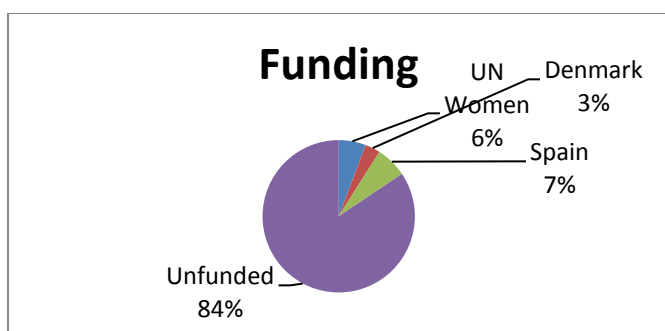
Of concern was the budget deficit of 84% which affected funding for key activities. At HQ, activities such as establishment of Reference Group and Advisory Committee were hampered by funds while at country level allocation was limited to 5 recipients, as reflected in Figure 6.

Figure 6 Programme Funding
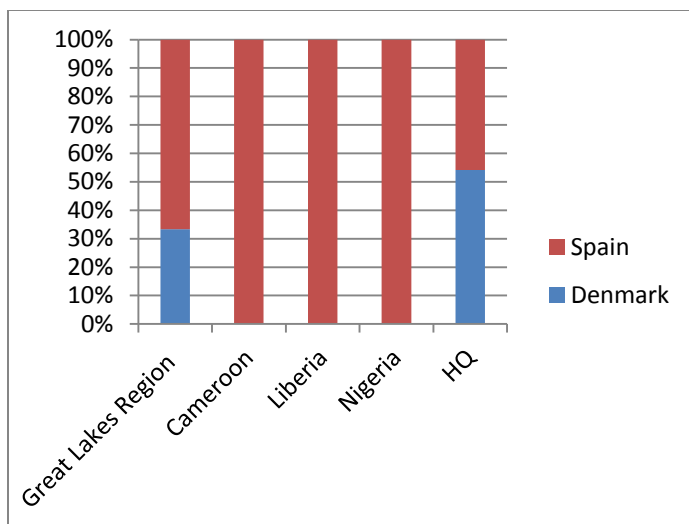
Fund allocation at country level was affected by limited resources with examples provided by the Rwanda programme where the total budget of $ 552,886.00 was distributed to 5 partners to fund short term projects e.g. COCAFEM were funded for a year covering 2 activities including a regional conference and advocacy. Advocacy activities are long term and continued support to the advocacy organization would support continued advocacy until end of programme.

It was noted that all partners in Rwanda required an extension due to late start up and delays with disbursement of funds, refer to Table 12 below.

Table 11 Rwanda Budget Allocation

Partner	Donor	Period	Extension	Total Budget	Status
COCAFEM	Denmark	Aug 2011-Sep 2012	30-Sep-2012	70,000.00	completed
AFAB	Spain/Denmark	Oct 2011-May 2012	30-Jun-2012	50,000.00	Completed
CEPGL	Spain/ONE UN Fund	Aug –Dec 2011	30-Sep-2012	99,000.00	completed
MINICOM	ONE UN Fund & Spain	Aug 2011- July 2012	28-Feb-2013	175,000.00	Progress
International Alert	Spain/Denmark	Oct 2011 –May 2012	31-Oct-12	59,886.00	completed

At the time of the mid-term evaluation, the respondent reported fundraising results in Mali with an MOU signed with SIDA for $1.4million for programmes inclusive of WICBT. Rwanda, in addition to the $450,000 committed funds from Denmark and Spain, also benefited from One UN funding provided in 2010 and 2011. SARO supported country level fundraising initiatives that raised approximately $773,225[12] for WICBT programmes in Swaziland,

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[12] Confirmed figures for Mozambique, South Africa, Mozambique and estimates for Botswana and Zimbabwe, figures could not be confirmed by the time of reporting.

South Africa, Zimbabwe, Botswana and Mozambique, while Cameroon submitted a proposal to ADB and was awaiting response. In the absence of a defined fundraising strategy, that programme has managed to secure resources at country and regional level. There is need to support the country effort with a fundraising strategy that complements the financial targets of the programme in order to meet the financial target of $12 million. The programme faced a number of challenges in financial management including delays in funds transfers reported in all countries that receive the global donor funds due to the process of funds transfer reflected below:

Donors → New York → Regional Offices → UN Women country offices who disbursed to partners through UNDP.

UN Women will need to address delays in funds transfer to improve efficiency especially bottlenecks at both regional and country level due to strained systems.

In Liberia, the funds delays posed an added challenge to partners due to the seasonal nature of the work. Given the poor roads network, transport is available mainly in the dry season when vehicles navigated poor terrain. Partners located out of Monrovia faced added challenges with travel to Monrovia to receive the cheques. The process can be improved with efficient transfer systems that reduce cost to the partner in terms of time and travel. It was noted in Liberia, UN Women provided 0.9% support to implementing partners with no restrictions on how it is spent, providing contribution to partner expenses.

In Rwanda, where funding is received from both Spain and Denmark, challenges included compliance with donor requirements on delivery rates due to impact of delays in fund disbursement and subsequent implementation of activities.

3.3.2. Programme Efficiency
Programme Implementation

The programme offered diverse methods and approaches which responded to different programme contexts. The Great Lakes programme was managed as a Regional 3-country programme, with 2 people dedicated to the programme at the CARO. The approach leveraged expertise within the 3 countries providing linkages across countries evidenced with joint meetings and conferences between Rwanda, DRC and Burundi programme participants. Monitoring was conducted by the regional office which allowed knowledge transfer and learning across the region. The pace of implementation differed with Rwanda offering a stable political environment, government ownership of WICBT programme priorities and commitment in the implementation of RECs trade protocols, leading to measurable results. Burundi and DRC required modification and adaptation of strategies given the different contexts in each country, Burundi with a slower implementation rate due to limited government commitment and supportive structures while DRC faced political instability inimical to programme performance. It was noted the programme required closer monitoring by the CARO team with flexibility and adaptability in implementation of planned activities.

Liberia JP GEWE model provides efficiencies in leveraging UN joint programmes to support UN Women priorities. The JP GEWE UN Women office has two people dedicated to the programme and actively engaged in provision of technical assistance to the partners and AWICBT. The programme successfully utilized existing structures of the JP GEWE to lead program implementation and monitoring which is done by a multi-agency coordinating team.

Within the West Africa region, WARO recruited an EE focal person who has the expertise to guide design and implementation of integrated approaches for the regional programme. Plans were underway to address programme linkages across countries with separate conference for English and French speaking countries and effort was underway to build relationships with WAEMU. Effective coordination was required to consolidate programme gains, strategic relationship building with key RECs that will contribute to programme outcomes. Effective engagement of WARO in the regional programme will enable linkages across countries, e.g. Sierra Leone and Guinea, in support of the Liberia programme.

In Southern Africa, SARO closely supported programme implementation at country level and had supported fundraising for WICBT programmes. SARO had an Economic Empowerment (EE) Specialist who worked closely with focal persons at country level within the region. Monitoring was performed by SARO for countries that did not have UN Women offices, i.e., Botswana, Swaziland and South Africa, while country offices monitored partner programmes in Zimbabwe and Mozambique.

Monitoring at the HQ was a challenge due to lack of vertical reporting for all countries implementing the WICBT programmes. HQ coordinated annual reporting to Spain and Denmark in line with donor requirements through consolidation of the 5-country reports and submission. Due to the nature of the programmes that were implemented as a component of the EE portfolio, countries not funded by external donors were invisible as the UN Women reporting did not provide for detailed reporting on WICBT activities. The programme will need to address reporting from all countries to enable oversight and effective monitoring by the EE thematic expert. This currently limits the role of the HQ EE expert in the provision of technical support to the countries, sharing best practices and facilitation of vertical linkages to leverage the diverse expertise within UN Women.

3.4. Sustainability

3.4.1. Design for Sustainability

Sustainability was based on the fundamental question "will the benefits and results achieved through the programme be maintained or enhanced over the next phase to facilitate continuity by programme beneficiaries and participants beyond the funding period?" The evaluation noted sustainability played out differently across the region.

The model of women associations inbuilt the concept of ownership by the women by addressing issues that affected them, provision of services that benefited them, i.e., business training, literacy classes and opportunities to share and network in groups. Commitment was noted as they derived benefits by being members of the associations, i.e., support provided by other traders when they had to leave their stalls - Rwanda; social support where women faced harassment at border posts – Liberia; opportunities to address the value chain of products and identify business opportunities for the product based associations in Rwanda and opportunities to access bank loans to expand their business - Liberia.

Establishment of national and local decision making structures, i.e., board of directors, local level leadership teams, operational systems such as constitution and formal processes for meetings and documentation of proceedings. It was noted Liberia adopted an evolutionary approach, taking longer with the association yet providing adequate

time for growth and development, building capacity to negotiate for land, supporting with construction of warehouses with plans to hand over management to the AWICBT. The AWICBT had the potential to remit revenue through membership fees, VSLS and warehouse fees. Such revenue could address resourcing of association activities beyond the programme funding period. The next phase will need to strengthen the capacity of women's associations to represent their interests and advocate for their rights through dialogue with duty bearers, a role currently played by CSOs.

The entry point for the programme was a relevant government line ministry which differed by country, i.e. ., in Rwanda, MINICOM; in Liberia, Ministries of Commerce and Industry, and Gender and Development are both involved; in Botswana, Ministry of Labour and Home Affairs Women's Affairs; in Swaziland, Ministry of Commerce, Industry and Trade. Findings showed co-relationship between institutional capacity of the line ministry and progress in terms of results. In Rwanda, where the MINICOM committed its own human, financial and institutional resources, the ministry was effective in resource mobilization for the programme, receiving funding from EU for construction of the One Border Centers. In countries where the focal line ministry lacked institutional capacity, progress was limited with gaps in terms of the policy reform and government accountability to address trade facilitation affecting Outcome 2 of the programme. UN Women will need to address capacity issues of line ministries to ensure continuity of programmes beyond the funding period.

3.4.2. Risk Management

Assessment was made of UN Women's ability to address operational, development and financial risk. The assessment revealed that UN Women has the structures and routine procedures at implementation level, either country or regional office, to respond to operational risks related to programme performance. Structures exist at country level and regional levels such as CARO where implementation takes place that meet regularly, monitor activities and make decisions in response to threats on the ground.

The evaluation noted development risks for the programme include political risks in DRC due to continued conflict in that country and poor government systems, limitation faced by institutional capacities of RECs, e.g. ECOWAS, capacity of line ministries in some of the post conflict zones, e.g. Liberia, and economic challenges in Zimbabwe that continue to pose challenges for the Southern Africa region. The capacity of the programme to address development risk is limited and will need to develop contingency strategies in order to meet the programme goals. The programme faced financial risk from the onset with the programme spread to 12 countries and the HQ only able to secure funding for 5 programme countries. The financial resources risk has been addressed through national fundraising for countries not funded by global funds with successful strategies reported in Zimbabwe, Cameroon, Mali and South Africa. UN Women will need to employ fund diversification as a key strategy for all countries to support programme continuity.

4. Overall Conclusions

4.1 Outlook to Achieve Outcomes

The objective of the MTE was to assess progress towards achievement of outcomes for the programme Strengthening Responses to Create Wealth and Reduce Poverty for WICBT. The evaluation came to the following conclusions:

Considerable progress was made in 2011 and 2012 given the delays in funding for most programmes that only began implementation in January 2011. Overall the programme is on track with real time evidence of outputs and anecdotal evidence of impact in some outcomes. Progress towards achievement of outcomes was better in some cases than others, given differences at country level.

Outcome analysis was as follows:

Outcome 1 Coalitions Demand Better Service: The programme was effective in the establishment of WICBT associations in Liberia, while other countries leveraged existing associations in Mozambique, Zimbabwe, Rwanda and Mali under Output 1. This is conversely an intermediate result that should lead to strengthened capacity of women to achieve results in Output 2 and Output 3. Evolution approaches were used in Liberia that strengthened the AWICBT with decision making and management of the 2 warehouses that were under construction. In Rwanda, evolution approaches graduated the product based associations into cooperatives with greater access to financial resources for the members. Zimbabwe and Mali offered business oriented strategies that addressed the value chain and incentives for formalization of the women traders' business entities with favorable taxation. Inadvertently, the programme will need to strengthen the capacity of women traders to demand their rights to services from the duty bearers, i.e., governments and RECs, currently a role played by advocacy organizations in the Great Lakes while in Southern Africa, their models allowed participation of WICBT in advocacy forums with support of advocacy organizations. Liberia on the other hand offers best practices in empowerment models that allow women traders to be engaged in trade forums through recognition by Ministry of Trade. The advocacy role of WICBT should be strengthened in the next phase with linkages to existing women's movements to amplify their voices for the rights of women in transnational trade and build capacity in advocacy skills.

Outcome 2 RECs' and Governments' Accountability: The Outcome had mixed results in terms of RECs, government leadership and ownership of the programme. Output 1 focus on greater commitment on the part of RECs was achieved at different levels in all regions with findings of baseline studies used effectively in policy advocacy with RECs across the regions. However, results of commitment were noted with the development and revision of trade policies to reflect priorities of women in trade and alignment between REC priorities and government policies on trade and subsequently implementation. Great Lakes Region was progressing well with good alignment between RECs, government and programme priorities and clear ownership of the programme by the lead institution MINICOM.

Government engagement was assured through strategies that enabled respective line ministries as the entry point for the programme. However, the programme faced challenges with achievement of Output 2 on capacity of RECs to enforce and Output 3 capacity of governments to address WICBT policies, national plans and budget in some of the countries, i.e., Liberia. Commitment by government will need to be met with not just policy but custom reform and rehabilitation of systems to stop corruption, provide incentives for officers to operate legitimately and respect

the human rights of women. Limited financial resources have an adverse impact on capacity of governments to effectively facilitate change. The programme will need to support fundraising strategies that bring on board other large bilateral donors as modeled by Rwanda. Support also must be extended to weaker RECs like ECOWAS that lack institutional capacity to lead in the region.

Outcome 3 Greater visibility in the contribution of WICBT: The programme benefitted from the baseline studies conducted from 2006-2009 and was effective in production of research products that continued to support the discourse on WICBT, in-line with Output 1. While much effort has gone into visibility of the WICBT, the programme could sharpen its impact with communication and advocacy strategies to help centre the message targeting key audiences, i.e., donors to address the shortcomings in fundraising; RECs to support commitment of those RECs that are not fully engaged; targeted messaging for custom officials to operate legitimately respectful of women's human rights and dignity; and wider public to create understanding of the role of women in wealth creation and poverty reduction.

4.2 Conclusions

Relevance: The programme took place against growing international interest on gender and trade facilitation with recognition of WICBT contribution to economies in Africa. Extensive baseline studies in 6 countries: Cameroon, Liberia, Mali, Swaziland, Tanzania, and Zimbabwe provided evidenced based information for the programme design. Relevance of the programme was corroborated with research and studies in the Great Lakes, Botswana and Tanzania under the programme. While short term projects were offered with partners ranging from 6 months to 1 year under the programme, justification for extension of scope and scale is there in existing programme countries and new countries. Potential lies with East Africa Region of Kenya, Uganda and South Sudan with the large influx of women traders into the new country of South Sudan. Tanzania also faces high inflow and outflow into Rwanda, Uganda and Burundi, based on the research conducted in Tanzania. The evaluation found flaws with the evaluation intervention logic with unclear linkages between outcomes, outputs and the baseline findings. Outcome 1 analysis showed it to be wordy, lacking focus on the measurable outcomes. The evaluation suggested an improved outcome, enhanced capacity of coalitions of WICBT to demand women friendly or gender sensitive trade facilitation services". The caveat is trade facilitation is a function of governments and other private institutions, e.g. banks and not necessarily Regional Economic Commissions RECs. Outcome 2 does not fully address accountability of RECs to regional integration key function under the Abuja Treaty while also missing the key component in terms of government accountability to customs administration and management identified in the baseline studies. Analysis showed outcome 3 conflated visibility to be a function of communication with regional integration of RECs which should be addressed under Outcome 2. Improved outcomes were provided to address flaws in design.

The programme had outputs which responded to socio demographic findings of the cross border trader as a woman, aged 31-40, with low literacy rate, lacked business skills, operated individually with no access to finance, the programme design in response offered literacy and business skill training for the 75% population of women in the CBT, coalition building for women traders sand ways to enhance access to micro finance and bank loans.

Efficiency: Analysis of management and operational efficiency by UN Women pointed to shortcomings with fundraising resulting in a deficit of 84% for the period under implementation. This has affected delivery of planned activities with challenges evidenced at HQ in terms of meeting planned activities. While establishment of management structures has been delayed, the programme has an opportunity to leverage resources already

engaged in the programme to provide technical support moving forward. Expertise drawn from government line ministries, CSOs, RECs and UN Women regional and country staff will provide a valuable resources base for the programme.

The programme offers a variety of multi-stakeholder coordination models at national level. These structures will need to be replicated at local level to enable action by multi-sectors to address challenges that continue to face cross border trade in West Africa and countries in Southern Africa. Analysis showed models that addressed sustainability at design stage with potential for continuity beyond funding period. Women's association structures were augmented with systems and technical skills in Liberia, and in some countries, i.e., Rwanda, with graduation from association to cooperative that can be financially sustainable with access to financial resources for its members. Meaningful empowerment through literacy and business skills was noted also in Liberia with systems and structures in support of AWICBT and additional individual confidence building that increase their effectiveness as transnational traders.

Risks to sustainability are however posed by the capacity of RECs and governments that lack capacity and commitment to effectively undertake their role as duty bearers. To what extent can UN Women foster ownership among these institutions will be seen in the coming year and will impact on overall results.

Fundraising will need to be diversified with effort continued at international, regional and country level. The ability by countries to secure funding at national level is commendable and needs to be supported with well defined fundraising and communication strategies.

5. Lessons

Successful wealth creation for women traders must be matched with national investment into customs and trade management, trade infrastructure, i.e., travel logistics and transport services along the trade corridor in ways that facilitate gender dimensions of transnational trade. Countries that posted higher gains such as Rwanda made significant policy reform coupled with high investment in infrastructure and systems rehabilitation along the trade corridor, i.e., the "one window" concept that combines operations of 2 countries.

In Liberia, the programme took time to successfully address women's deficiencies in literacy and business skills and the need for women to coalesce before moving on to the higher needs of rights realization in trade facilitation. Self actualization can only be realized once the lower needs have been addressed, (Maslow's Hierarchy of Fundamental Needs).

Achievement of the overarching goal of wealth creation will be dependent on use of multi-pronged strategies to address the business environment for women in transnational trade. Lessons from countries focusing on value chain initiatives, i.e., Zimbabwe - quality of products, Rwanda - product based associations provide value chain frameworks that are replicable in other countries.

Accountabilities at government and regional level can only be facilitated where the stakeholders have total buy in to the programme goal. Rwanda provides best practices in government ownership and REC effective facilitation of regional integration. UN Women has proven success where linkages are facilitated by the regional offices working directly with RECs in support of country programmes.

For women engaged in WICBT programme activities, the cost of taking time off their small business and participating in programme activities is high for women. Where programmes were regarded as passion driven, e.g.

Liberia, women readily made arrangements to take part in programme activities without demand for compensation.

Predatory behavior at border areas is a result of institutional culture permissive of corrupt practices as women officers were reported to exploit other women through harassment and bribery. Additionally of course, the corrupt practices provide opportunities for GBV with sexual exploitation of women CBT by by male officers. The presence of women alone without support systems is not adequate. Where results were positive, e.g. under the One Stop Centre model, incentives for non predatory behavior were provided through improved working environment, better housing, training and transparent systems.

6.   Recommendations

Recommendation 1: Improve management of WICBT at Project Management Level (formely done by Africa Section HQ). *(It was noted at the time of report writing that UN Women regional architecture was in the process of transition. Decisions will need to be made internally on who will address the accountabilities below understood to be i) the new HQ structure or ii) the 2 new Regional Offices of West and Central Africa; and East and Southern Africa respectively)*

- – Review and update the intervention logic to address linkages between baseline indicators, inputs, outputs and outcomes.
- – Increase HQ accountability through delivering on planned outputs, i.e., Advisory Committee, Regional Reference Group and database of experts who can support the programme with technical expertise.
- – Support Regional and Country Offices with advocacy and communication strategies targeting key audiences, donors, RECs, governments and other UN Agencies.
- – Provide tools and templates to support annual reporting on WICBT and sharing of lessons and best practices.
- – Address funding delays through efficient transfer systems that empower regional and country offices to support partner effectiveness.

Recommendation 2: Improve programme linkages in West Africa

- – Facilitate regional programmes with linkages established between countries that share borders with Liberia and Mali to be effective in addressing challenges along the trade corridor based on the Great Lakes 3-country model between Rwanda, DRC and Burundi.
- – Elevate management of relationships with RECs to West Africa Regional Office to foster a unified West Africa strategy that can facilitate regional integration in trade.
- – Provide performance related support in the region with growth of top performers and exit of programmes not producing results, such as Nigeria.

Recommendation 3: Demonstrate accountability to WICBT in Liberia (UN Women Liberia Country Office)

- UN Women to work with Ministry of Trade and Commerce in Liberia in the development of strategies for rehabilitation of custom operations with provisions for complaint mechanisms by women traders, training of customs officers, and improvement of facilities and systems for customs administration and facilities.
- Leverage existing expertise with current partners DENL and EDUCARE in Liberia to support development of training curriculum for custom officers inclusive of key regional protocols and implementation strategies and human rights of women traders to curb exploitation by custom officers.

Recommendation 4: Regional focus on border management and advocacy SARO

- Develop transnational training programmes targeting customs officials at border areas across the region to eliminate harassment of women traders.
- Advocate for policy reform on the certificate of origin to reduce continued harassment of women in the region.

Recommendation 5: Improve programme linkages CARO

- Introduce performance related fundraising strategies to top performing countries and reduce investment in countries where development risks pose a challenge to programme implementation, i.e., DRC.
- Provide linkages between Cameroon and the Great Lakes programmes to leverage knowledge at CARO office.

Recommendation 5: Build models that facilitate sustainability at country level (Implementing Countries)

- Document and share best practices on successful business models that facilitate graduation of women traders from the informal sector to formal business entities.
- Facilitate linkages of WICBT associations to broader women's movement to address concerns raised by women beyond the mandate of the programme including domestic violence, restrictions on access to resources, and in matters of marriage, divorce, and property rights.
- Increase UN Agency involvement in the programme to leverage financial, human and institutional support already existing at country level.
- Clarify WICBT plans and budgets in country AWPs to enable tracking of country led initiatives.

Recommendation 1: Improve management of WICBT at HQ level

- Review and update the intervention logic to address linkages between baseline indicators, inputs, outputs and outcomes.
- Increase HQ accountability through delivering on planned outputs, i.e., Advisory Committee, Regional Reference Group and database of experts who can support the programme with technical expertise.
- Support Regional and Country Offices with advocacy and communication strategies targeting key audiences, donors, RECs, governments and other UN Agencies.

- Provide tools and templates to support annual reporting on WICBT and sharing of lessons and best practices.
- Address funding delays through efficient transfer systems that empower regional and country offices to support partner effectiveness.

Recommendation 2: Improve programme linkages in West Africa

- Facilitate regional programmes with linkages established between countries that share borders with Liberia and, Mali to be effective in addressing challenges along the trade corridor based on the Great Lakes 3-country model between Rwanda, DRC and Burundi.
- Elevate management of relationships with RECs to West Africa Regional Office to foster a unified West Africa strategy that can facilitate regional integration in trade.
- Provide performance related support in the region with growth of top performers and exit of programmes not producing results, such as Nigeria.

Recommendation 3: Liberia to Demonstrate accountability to WICBT

- UN Women to work with Ministry of Trade and Commerce in Liberia to develop strategies for rehabilitation of custom operations with provisions for complaint mechanisms by women traders, training of customs officers, and improvement of facilities and systems for customs administration and facilities.
- Leverage existing expertise with current partners DENL and EDUCARE in Liberia to support development of training curriculum for custom officers inclusive of key regional protocols and implementation strategies and human rights of women traders to curb exploitation by custom officers.

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- Advocate for policy reform on the certificate of origin to reduce continued harassment of women in the region.

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- Introduce performance related fundraising strategies to top performing countries and reduce investment in countries where development risks pose a challenge to programme implementation, i.e., DRC.
- Provide linkages between Cameroon and the Great Lakes programmes to leverage knowledge at CARO office.

Recommendation 5: Build models that facilitate sustainability at country level

- Document and share best practices on successful business models that facilitate graduation of women traders from the informal sector to formal business entities.

- Facilitate linkages of WICBT associations to broader women's movement to address concerns raised by women beyond the mandate of the programme including domestic violence, restrictions on access to resources, and in matters of marriage, divorce, and property rights.
- Increase UN Agency involvement in the programme to leverage financial, human and institutional support already existing at country level.

7. Annexes

7.1. Annex 1 Sampled Projects

Country	Project Title & Period	Implementing partner		Duration	Budget	Methodology	
		Gov/REC	NGO		USD	Field visit	Document review
Rwanda	Regional Conference WICBT		COCAFEM	2010-2013	70,000	X	
	Support to Women in Informal Cross-Border Trade	MINICOM		2010-2013	175,000	X	X
	Support to Women in Informal Cross-Border Trade	CEPGL		2010-2013	79,200		X
	Women in Informal Cross-Border trade in the Great Lakes Region		International Alert	2010-2013	59,886		X
	Women in Informal Cross-Border trade in the Great Lakes Region		AFAB	2010-2013	39,871		X
Liberia	Organizational Development and Leadership Training for Association of Women in Cross Border Trader (AWICBT)		DENL	April-August 2011	29, 969.00	X	X
	Literacy and Business Development Skills Training for the Association of Women in Cross Borders Trade		EDUCARE	November, 2011 to May. 2012	99,993.33	X	X

	(AWICBT) in 5 counties						
Cameroon	WICBT In Cameroon	Ministry of Commerce		2011-2013	100,000		x
Mali	Promotion des femmes engagées dans le commerce informel transfrontalier pour devenir des opératrices économiques		APROFEM & AMPRODE/SAHEL	2011-2013			X
Zimbabwe	Women in Informal Cross Border Trade in Zimbabwe	ZIMTRADE		2011- 2012	95,000		X
Botswana	Women in Informal Cross Border Trade in Botswana	Women's Affairs Department in the Ministry of Labour and Home Affairs.		2011-2013	357,395		X
South Africa	Strengthening the Capacity of Women and Men Involved in Informal Trade: Towards Justice and Recognition.		ESSET	2011-2012	30,000		x
Mozambique	Project for the Integration and Development of Women in Informal Cross Border Trade in Mozambique	Ministry of Social Action		2011-2013	188,828		x
Swaziland	Women in Cross border trade in Swaziland	Department of Small Enterprise Development in Swaziland(Ministry of Commerce, Industry and Trade)		2011-2013	98,000		

7.2. Annex 2 Evaluation Matrix

Evaluation Criteria: 1. Relevance		
Evaluation Questions: Has the programme addressed regional and national priorities? How relevant were the programmes in each country situation? Is the intervention logic (objectives, outcomes, outputs and indicators) coherent and aligned to the identified rights and needs of the target group?		
Specific criteria	**Indicator**	**Means of verification**
1.1 Relevance of design	Gender sensitive baseline on the situation of WICBT Level of correlation of strategic priorities levels with baseline Gender appropriate approaches, gender based programming, gender analysis Level of coherence with UN reform (JPs and One UN) Alignment with regional and national priorities Coherence of the intervention logic Degree of understanding of the contextual issues by UN staff and partners	Review baseline study, country situational assessment, Analysis of theory of change, logical model Interviews UN Agencies, REC, IAC Program plans and reports, Project documents Interviews
1.2 Relevance to emerging issues	Degree of responsiveness to internal and external opportunities WICBT transition strategy (UNIFEM to UN Women)	Review risk and opportunity assessment Programme documents, transition strategic plan, programme reports, interviews with staff and partners

Evaluation Criteria: 2. Effectiveness		
Evaluation Questions: To what extent is there progress towards achievement of outputs and outcomes? Did the programme accomplish the intended objectives and planned outcomes?		
Specific criteria	**Indicator**	**Means of verification**
2.1 Achievement of outputs/outcomes	Congruence between plans and results Level of correlation between programme implementation and baseline Quality and quantity of outputs/outcomes	Document review of plans, reports field monitoring reports. Interviews with programme staff and partners
2.2 Coalitions of WICBT demand better service	Level of leadership and coordination on WICBT Degree of empowerment of women to demand service Level of improvement in service delivery for WICBT	Interviews with WICBT coalitions and network leaders and members, programme staff and partners Document review of program plans and monitoring reports

	Degree of client satisfaction Reduction in harassment and exploitation (economic and sexual) of cross border traders	FDGs with programme beneficiaries
2.3 REC and governments commitment and accountability to WICBT	Regional policy and regulatory frameworks on WICBT Level of national implementation of regional policy and regulatory frameworks Level of policy reform to address rights of women and VAW in CBT Engendered service provision by trade related institutions Level of investment in capacity development for duty bearers Level of client satisfaction Availability of statistics for decision making	Interviews with RECs, IAC, government line ministries and trade institutions, UN Women Addis and Regional Offices Review programme quarterly and annual reports, monitoring reports
2.4 Visibility of WICBT to poverty reduction and regional integration	Communication strategy Production of advocacy and communication material (knowledge products) Reach of media campaigns Degree of attitude change of policy makers, customs officials, media and public on WICBT Documented experiences and level of replication within the region Reduction of incidences in VAW of WICBT Level of "signature" on advocacy issues by policy makers	Interviews programme staff and partners FDGs with beneficiaries Interviews with government customs service providers

Evaluation Criteria: 3. Efficiency		
Evaluation Questions: How well were project resources human, physical and financial used to advance intended outcomes?		
Specific criteria	Indicator	Means of verification
3.1 Managerial efficiency	Implementation within planned timelines Expenditure within budget Prompt resolution of implementation problems Cost effectiveness in managerial and coordination systems Degree of synergy with other UN	Document review of minutes, reports of regional management structure Review of programme quarterly and annual reports, monitoring and evaluation reports Review of financial reports

	Agencies in WICBT at regional and national levels Degree of synergy with RECs on CBT Level of risk assessment and management Donor reporting and compliance Level of resources committed – human, financial and physical	Interviews with UN Agencies and UN Women management team
3.2 Programmatic efficiency	Level of technical assistance Degree of coordination of the various management structures Production and use of knowledge products Resources focused to achieve outcomes Degree of monitoring and evaluation	Review project annual plans and reports, field monitoring reports Interviews with UN-Women staff and partners

Evaluation Criteria: 4. Sustainability		
Evaluation Questions: To what extent are the partnerships, collaboration and capacities sustainable beyond funding period?		
Specific criteria	**Indicator**	**Means of verification**
4.1 Design for sustainability	Existence of exit or continuity strategies Level of sustainability of the quality of project input	Minutes of planning and management meetings Interviews with programme staff and partners
4.2 Risk management	Level of threats to sustainability during implementation Degree of corrective measures adopted	Monitoring reports, committee meeting minutes Interviews with staff and management structures
4.3 Project continuity	Level of continuity of institutional change and results Level of financial and programme capacity of partners to sustain programme results	Interviews with partners Programme quarterly and annual reports

7.3. Annex 3 Evaluation Questions

	Priority 1: Relevance	
	Has the programme addressed regional and national priorities? How relevant were the programmes in each country situation? Is the intervention logic (objectives, outcomes, outputs and indicators) coherent and aligned to the identified rights and needs of the target group?	
	Questions	Criteria
1.	To what extent do the programme 3 outcomes address the identified needs and rights of women in cross border trading baseline? Was the programme design based on gender analysis, situational analysis, risk assessment, socio-economic analysis and conflict assessment in all countries?	Relevance 1.1
2.	To what extent is the programme aligned to regional and national priorities?	Relevance 1.1.
3.	How does the programme design respond to different country context and capacity?	Relevance 1.1
4.	Were the programme resources, models, conceptual framework relevant to achieve planned outcomes? Did they follow good practices?	Relevance 1.1. Effectiveness 2
5.	Is the intervention logic coherent and realistic? What needs to be adjusted in the logic frame to realise outcomes?	Relevance 1.1
6.	To what extent are the goals of the programme realistic in line with resources, capacities?	Relevance 1.1
7.	Are the planned programme outputs and results relevant and realistic for regional and national uptake?	Relevance 1.2 Sustainability 4.3
8.	How does the programme respond to external and internal opportunities?	Relevance 1.2
9.	To what extent are there advantages for UN Women in engagement in WCBT? How adaptive was the programme in the transition from UNIFEM to UN Women?	Relevance 1.2 Efficiency 3.1
	Priority 2: Results of the Programme Effectiveness	
	To what extent is there progress towards achievement of outputs and outcomes? Did the programme accomplish the intended objectives and planned outputs and outcomes?	
	Questions	Criteria
1.	To what extent is the programme making sufficient progress towards its planned outcomes? What type of tangible results (qualitative and quantitative) has the programme been able to achieve?	Effectiveness 2.1
2.	To what extent was there deviation between planned and actual outputs and outcomes? Explain why?	Effectiveness 2.1
3.	To what extent is the programme likely to achieve its objectives upon completion?	Effectiveness 2.1
4.	To what extent were the duty bearers and rights holders' capacities strengthened?	Effectiveness 2.2
5.	To what extent has the programme contributed to coalition building of women to demand better service? What are the changes in terms of women friendly service delivery? Please explain?	Effectiveness 2.2
6.	How has the programme contributed to REC and national governments commitment and accountability to WICBT? What were the changes produced on legal and policy frameworks at national and regional levels? What is the level of enforcement?	Effectiveness 2.3
7.	How has the programme contributed to statistical collection, management and use?	Effectiveness 2.3
8.	What has been the value addition of the programme to the issues of WICBT?	Effectiveness 2.1, 3.2
9.	To what extent has the programme been successful in creating visibility on the issues affecting WICBT? What changes have occurred in attitude towards WICBT? Is there anecdotal evidence of informed, sensitive and supportive public, media and decision makers on WICBT?	Effectiveness 2.4

Priority 3: Efficiency -How well were the programme resources (human, physical and financial) used to advance intended outcomes?		
1.	How have the UN-Women addressed operational efficiencies in management of the programme? Are there sufficient resources (financial, time, people) allocated for the programme?	Efficiency 3.1
2.	To what extent has the realisation of funds been according to plan?	Efficiency 3.1
3.	What mechanism exists for financial monitoring? Were there time extensions? If yes what circumstances gave rise to the need for extensions?	Efficiency 3.1
4.	To what extent do resources distributed address the needs of vulnerable groups of women?	Efficiency 3.2
5.	What value addition is provided by UN-Women in programme implementation? Were the management and implementation capacities adequate?	Efficiency 3.1
6.	How has UN-Women addressed implementation problems & risks? Provide examples?	Efficiency 3.2
7.	To what extent is there coordination with other UN Agencies engaged in WICBT at regional and country levels?	Efficiency 3.2
Priority 3: Sustainability To what extent are the partnerships, collaboration and capacities sustainable beyond funding period? Did the intervention design include an appropriate sustainability exit or continuity strategies to support positive changes in women's human rights after the end of the intervention?		
	Questions	Criteria
1.	Assess the choice of partners; to what extent has the programme partnerships strengthened the capacity (human, financial & physical) of partner institutions and programmes?	
2.	What steps were taken to strengthen their capacity for uptake of the programmes?	Sustainability 4.1
3.	To what extent has the programme provided exit strategies or extension plans to support interventions after end of funding?	Sustainability 4.1
4.	To what extent is the programme supported by local institutions integrating local social and cultural context?	Sustainability 4.1
5.	What medium term effects have resulted from the programme, i.e., positive and negative, intended and unintended?	Sustainability 4.3
6.	What challenges and opportunities exist in the area of WICBT and how should they be addressed in the next year to realise programme goals.	Sustainability 4.2
7.	What are the lessons that can be shared to improve implementation in the next phase?	Sustainability 4.3

7.4.Annex 4 Documents Reviewed

Type of document	Document Title	Status	Comment
Strategy/Project Plan	Strengthening Responses to Create Wealth and Reduce Poverty for Women in Informal Cross-Border Trade in Africa	√	3-Year Project Plan, Budget $12,124,950, Period Jan 2010-December 2012. Comprehensive situational analysis with project plan detailed in results matrix with 3 outcomes using logical framework, outcome based strategies budget and implementation plan.

			Document 51 pages
Situational assessment (baseline studies)	Baseline Study Final Report 09-05-08	√	Consolidated report of the country specific baseline studies
	Cameroon	√	Summary findings of 2008 baseline study conducted at border areas with Equatorial Guinea, Gabon, Nigeria and Chad. Findings include situational assessment, disaggregated data and policy recommendations. Document size 4 pages.
	Liberia	√	Summary findings of 2007 baseline study conducted at border areas with Sierra Leone, Guinea and Kuwait? 4 page document.
	Swaziland	√	Summary findings of baseline study at border areas with South Africa and Mozambique. 4 page document
	Tanzania	√	Summary findings of 2007-2008 baseline study, border areas with Kenya and Uganda. 4 pages
	Zimbabwe	√	Summary findings of 2008 baseline study at border areas with South Africa, Botswana, and Mozambique. 4 page document
Project documents (including concept note, project plans, work plans, quarterly and annual reports)	Pro Doc Final 2007	√	Concept Note WICBT
	Annual Workplans (AWPs) 2012/2013	√	All countries in Central, East, West and Southern Africa
	Liberia Workplan WICBT 2010-2011 UNIFEM Regional Programme	√	workplan
	Mali Project Feme et Commerce Informel du 12 Aout 2010 (valide) 1	√	workplan
	Nigeria WICBT 2010 -11 Workplan revised 22 Sept 10	√	workplan
	WICBT Implementation Plan Formal Cameroon	√	workplan
	WICBT Mozambique comments	√	Proposal and workplan
	Zimbabwe WICBT Project Proposal 19 April 2011	√	Proposal and workplan
	Report of the UNWOMEN Project on Women in Informal Cross Border Trade Jan – March 2011	√	Sample quarterly report
	Revised Consolidated Report on WICBT to Spain and Denmark Oct-Dec 2011with 3 annexes	√	Sample of quarterly report
	Report on WICBT Nigeria 2011	√	
	WICBT Liberia 2011	√	
	WICBT Executive Report Mali	√	
	Women in Cross Border Trade Liberia, May 2010	√	A Consolidated Report on Liberia's First Annual Women in Cross Border Trade Conference and the establishment of the Women in Cross Border Trade Association of Liberia
Partnership Agreements	MOU between UNIFEM and UNECA	√	Agreement of collaboration on gender assessment databases and capacity building of statistical division of REC and National Statistical Offices of 2 project countries one -French and one -English speaking. Budget $ 200,000 document signed 2010; financial report was to be submitted on June 30, 2012. Document size10 pages.
	MOU between ECA, ACS and UNIFEM Dec 2010		Same document as above different title
Donor Agreements		-	
Financials (budget, financial reports)	UNECA Financial Statement as at 31 December 2011	√	Statement of expenditure between April 21, 2011 to December 31 2011. Submitted March 7, 2011. Document size 2 pages.

Monitoring and Evaluation reports (field monitoring reports and previous evaluation reports)		-	
Studies, research	Walking in the Dark Informal Cross Border Trade in the Great Lakes Region September 2012.	√	Published research on CBT in the Great Lakes Region. Provides analysis of profile of small holder, sources of capital, country specific taxation, challenges faced by small traders and recommendations to decision makers. 56 pages
	A Gender Assessment of African Regional Economic Communities (COMESA, SADC, ECOWAS, ECCAS, AMU) Databases to Identify Gaps in Capturing the Activities of Women in Informal Cross Border Trade (WICBT) March 2012	√	Research on the situation of capturing of gender based information on the informal cross border traders in Africa.
	Women in Informal Cross Border Trade (ICBT) in Southern Africa The Case of Swaziland and Zimbabwe 2009	√	Research on the status of WICBT in Zimbabwe and Swaziland.
Advocacy and Communications material	AWICBT Newsletter 1	√	Vol 1 Feb 2011 Liberia
	AWICBT Newsletter 2	√	Vol 2 Summer 2011 Liberia
	AWICBT Newsletter 3	√	Vol 3 2012 Liberia
	Fact Sheet Account	√	Africa wide
	No Man's Land	√	Africa wide
	Profiling WICBT Who Are They	√	Zimbabwe
	WICBT Organizing to Protect Rights	√	Africa wide
	Women Informal Cross Border Traders	√	Africa wide
Other	AWICBT Policy Document	√	By- Laws and Constitution AWCBIT Liberia February 3 2012

7.5. Annex 5 Persons Interviewed

Liberia

Name and Title	Organization

Afi Daitey Program Associate	UN Women
Diola Famuk Executive Director	Educare
Dorothy K Tooman Director	DENL
El Tumu Trueh Central Bank of Liberia	Officer in Charge Microfinance and Financial Services Inclusion Unit
Emily Stanger Programme Manager UN JPGEWE	UN Women
Lowell Wesley Director	Ministry of Commerce and Industry
Moses Keller Programme Associate UNJP GEWE	UN Women
Annette Kiawu Deputy Minister of Gender	Ministry of Gender and Development
Parlel Harris Director of Women's Empowerment	Ministry of Gender and Development
Ramon G Garway National Coordinator JP GEWE	Ministry of Gender and Development
AWICBT - BO Waterside Community Women's Centre (40 women)	Grand Cape Mt County - Bopu
AWCBT BOPOLU ASSOCIATION (35 women)	Bopolu County
AWCBT Sinji Community (20 women)	Grand Cape Mt County – Bopu

Rwanda

Clara Anyangwe Deputy Regional Director	UN Women CARO
Donna Makhashazi Country Programme Manager	UN Women Rwanda
Olivier Musafiri Finance and Administration Officer	UN Women CARO
Tayebwa D James Officer in Charge of Regional Integration	Ministry of Trade Industry and Comerce
Alphonsine Uwamahoro TID Manager	COMESA Rubavu TID
Kabutware Claude Coordinator	COCAFEM Kigali
Nsabayesu Jean Luc Cooperative Officer	Rusizi District Office
Hababyalimana Marcel Deputy Mayor	Rusizi District Office
Esperanza Mukamisha Director of Cooperatives and Promotion Investment	Bugasera District Office
Julius Rukundo Vice Mayor in charge of Economic Affairs	Bugasera District Office

Association of WICBT of Rusizi (two groups; (i) Women traders associations of finished goods and of (ii) chitenje/cloth.	Rusizi Rusizi Traders Market place

Other

Tacko Ndiaye Econcomic Empowerment Section, Global Coorporate support Africa Section Policy	UN Women New York
Dr Fatmata Sesay Kebay Programme Specialist WICBT Economic Empowerment	UN Women New York
Raj Mitra Chief Demographic and Social Statistics Section African Centre for Statistics	United Nations Economic Commission for Africa UNECA – Ethiopia
Sandra Kiapi Economic Empowerment Coordinator	UN Women South Sudan
Nomcebo Manzini Regional Director	UN Women SARO
Ayanda Mvimbi EE Coordinator	UN Women SARO
Sadiq Syed Deputy Regional Director	UN Women SARO
Laetitia Kayisire Women Economic and Security Rights Specialist	UN Women WARO
Henriette BIKIE Project Manager and Technical Advisor Gender Responsive Budgeting(GRB)	UN Women Cameroon

7.6. Annex 6 Terms of Reference

TERMS OF REFERENCE
MIDTERM EVALUATION OF THE WOMEN IN CROSS BORDER TRADE PROGRAMME IN AFRICA

1.0   BACKGROUND PURPOSE AND USE OF THE EVALUATION

Since 2006, UN Women has been implementing an Africa wide programme aimed at creating wealth and reducing poverty and exclusion among women informal cross border traders (WICBT) in Africa. Phase I of the programme (2006-2009) focused on empirical baseline studies[13] in the four sub-regions.Based on the results of the baseline studies and a thorough scan of the policy environment on WICBT, phase II of the programme was developed and implementation started in 2010.

Phase II of the WICBT programme was initially developed to be implemented within three years-January 2010 to December 2012- but actual implementation of the programme started in 2011. This mid- term evaluation is being planned to provide evidence for the need to extend the implementation of the programme beyond 2012 given increasing demand from UN Women country offices for the implementation of the programme.Also, this evaluation is part of the planned decentralised evaluations of the Africa Section and responds to the UNWOMEN Management Results Output2.3 *Evidence generated through high quality evaluations for learning, decision-making, and accountability.*

2.0 CONTEXT

In Africa, informal cross border trade features prominently among women's individual strategies for self-employment, poverty reduction and wealth creation. Womenconstitute the largest proportion of informal traders, representing between 70%-80% of such traders inSouthern and West Africa. Examples of their contribution to national GDP account for 64% of valueadded in trade in Benin; 46% in Mali and 41% in Chad (Charmes 2000, cited in ILO 2004). In West andCentral Africa, women informal cross-border traders "employ 1.2 people in their home businesses;support on average 3.2 children as well as 3.1 dependents who were not children or spouses." (Oculin.d.: 8). WICBT play a key role in addressing vital issues of livelihoods such as food and income security.

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[13]The baseline studies identified numerous challenges facing WICBT, ranging from invisibility due to unavailability of statistics and lack of recognition of their economic contribution to their economies, to weak trade-related institutions, services and resources in support of their activities, deficient implementation of regional trading agreements and protocols, violence, stigmatization and harassment, and lack of information on the opportunities provided by regional trading protocols and agreements.

Women in Informal cross-border trade (WICBT) face a number of constraints related to the legal,regulatory and institutional frameworks such as visa restrictions and lack of identity papers which hindertheir free movement across borders; unfriendly taxation and customs regimes; high transportation costs;and trade institutions and policies that are male-dominated and largely insensitive to their specificconstraints and needs. They also suffer from critical capacity gaps that affect negatively theircompetitiveness in cross-border trade, such as their low level of productivity; the lack of business skills;the lack of capacity to meet the required quality standard and to understand complex procedures anddocumentation, etc.Security issues facing WICBT are a basis for major concern. The literature on market women involved inICBT is full of with stories about numerous cases of theft, sexual harassment and exploitation from maleofficials and traders. This issue is also linked to the corrupt behavior from public officials, which ismanifested in gendered ways. Indeed, it has been underlined that WICBT "face corruption of differenttypes and at different levels than men working in the formal economy – in other words, an 'everyday'form of corruption, 'informal' payments for public services, payments that are not measured in formalindices of corruption levels…" (Goetz, n.d.:15).

Because of their lack of legal rights to trade, in manycases women informal traders are faced with regulatory frameworks and policies that are meant toeliminate their so-called 'illegal' trade and have detrimental impacts on their livelihoods.Policy makers' perception of the private sector does not include them and other actors of the small scaleinformal economy. ICBT inflows and outflows are undocumented and unregistered. Therefore, theimmense contribution of women informal cross border traders to African economies and regionalintegration is neglected, and support to export promotion and entrepreneurship has excluded them. Therole of WICBT is even more important in the current context of food and financial crisis to mitigate theirimpact on the poorest.

3.0 DESCRIPTION OF THE WOMEN IN CROSS BORDER TRADE PROGRAMME IN AFRICA

This programe was developed as a response to the gaps identified in the baseline studies on WICBT, and based on themapping of the policy environment, the existing opportunities for collaboration with the EconomicCommission for Africa, the Regional Economic Communities, African Governments, developmentpartners and civil society groups to tackle those gaps.The goal of the programme is to create wealth andreduce poverty and exclusion among WICBT through the following outcomes, activities.This second Phase of the WICBT programme is articulated around three outcomes:

Outcome 1: Coalitions and networks of women cross border traders effectively demand and obtain better services, women friendly cross border procedures and gender mainstreaming into African trade agreements and protocols to their governments and RECs.

Outcome 2: Regional Economic Communities and mainstream government institutions demonstrateleadership, commitment, and accountability to support WICBT and mainstream gender issues in trade agreement and processes

Outcome 3: Greater visibility of the contribution of WICBT to wealth creation, employment generation, poverty reduction and regional integration through knowledge sharing

The programme is being implementedin**the Great Lakes region-Rwanda, Democratic Republic the Congo and Burundi-, Nigeria, Liberia, Cameroun, Niger, Mozambique, South Africa, Zimbabwe and Mali**. The implementation of the programme in these countries includes additional countries as the programme is being implemented across international borders.

Also, UN Women in phase II of the WICBT programme entered into a partnership with UNECA to implement activities for outcome 2 of the WICBT. The partnership focuses on (i) addressing the disconnect between the trade policies of the RECs and their gender policies (ii) tackling the issue of informality in mainstream trade policy making; (iii) building a strong case in favor of tax reduction for WICBT) (iv) promoting statistical development on WICBT to inform trade policies and regional integration processes; (v) advocacy for maximizing the human and financial investment to strengthen the gender divisions of RECs so that they can leverage their influence in policy making, implementation and monitoring in relation to intra-African trade and regional integration processes; and (vi) strengthening the capacity of WICBT to leverage their voice in trade policy making and regional integration processes and to increase the returns of their activities to a profitable level.

The programme is premised on a theory of change that Capabilities of Women in Cross Border Trade(their capacity to demand better services) and Accountability (of governments and regional institutions to mainstream gender in trade policies and processes in Africa) are two preconditions forto create wealth andreduce poverty and exclusion among WICBT in Africa. This theory of change is illustrated in the figure below.

Feminized Poverty Programme phase II: Theory of change
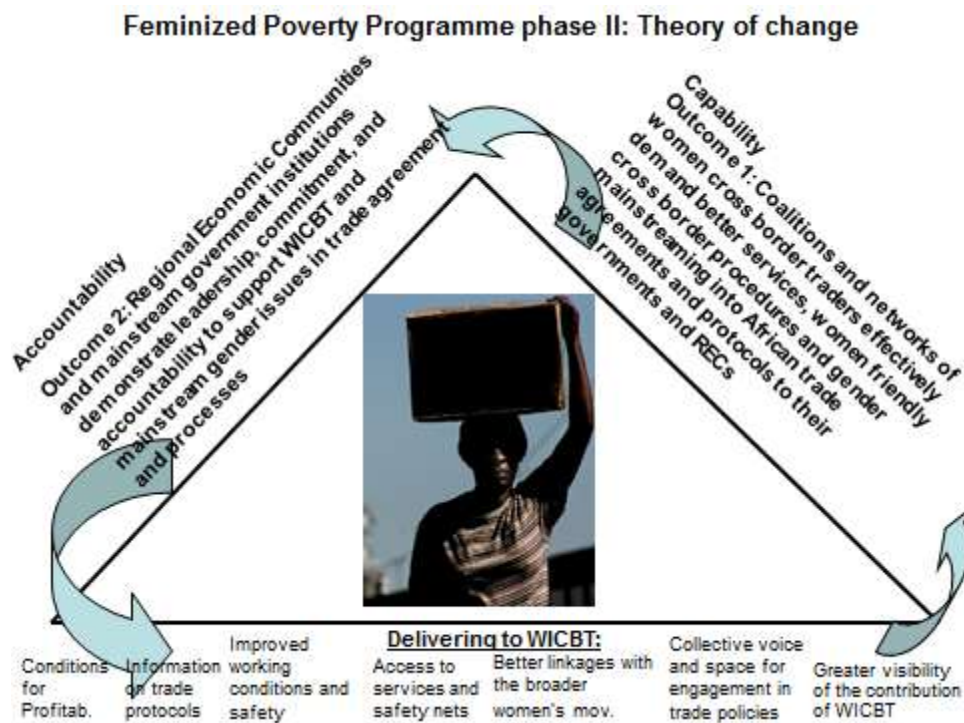
The entire programme budget is US$ 12, 124 950 with US $ 1,191,562 so far mobilized from donors and some core resources allocated by the implementing countries.

4.0 SCOPE OF THE EVALUATION

The evaluation will focus on analyzing the programmeresults to date, one and a half years into the programme's duration. It will examine the progress towards achievement of results of regional, sub regional, national and sub national initiatives. The evaluation will also review the soundness of the theory of change and if need be, propose changes to the theory of change to better inform the remaining part of the programme implementation.

The objective of the evaluation is to assess progress towards achieving programme outputs, outcomes and goal. The evaluation will be a reflective and forward-looking exercise. Itwill seek to answer some key questions relating to relevance, effectiveness, efficiency and sustainability of results of the WICBT programme. It will review UN WOMEN's

comparative advantage in strategies, management andtechnical support for the programme. It will reflect on what results have been achieved throughthe implementation of the programmeand will analyze lessons learned.

The conclusions of the evaluation will then inform decisions on the parameters for possible extension of the WICBT programme. The Evaluation will generate information that will eventually feed into UNWOMEN's reporting on the WICBT programmeinternally and externally. The programme theory of change will be the basis for the Mid-Term Evaluation.

Specifically the evaluation will;

i. Assess progress made towards the achievement of planned outputs and outcomes.
ii. Assess efficiency of the programme strategies and resources in the achievement of the intended results.
iii. Consolidate forward-looking recommendations and review the validity of the Theory of Change to further improve the implementation and management of the WICBT programme
iv. Contribute knowledge to organizations working in Africa on women's economic empowerment (this is abstract, which organizations? Africa or countries where the project is implemented? And how to contribute knowledge? For what purpose?)
v. Provide advice for UNWOMEN's strategic reflection and learning on its work supporting economic empowerment of women.

5.0 EVALUATION QUESTIONS
Key evaluation criteria and questions to be addressed:

Relevance – alignment and response to context

i. How relevant were the programmes in each country situation – in terms of-
   a. Alignment with priorities and needs of the region and the countries?
   b. How flexibly did the programme respond tothe differences in national capacity and changes in country situations?
   c. How well did the programmes respond to the changes in the United Nations operating environmentfollowing the various United Nations reform initiative (e.g., Joint Programming, One UN pilot,)?
ii. Did the programme objectives address the identified rights and needs of the target groups?
iii. Was the programme design articulated in a coherent manner?
iv. How has the programme responded to external and internal opportunities if any?
v. How relevant is the programme to UN women in the context of the transition from UNFIEM to UNWOMEN? What is UNWOMEN's comparative advantage in designing and implementing initiatives on WCBT in Africa?

Effectiveness – progress towards achievement of outputs, progress towards outcomes

i. What changes has the UNWOMEN WICBT programmecontributed to in termsof changes in the policy frameworks at international and national levels? What changes have occurred in terms of WCBT access to services and improvement of their lives? Etc.
ii. What capacities of the duty bearers and the rights holders have been strengthened through the implementation of UNWOMEN programme on WICBT
iii. Is theProgramme's leading to the expected long-term results increasing women's benefits and influence on cross border trade in Africa?

iv.   Is there notable progress towards achievement of intended results? What were the reasons for the non-achievement of results?

v.   What are the factors facilitating/inhibiting progress towards results? In particular:

    a.   Partnership choices and strategies;

    b.   Programme strategies/approaches, e.g., capacity development, policy advocacy, strengthening women's networks etc

vi.   Beyond the statedprogrammeoutcomes and outputs, is there evidence that demonstrates value added, or potential value added, in ensuring greater attention toissues relating to WICBT?

vii.   Are the selected activities being implemented sufficient to achieve programme outputs/outcomes? If not, what additional interventions are required, given changes in the global economy, to achieve the results of the programme?

viii.   Hasthe implementation of the second phase of the WICBT taken into account lessons learnt/recommendations from the WICBT baseline studies that are undertaken in the first phase of the implementation of the programme? Has it taken into account lessons from other programmes in Africa and globally?

Efficiency

i.   What measures have been taken during the implementation period to ensure UNWOMEN resources are used efficiently?

ii.   How did the UNWOMEN organizational structure, managerial support and coordination mechanisms support the efficiency of the implemented initiatives?

iii.Is the managerial and staff structure in place cost-effective? Is it adequate to current context and demand?

iv.To what extent were the inputs and outputs distributed between different groups of women? Were potentials of disadvantaged women fully utilized?

v.   What is the role of other UN agencies and of inter-agency collaboration in the area of WICBTin the sub-region/country? Where these agencies adequately engaged in the different countries where the programme is being implemented

vi.   To what extent has the programme been implemented in a timely manner? Have there been any delays and if so what are the impacts of these to the programme?

vii.   How is the programme addressing external and internal risks?

Sustainability – Partnership collaboration and capacities installed

i.   Are UNWOMEN's programmes on WICBTleading to sustainableinstitutional changes and results?

ii.   What are some of the main challenges and key opportunities for working more effectively and systematically on WICBT in Africa?

iii.   Were the partnership and programme strategy choices appropriate for greater sustainability of the programmes/projects?

It is expected that the Consultant will develop an *evaluation matrix* that will further refine the above questions,the areas they refer to, the criteria for evaluating them, the indicators and the means for verification. The evaluation matrix may include additional questions not already included in these TORs that will be of relevance to the evaluation.

6.0 EXISTING INFORMATION SOURCES

Some of the existing sources of information will include annual and donor reports from the programme. Other documents that are available are the programmedocuments/proposals, concept papers, narrative and mission reports. Country implementation plans are also available. Country baseline studies undertaken in the first phase of the WICBT will also provide relevant information for this evaluation.

7.0 EVALUATION APPROACH, PROCESS AND METHODS

The final evaluation methodologies to be applied in the evaluation will be developed by the Consultant and presented for approval to the Reference Group. The methodology should include:

- An evaluation design that builds on the above detailed objectives, scope and evaluation questions, including an evaluation matrix
- The instruments and tools to gather relevant information and data, including the variety of key informants to be interviewed; andthe approaches for the analysis and interpretation of data.
- The approaches for the analysis and the interpretation of data (e.g. types of data analysis used, data collection instruments, the level of precision, sampling approaches);
- The selection process and criteria for sampling the programme countries to be evaluated;
- The list of information sources gathered, and making them available to UNWOMEN;
- Expected measures that will be put in place to ensure that the evaluation process is ethical and that the participants in the evaluation – e.g. interviewees, sources – will be protected (according to the UNEG norms and standards and UNEG Ethical Guidelines, see :http://www.unevaluation.org/ethicalguidelines
- A detailed work plan indicating timing of activities, responsibilities, and use of resources.

The evaluation will be conducted in 4 stages – an inception stage; a desk study; country field visits, a final overall analysis stage to draft the final evaluation report and presentation of results and consolidation of inputs to a wider group consultation at the WICBT programme review meeting.

- **Stage I. Inception phase** involves an initial desk review and interviews with the key stakeholders to define the scope of evaluation and refine the evaluation questions. It will result in an inception report with the development of detailed work plan, methodology for gathering and analyzing the data, and the criteria for the selection of countries.
- **Stage II. Desk study** covers a thorough review of all relevant documentation and completion of initial interviews with key stakeholders.
- **Stage III. Country field visits** involve field visits to countries selected, drafting of country notes, drafting of preliminary evaluation report and a stakeholder workshop to share preliminary evaluation findings and obtain inputs from stakeholders.
- **Stage IV. Overall analysis** will focus on final data analysis, including a presentation at a regional meeting for validation of the findings and preparation of the final evaluation report.

8.0 EXPECTED PRODUCTS AND TIMELINE FOR THE EVALUATION

The consultancy will be undertaken in 35 working days spread over three months: August to October 2012.The consultant is expected to undertake some missions to conduct survey and assess the implementation of the programme. UN Women will arrange those travels and apply standard rates of accommodation for tickets and other travel expenses.

The following are the main deliverables of the evaluation.

Milestone/ Deliverable	Responsibility	Dates
1- Inception phase		
Reference & Advisory Group Established	Africa Section	27 June 2012
TORFinalised	Africa Section	25July 2012

Recruitment and briefing of the Consultant	Africa Section	10August 2012
Production of inception report (including a workplan for the evaluation)	Consultant	17 August 2012
Review of inception report	Reference group	25 August 2012
2- Desk study		
Desk review, initial interviews	Consultant	5September2012
3- Country field visits		
Conduct country visits,	Consultant /Country offices	20 September 2012
Drafting of country notes and draft evaluation report,	Consultant	25 September 2012
Stakeholder workshop	Africa Section/Reference group	10 October 2012
Review and feedback from the draft evaluation report	Reference group	15 October 2012
4- Overall analysis		
Submission of final evaluation report	Consultant	31 October 2012
5. Utilization of Evaluation Results		
Review of final evaluation report, development of strategy for dissemination and utilization of evaluation results	Africa Section	30 November 2012

The deliverables expected from the consultant include the following;

i.   An Inception report with refined evaluation questions and evaluation methodology
ii.   A draft evaluation report to be reviewed by the reference group
iii. A power point presentation to be made at the regional stakeholders workshop
iv.   Final evaluation report which should include annexes of country specific findings from the evaluation.

9.0 CONSULTANT SKILLS AND EXPERIENCE

The evaluation will be conducted by a Lead consultant and UN WOMEN will provide national consultants to support country case studies.

*Lead Consultant:*The Consultant will be responsible for coordinating the evaluation as a whole, thework plan and the presentation of the different evaluation products.

   i. At least a master's degree, PhD preferred, in any social science.
   ii. Ten years of working experience in evaluation, and at least five in evaluation of development programmes.
   iii. Experiencein evaluation of large programmes involving multi-countries.
   iv. Proven experience and ability to lead and work with other evaluation experts.
   v. Five years of experience and background on gender equality and/or human rights and familiarity with women'seconomic empowerment
   vi. Experience in working with multi-stakeholders essential: governments, civil society organizations (CSOs), and theUnited Nations/ multilateral/bilateral institutions.
   vii. Experience in participatory approach is an asset.
   viii. Facilitation skills and ability to manage diversity of views in different cultural contexts.
   ix. Familiarity with thetrade and development scenario in Africa and any of the specific countries covered by the programme an asset.
   x. Ability to produce well written reports demonstrating analytical ability and communication skills.
   xi. Ability to work with the organization commissioning the evaluation and with other evaluation stakeholders to ensure that a high quality product is delivered on a timely basis.
   xii. Fluency in French will be an added advantage.

10.0 MANAGEMENT OF THE EVALUATION

The following outlines the roles and responsibilities for ensuring stakeholder engagement. The Programme Specialist Planning, Monitoring and reporting at the Africa Section will be the **Task Manager**for this evaluation. The Evaluation Task Manager will be responsible for managing the evaluation process as a whole, and following up with the Consultant to ensure deliverables and the timely application of the work-plan. The evaluation manager is responsible for managing risks that may occur during the evaluation process. Examples are risks related to the data availability, utilization of evaluation results etc. The Evaluation Manager will be working in close collaboration and will be reporting to the Reference Group.

An evaluation a **Reference Group**will be established consisting of UNWOMEN staff in the Africa Section and Economic empowerment cluster , SROS and COs, and Evaluation Unit. The Reference Group has decision making responsibility during the different stages of the evaluation and is the ultimate owner and user of the evaluation. Key responsibilities are: determine the key objectives and scope of the evaluation (input to TOR); review deliverables such as inception report, draft and final report; decide who in Africa will use the evaluation findings and how; safeguard the independence of the evaluation; and allocate adequate funding and human resources for the evaluation.

The evaluation will be carried out following UNEG Norms and Standards as well as the UN Women Evaluation Policy. According to UN Women Evaluation Policy the evaluation in UN Women will be independent and abide to the following evaluation standards: Participation and Inclusiveness, Utilization-Focused and Intentionality, Transparency, Independence and Impartiality, Quality and Credibility as well as Ethical Standards. Following Evaluation Policy a management response will be prepared by the commissioning unit within 6 weeks after completion of the report. It will specify the key actions to be taken, key partners to be involved in carrying out the actions and the timeframe for

implementation. When preparing the response, inputs should be sought from all parties to whom recommendations are addressed including partners. UNEG Norms and Standards and the UN Women Evaluation Policy are publicly available under http://www.unwomen.org/about/evaluation.php "

UNWOMEN staff at sub-regional and country offices will be providing administrative and logistical support to the evaluation process such as arrangement of meetings with stakeholders, travel arrangements etc. The staff at country level will also support the identification of the national consultants.

In addition, the other UN agencies working on the same issue will be consulted in the course of the evaluation where they will share their expectations on the evaluation. At the country level main donors who support programmes on women's economic empowerment will also be consulted and will also receive the evaluation report.

 The UNWOMEN Africa Section will respond to the evaluation by preparing a management response and use the findings as appropriate.The Section may participate in the country missions in collaboration with the Consultant.

11.0 ETHICAL CODE OF CONDUCT FOR THE EVALUATION

It is expected that the evaluators will respect the ethical code of conduct of the United Nations Evaluation Group(UNEG). These are:

i.   **Independence**: Evaluators shall ensure that independence of judgment is maintained and that evaluation findingsand recommendations are independently presented.

ii. **Impartiality**: Evaluators shall operate in an impartial and unbiased manner and give a balanced presentation ofstrengths and weaknesses of the policy,programme, project or organizational unit being evaluated.

iii. **Conflict of Interest**: Evaluators are required to disclose in writing any past experience that may give rise to apotential conflict of interest, and to deal honestly in resolving any conflict of interest that may arise.

iv. **Honesty and Integrity:** Evaluators shall show honesty and integrity in their own behaviour, negotiating honestly the evaluation costs, tasks, limitations, and scope of results likely to be obtained, while accurately presenting their procedures, data and findings and highlighting any limitations or uncertainties of interpretation within the evaluation.

v.   **Competence:** Evaluators shall accurately represent their level of skills and knowledge and work only within thelimits of their professional training and abilities in evaluation, declining assignments that they do not have the skillsand experience to complete successfully.

vi. **Accountability:** Evaluators are accountable for the completion of the agreed evaluation deliverables within the timeframe and budget agreed, while operating in a cost effective manner.

vii. **Obligations to Participants:** Evaluators shall respect and protect the rights and welfare of human subjects and communities, in accordance with the United Nations Universal Declaration of Human Rights and other human rights conventions. Evaluators shall respect differences in culture, local customs, religious beliefs and practices, personal interaction, gender roles, disability, age and ethnicity, while using evaluation instruments appropriate to the cultural setting. Evaluators shall ensure prospective participants are treated as autonomous agents, free to choose whether to participate in the evaluation, while ensuring that the relatively powerless are represented.

viii. **Confidentiality:** Evaluators shall respect people's right to provide information in confidence and make participants aware of the scope and limits of confidentiality, while ensuring that sensitive information cannot be traced to its source.

ix. **Avoidance of Harm:** Evaluators shall act to minimize risks and harms to, and burdens on, those participating in the evaluation, without compromising the integrity of the evaluation findings.

x.   **Accuracy, Completeness and Reliability:** Evaluators have an obligation to ensure that evaluation reports andpresentations are accurate, complete and reliable. Evaluators shall explicitly justify judgments, findings and conclusions and show their underlying rationale, so that stakeholders are in a position to assess them.

xi.   **Transparency**: Evaluators shall clearly communicate to stakeholders the purpose of the evaluation, the criteria applied and the intended use of findings. Evaluators shall ensure that stakeholders have a say in shaping theevaluation and shall ensure that all documentation is readily available to and understood by stakeholders.

Omissions and wrongdoing: Where evaluators find evidence of wrongdoing or unethical conduct, they are obliged to report it to the proper oversight authority.