

# Independent External Evaluation of the Joint Financing Arrangement II (JFA-II) Support of Pooled Fund Partners to the 2010-2012 ECA Business Plan

TEKLEHAIMANOT HAILESELASSIE  
PATRICK DIBERE PEACE MOLUTSI  
RUDOLFBAYONG FOMBAD

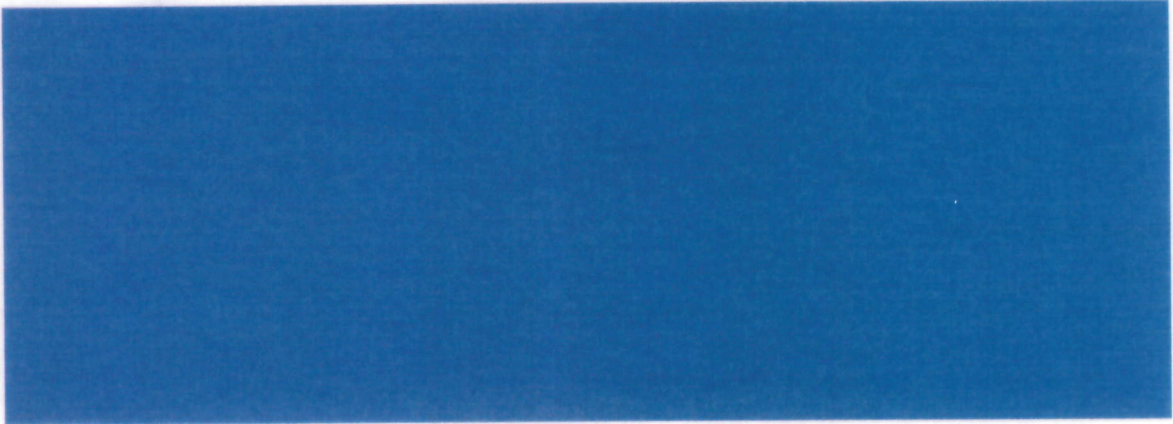
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## Norad Collected Reviews

## 6/2012

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Final Report

December 2012

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## *Evaluation Team*

1. **HAILESELASSIE** Teklehaimanot (Lead Consultant)  
Doctor of Philosophy in Education,  
M.A. in Geography (Regional Planning),  
B.A. in Education, Geography Major and Psychology minor
  
2. **MOLUTSI** Patrick Dibere Peace  
Doctor of Philosophy in Sociology  
Master of Philosophy in Sociology  
B. A History and Sociology  
Postgraduate Diploma in Population Studies  
Diploma in Public International Law  
Diploma in Education
  
3. **FOMBAD** Rudolf Bayong  
Doctor of Philosophy in Agriculture,  
Master of Science in Agricultural Biochemistry and Nutrition,  
Bachelor of Science in Biochemistry

## Acknowledgements

Many people have contributed differently to this Evaluation and its Report. First we would like to express our gratitude to the United Nations Economic Commission for Africa (ECA) and the members of the Joint Financing Arrangement (JFA) for giving us this opportunity to undertake this evaluation. Many people around Africa could have been chosen to do it but were not. It was a privilege and honour that we deeply appreciate. This exercise was both insightful and educational to us. Our deepest appreciation goes to the different people from different governments and organizations who gave so generously of their precious time to respond to our long questions. We were amazed by the willingness of all those we met to go an extra hour to speak to us sometimes till the late hours of the day. This spirit of giving and readiness to assist ran across a wide spectrum of our respondents from those in Addis Ababa – AUC, ECA, JFA partners to Ministers of the Governments of the Republics of Ethiopia and Rwanda to officials of government and regional organizations in the countries visited and to the civil society organizations that we met in the field. We thank them all.

The work of evaluation would have been very difficult without the highly professional and efficient steering and support services of Mr. Anthony Nwanze and his hardworking team in the Partnerships and Technical Cooperation Office (PATCO) of ECA. Planning and execution of the evaluation fieldwork was superb and the day to day administrative support was incredible. Many of the staff of the Office even sacrificed their family time on the weekends to assist the team with printing and related support services. We thank you all and hope that the quality of this Report march the amount of time you put into it.

We thank the staff of the UNECA library in Addis Ababa who had to put up with these three strangers who were always coming in and out at odd hours and demanding this and that of their time.

Finally, this Report was written with the positive spirit of contributing to the goal of Africa's development. The achievement of this goal requires honesty and frankness – the values which hope this Report manifests.

We thank you all.

The Evaluation Team

## Contents

Acknowledgements .....	II
List of Acronyms and Abbreviations .....	VI
Executive Summary .....	1
Chapter 1: Background .....	5
Chapter 2: Evaluation Analytical Framework and Methods.....	7
2.1 Objectives of the Evaluation .....	7
2.3 Analytical Framework and Evaluation Criteria .....	7
2.4 Evaluation Design: Sampling of Countries and Sub-programmes .....	10
2.5 Sources and Types of Data.....	12
2.6. Data Analysis and Triangulation.....	13
2.7 Limitations of Evaluation.....	14
Chapter 3: Evaluation Findings and Analysis .....	16
3.1 Macroeconomic Analysis, Finance and Economic Development and NEPAD.....	18
3.2 Regional Integration, Infrastructure and Trade .....	24
3.3 Sub-programme on Promoting Good Governance and Public Administration .....	33
3.4 Sub-programme on Gender Equality and Social Development.....	40
3.5 Evaluation of the JFA Partnership .....	47
Chapter 4: General Conclusions, Lessons Learnt and Recommendations .....	53
4.1 Conclusions.....	53
4.2 Lessons Learnt.....	56
4.3 Recommendations .....	57
ANNEX I: Terms of Reference.....	59
Annex II: Analytical Framework.....	64
c) Analytical Framework for Governance Sub-programme.....	66

d) Analytical Framework for Gender Sub- Programme.....	67
Annex III: Schedule of Activities.....	69
Annex IV: PROTOCOL 1 - SAMPLING GUIDE.....	70
ANNEX VI: PROTOCOL 3 TO BE ANSWERED BY GENERAL STAKEHOLDERS TO THE PROGRAMME .....	84
ANNEX VII: PROTOCOL 4 DISSEMINATION OF ECA FLAGSHIP PUBLICATIONS AND OTHER IMPORTANT DOCUMENTS.....	89
ANNEX VIII: PROTOCOL 5: A GUIDE OF FOCUS GROUP DISCUSSIONS WITH ECA SUB- PROGRAMME BENEFICIARIES .....	93
ANNEX IX: PROTOCOL 6 FOR JFA DEVELOPMENT PARTNERS.....	94
ANNEX X: PROTOCOL 7 PARTNERSHIP AND TECHNICAL COOPERATION OFFICE (PATCO) .....	96
ANNEX XI (a): ECA Flagship Distribution for 2010 – 2012.....	98
ANNEX XI (b): Availability of Minimum Expected ECA Flagship Publications in Higher Education Institution Libraries .....	100
ANNEX XI (c): Availability of Minimum Expected ECA Flagship Publications in Higher Education Institution Libraries .....	101
ANNEX XI (d): Availability of Minimum Expected ECA Flagship Publications in Non-Higher Education Libraries .....	103
ANNEX XIV: List of Persons Interviewed and Institutions Visited.....	106
ANNEX XV: Independent External Evaluation of JFA Pooled Partners Support to UNECA .....	113
Bibliography .....	115

**Tables**

Table 1: Volume of JFA Investment by Sub-programmes (US \$ million) ..... 6

Table 2: DAC Criteria and Key Evaluation Questions ..... 9

Table 3: Criteria and Selected Countries..... 11

Table 4: Criteria for Selection of Respondents and Tools Used..... 12

Table 5: Sources of Data and Information by Sub-programmes ..... 13

Table 6: Views of Respondents from countries visited, RECs and SROs on Evaluation Questions..... 17

Table 7: Summary of Macroeconomic Sub-programme’s Performance 2010 -2012 –Log Frames I & II and Field Report..... 20

Table 8: Summary of Regional Integration Sub-programme’s Performance 2010 -2012 –Log Frames I & II and Field Report..... 27

Table 9: Availability of ARIA III, IV and V..... 28

Table 10: Summary of Governance Sub-programme’s Performance 2010- 2012 –log Frame I &II and Field Report..... 35

Table 11: Summary of Field Results Related to Gender Sub-programme Interventions ..... 36

Table 12: Summary of Gender Sub-programme’s Performance 2010 -2012 –Log Frames I & II and Field Results ..... 42

Table 13: Income and Expenditure Report – JFA Funding as at 31st August 2012 (in US \$ millions) .... 48

**Diagrams**

Diagram 1: Analytical Framework – Governance Sub-programme as Example ..... 9

## List of Acronyms and Abbreviations

ACPC	African Climate Policy Centre
ACS	African Centre for Statistics
ADF	African Development Forum
AEO	African Economic Outlook
AfDB	African Development Bank
AFT	Aid for Trade
AGDI	African Gender and Development Index
AGOA	Africa Growth Opportunity Act
AGF	African Governance Programme
AGR	African Governance Report
AMU	Arab Maghreb Union
APRM	African Peer Review Mechanism
ARIA	Assessing Regional Integration in Africa
ATPC	African Trade Policy Centre
AU	African Union
AUC	Africa Union Commission
AWR	African Women's Report
AWRO	African Women's Rights Observatory
CB	Capacity Building
CEDAW	Convention for the Elimination of All Forms of Discrimination Against Women
CEMAC	Economic and Monetary Community of Central Africa
CFTA	Continental Free Trade Area
COMESA	Common Market for East and Central Africa
CEPGL	Economic Community of Great Lakes Mechanism



CEN-SAD	Community of Sahelo-Saharan States
CODESRIA	Council for the Development of Social Science Research in Africa
CSO	Civil Society Organization
DAC	Development Assistance Committee
DDA	Doha Development Agenda
EAC	East African Community
ECA	Economic Commission for Africa
ECCAS	Economic Community of Central African States
ECOWAS	Economic Community of West African States
EDND	Economic Development and NEPAD Division
EPA	Economic Partnership Agreement
ERA	Economic Report on Africa
EU	European Union
FAO	Food and Agriculture Organization
FDI	Foreign Direct Investment
FSSD	Food Security and Sustainable Development
FTA	Free Trade Agreement
GATT	General Agreement on Tariffs and Trade
GDP	Gross Domestic Product
GMO	Gender Monitoring Office
GPAD	Governance and Public Administration Division
GSI	Gender Status Index
ICE	Intergovernmental Committee of Experts
ICT	Information and Communication Technology
ICSTD	Information, Communication, Science and Technology Division
IDEP	Institute for Development and Economic Planning

IGAD	Intergovernmental Authority on Development
IGO	Inter-governmental Organization
ILO	International Labour Organization
IMF	International Monetary Fund
IPPF	Infrastructure Project Preparation Facility
ISTA	Institut Sous – Regional, Multisectoriel de Technologie Appliquee, de Planification et D’Evaluation de Projets
JFA	Joint Financial Arrangement
LDC	Least Developed Country
MOU	Memorandum of Understanding
MDG	Millennium Development Goal
MRDE	Mutual Review of Development Effectiveness
MS	Member States
MYP	Multi Year Programme
NEPAD	New Partnership for Africa’s Development
NGO	Non-Governmental Organization
NICI	National Information and Communication Infrastructure
ODA	Official Development Assistance
OECD	Organization for Economic Cooperation and Development
PATCO	Partnership and Technical Cooperation Office
PRSP-LG	African Learning Group on Poverty Reduction Strategy Papers
RCM	Regional Coordination Mechanism
REC	Regional Economic Community
RITD	Regional Integration, Infrastructure and Trade Division
R B	Regular Budget
SACU	South African Customs Union

SADC	South African Development Community
SME	Small and Medium Size Enterprises
SRO	Sub-Regional Office
SRCM	Sub – Regional Coordination Mechanism
TAH	Trans African Highway
TF	Trust Fund
TPU	Trade Policy Units
UN	United Nations
UEMOA	West African Economic and Monetary Union
UNCTAD	United Nations Conference and Development
UMA	Union Maghreb Arab
UNECA	United Nations Economic Commission for Africa
UNEG	United Nations Evaluation Group
UNESCO	United Nations Economic and Scientific Cultural Organization
UNICEF	United Nations International Children Fund
UNDP	United Nations Development Programme
WAMZ	West African Monetary Zone
WB	World Bank
WTO	World Trade Organization
XB	Extra Budget

## Executive Summary

This Report presents the findings and recommendations of the independent external evaluation of the second Joint Financing Arrangement (JFA II) Pooled Fund Partners support to ECA Business Plan 2010-2012. The Business Plan was grafted in the context of ECA's decision to strategically align its programme with the African Union Vision which seeks to realize the two pillars of (i) promoting regional integration and NEPAD and (ii) supporting Africa to meet its special needs including sustained development and the MDGs. The partners in the JFA mechanism are Denmark, Norway, Sweden and UK who among them contributed US \$46.21 million (42.05%) of the total US \$109.9 million extra-budgetary requirements of the Business Plan. The total regular budget (RB) provided by ECA over the Plan period was US \$193.2 making a total of US \$303.1 million for the Plan period. This makes JFA contribution to the overall budget to be 15.2%.

The Business Plan 2010-2012 comprised of seven strategic sub-programmes: i) Macro-economic Analysis, Finance and Economic Development (ii) Regional Integration, Infrastructure and Trade, (iii) Governance and Public Administration (iv) Gender and Social Development, (v) Food Security and Sustainable Development, (vi) Information, Science and Technology for Development and (vii) Statistics and Statistical Development for Africa. The first four sub-programmes were selected as a sample for evaluation on the basis of the amount of JFA funds invested in their activities and their strategic capability to influence the African development agenda.

The three objectives of the external evaluation were to: a) assess the impacts of ECA's sub-programme interventions in strengthening/enhancing capacities of Member States (MS), Regional Economic Communities (RECs) and the African Union and its Secretariat (Commission), b) assess the effectiveness and efficiency of JFA working mechanism and c) assess the extent to which the successful results/impacts of ECA's sub-programmes can be attributed to the Joint Financing Arrangement (JFA) mechanism. The scope of the evaluation was the four sub-programmes selected from the seven in the Business Plan (see TORs). The evaluation was done in accordance with the provision of the MOU of the Second Joint Financial Arrangement (JFA) and its findings are intended to help ECA and its JFA partners improve both their working mechanisms and programme results.

The evaluation used a combination of the analytical framework that focused on context, inputs, outputs, outcomes/impacts and sustainability (theory of change) of the sub-programmes and OECD-DAC and UN Evaluation Group (UNEG)'s five point criteria to assess the relevance, effectiveness, efficiency, impact and sustainability of the sub-programmes selected for closer evaluation. Key methods and tools used to collect data were desk review and fieldwork. Several data collection tools used included questionnaires, interviews, focus group discussions and direct observation. The qualitative and quantitative data were collated, triangulated and analyzed using the evaluation criteria.

The findings of the sub-programmes and JFA II mechanism evaluation verified that the interventions in all the four sub-programmes in ECA's Business Plan were contextually appropriate and strategically sound. The respondents in the sample countries - Botswana, Ethiopia, Gabon, Morocco, Rwanda and Senegal as well as officials and experts in the regional economic communities (RECs) of ECCAs, ECOWAS, SADC and UMA generally expressed positive contribution of ECA's sub-programmes to their development work. The resources invested from JFA II were mainly in the form of technical

assistance with limited financial support and the process was mainly knowledge generation and sharing. The process included training workshops, seminars, dialogues and consensus building forums, research and advocacy platforms and above all production of flagship publications. The evaluation found that projects such as APRM, AGR, ARIA, AGDI, and ERA, although varied in extent involved non-state stakeholders. Discussions in SROs, MS and RECs revealed that both the processes (activities) and outputs of the programme contributed highly to awareness and knowledge in various areas like social policy, economic policy management, regional integration, market analysis and modeling, trade policy, gender main-streaming, election process, democratic values and others.

Besides the acquired knowledge, specialized skills like negotiations in international trade, dispute settlement procedures, and international contractual arrangements were applied and helped build capacity of RECs and MS. The impact of the programme was widely reported by the key respondents in the field and the review of literature and various reports of meetings and workshops confirmed their value addition. Elections, political dialogues, free trade areas, relatively better intra-Africa free movement of goods and people with countries opening regional integration offices are steadily becoming common. RECs are also gradually gaining development momentum with steps of merger among some of them. Officials in many of these institutions have reflected on the importance of the contribution of the XB in general and JFA in particular. JFA programme, in terms of its features and accomplishments, including mechanism of funding and modality of operation, was found to be relatively efficient, flexible and generally a sound and useful arrangement. As a working mechanism JFA has helped to substantially augment the XB part of ECA resources and has set an example of a relatively efficient platform that others are beginning to emulate.

A number of challenges relating to both the programme and JFA mechanism have been identified. Among them was that there was a weak link between the Plan's objectives, strategies, indicators of sub-programmes to intended results, some multi-year programmes (MYPs) between ECA and individual RECs were found to be out of date. Also found were the limited efficacy of SROs in supporting MS and RECs, limited consistency between priorities in the Business Plan and those set by the funding partners. The other challenge was the difficulty for all partners in JFA Agreement to break away from the project culture to programme approach. Another major challenge is the current ineffective system of the distribution of ECA's flagship knowledge products to the target groups.

The evaluation has also identified a number of lessons learnt ranging from programme implementation to the types of interventions and effective implementation of policy oriented knowledge products to strengthen capacities of the target groups. The first is that JFA mechanism provides an effective model for programme implementation with medium term provision of resources used with some flexibility and joint monitoring of programme implementation by the joint partners including ECA. The second lesson is that ECA's knowledge products uniquely provide two very important impacts relevant to Africa's development. One set of knowledge products such as AGR, APRM and AGDI generate multi-stakeholders country-driven processes and products which help build capacities and expand good governance, gender equality, equity and democratic space in African countries. The second set of knowledge products such as flagship reports – ERA, ARIA are directly and immediately impacting on policy at the highest levels of Ministers' Council and African Heads of State and Government Summits and at the same time as they generate visionary ideas that are stimulating debates on policy options for governments in the Continent. The other lesson on capacity strengthening comes from IDEP's tailor-made flexible policy training short term and long term courses targeting policy makers and using ECA major publications as part of the training material.

Finally, the evaluation team has made the following recommendations for further improvement of the programme and the efficiency and effectiveness of JFA mechanism and capacity building at RECs and AUC.

- *Knowledge products and Tools as ECA niche* – the production of well researched and policy oriented knowledge products and tools, have given ECA an edge over many development partners. Given their stronger potential to directly improve on capacity strengthening of member States, RECs and AUC, it is recommended that these are maintained and continuously improved.
- *Merger of Some Flagship Reports* – for better efficiency, focus, impact and sustainability the evaluation team recommends that some of the ‘flagship’ reports such ERA, EOA and MDG and MRDE should be merged into one annual economic report.
- *Process-oriented knowledge products and tools* which involve not only high level decision makers but engage a cross-section of citizen stakeholders in producing consensus-based products must be prioritized as they enhance capacity, increase ownership, create collective learning and produce tangible country specific tools for reforms at member State level. Similarly, flagship products with impact on high level policy and generating visionary ideas must continue.
- *New strategies for outreach and dissemination of ECA’s knowledge products and tools* are needed. Stronger marketing through radio, television, print media and social media networks would go a long way in bringing ECA’s work to the Continent’s general population.
- *Capacity Building Strategy of RECs and AUC* should be intensified and broadened to deliberately include secondments, attachments, short-term training and institutional building within the operations of recipient partners.
- *JFA mechanism applied within the context of defined priorities of ECA has served a useful purpose* in programme delivery effectiveness, efficiency and contribution to impact and it should be improved along the lines of budget support and broader flexibility limits defined by the joint partners. For better working relationships, the partners should consider holding more regular Technical Working Group meetings to address and resolve financial and other procedural issues. These meetings will also ensure that more discussions at mid-year and end-of-year meetings focus more on programme implementation and impact issues.
- *Extra-Budgetary (XB) support* remains a critical aspect of the overall ECA’s resources and will be indispensable for the next Business Plan. It is recommended that funding partners re-commit to support – Business Plan 2013 -2015 within the context of JFA mechanism.
- *ECA must consistently address issues of role clarity, capacity, resourcing and coordination of SROs* and their alignment with divisional work in order to improve synergies, effective and efficient service delivery to stakeholders.
- *ECA must consider broadening its activities in the social agenda* so that it can more appropriately support relevant AUC’s programmes and also ensure that regional integration addresses human resource and higher education development particularly critical for the continent’s young population.

- *ECA has a rich network of experts from across-member States and different professional disciplines.* Strategies must be found to use these networks more effectively at sub-regional levels as technical resources and possible forums for launching and advocating ECA's knowledge products. The networks are both individual and institutional and both should have a role to play.
- *Finally, the evaluation team recommends ANNEX XV as a Management tool for follow up implementation of these recommendations as needed.*

This evaluation report is organized in four main chapters:

**Chapter 1** gives the context in terms of AUC and ECA partnership which is the basis of the Business Plan programme comprising of sub-programmes in which the magnitude of JFA financial contribution is given.

**Chapter 2** describes the methodology, the evaluation design in terms of analytical frame and evaluation criteria, sampling of the sources and the techniques for data collection applied to respondents in Addis Ababa (location of ECA Headquarters and JFA partners' Offices) and field work.

**Chapter 3** presents the main body of the evaluation; the evaluation findings and analysis in the four sub-programmes and the JFA partnership.

**Chapter 4** is the conclusion, lessons learnt and recommendations.

## Chapter 1: Background

The United Nations Economic Commission for Africa (UNECA) has framed its work programme primarily to support the African development agenda as defined in the African Union (AU) Vision. Specifically, UNECA seeks to assist the African Union Commission's (AUC) capacity building programme in collaboration with other UN agencies. The African Union Commission defines its vision as to "...create an integrated prosperous and peaceful Africa, driven by its own citizens and representing a dynamic force in the global arena."- (TYCBP-AU 2012:5) The AUC's work programme addresses the Continent's challenges relating to peace and security, political affairs, trade and industry, infrastructure and energy, social affairs, agriculture, rural development, environment and natural resources, human resources, science and technology and economic affairs. Consistent with AUC's work programme, ECA has focused its programmes to strengthening technical capacities of African member States, the eight regional economic communities (RECs) and AU itself. Within member States, ECA's interventions are predominantly targeted at influencing policy change at government level with only limited direct technical support to non-State actors. ECA's sub-programmes are based on knowledge generation (research products), the results of which are then shared in the different formats of technical reports, policy briefs, technical advice, training manuals and materials for use in long term training institutions and/or in the form of training workshops to local and regional stakeholders as appropriate.

ECA's 2010 – 2012 Business Plan focuses on delivering its assistance to the member States, regional economic communities and AU through seven thematic areas/sub-programmes being 1) Macroeconomic Analysis, Finance, Economic Development and NEPAD, 2) Food Security and Sustainable Development, 3) Good Governance and Public Administration, 4) Information, Science and Technology for Development, 5) Regional Integration, Infrastructure and Trade Development 6) Gender Equality and Social Development and 7) Statistics and Statistical Development (ECA Business Plan, 2010). These sub-programmes individually and in some cases jointly produce a variety of technical reports, working mechanisms and frameworks, tools and methods, which are used as knowledge products to support the key target groups – member States, RECs and AUC/AU to realize national, sub-regional and Africa's development goals. At sub-regional level, ECA has five Sub-regional Offices (SROs) which are used to support target groups and partners. The operational modalities include partnerships with different development partners but more consciously, with the wider UN system under a "One UN" strategy.

ECA funds its operations through two budgetary sources – the regular budget (RB) and the Extra-Budgetary (XB) support. The former is allocated by UN Headquarters while the latter comes almost exclusively from development partners. Since 2006, ECA's XB funding requirement has increased in relation to the RB which has been put at zero growth, from US \$13.68 million in 2008 to \$22.04 million in 2010 and \$109.9 million in 2012 (ECA Business Plan 2010-2012: pp.62-63). The XB now constitutes around 36.3% of the total ECA's budget of the Business Plan 2010 – 2012. In 2007, ECA entered into an agreement with a group of development partners to fund its sub-programmes through the first XB pooled Joint Financing Arrangement (JFA I). Based on good relationship between ECA and some of these partners a second JFA Agreement was signed with three partners: Sweden, Norway and the United Kingdom who were later joined by Denmark to make JFAII a four development partner membership with ECA.



By the end of August 2012, JFA II funding partners had provided around US \$46.21 million or 42.05% of the total XB budget or 15.2% of the overall Business Plan budget of US \$303.1 million. JFA funding went exclusively to sub-programmes activities whereas RB funds covered salaries and other institutional expenses also critical for the success of the Business Plan. Table 1 shows JFA funds by sub-programme allocation compared to the original Business Plan proposed allocation by sub-programme.

This evaluation focuses on the impact of the JFA II funding of the ECA sub-programme activities in the Business Plan 2010-2012. JFA II funding provided a substantial component of the listed sub-programme budgets over the past three years. After three years, the Business Plan 2010 -2012 is coming to a close at the end of 2012. This end of Business Plan evaluation was built into the Business Plan activities for 2012.

**Table 1: Volume of JFA Investment by Sub-programmes (US \$ million)**

Thematic Area	Business Plan XB Requirement*	JFA Contribution	% of Sub-programme to total XB**	% of JFA XB
Economic development and NEPAD	9.8	4.82	8.9	10.5
African Climate Policy Centre	39.1	19.05	35.6	41.5
Food security and sustainable development	11.6	0.16	10.6	0.3
Promoting good governance and public administration	9.9	7.1	9	15.5
ICT, Science and Technology	6.7	0.26	6.1	0.6
Regional integration, infrastructure and trade for development	16.7	4.24	15.2	9.2
Promoting gender equality and social development	5.7	7.15	5.2	15.6
Strengthening statistics and statistical capacity in Africa	4.2	1.78	3.8	3.9
<b>Subtotal</b>	<b>103.7</b>	<b>6</b>	<b>96.4</b>	<b>96.3</b>
Others (Special events)	6.2	1.65	3.6	3.7
<b>Total</b>	<b>109.9</b>	<b>46.21</b>	<b>100</b>	<b>100</b>

**Sources:** Business Plan 2010-12 and PATCO/ECA, \* for specific sub-programme, \*\*% of sub-programme allocation to total XB requirement.

The JFA funding constituted \$46.21 million (42.05%) of the required \$109.9 million XB for the Plan period.