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Draft country programme document for South Africa (2007-2010)*

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*The compilation of data required to provide the Executive Board with the most current information has delayed submission of the present report.

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I. Situation analysis

1. Despite significant transformation since 1994, South Africa still faces major socio-economic challenges. A persistently high unemployment (29 per cent) rate, poverty (34 per cent subsisting on less than \$2 per day), large wealth disparities (Gini 0.59) and high HIV/AIDS infection rates remain intractable problems. Then there is the legacy of apartheid, of a dual formal/informal economy, a low skills base and wide urban/rural disparities. The Government has a constitutional obligation to ensure the basic socio-economic rights of its most marginalized citizens, in particular in the poorest provinces of Limpopo, KwaZulu-Natal and the Eastern Cape. Therefore, in order to tackle the multi-dimensional nature of underdevelopment, Government has structured its ministries into five clusters – *Economic, Governance, Justice, Inter-national Relations and Social* – for coordinated, effective and integrated service delivery.

2. *Economic growth, investment and employment.* Economic growth and investment are viewed as the keys to overcoming poverty. However, delivery of basic services is poor, and often lags behind the Government's own targets set forth in the National Programme of Action. In the immediate post-apartheid era, Government programmes aimed to create employment, equity and transformation through macroeconomic stability and people-centred development. The Accelerated and Shared Growth Initiative for South Africa (ASGISA) and the Joint Initiative on Priority Skills Acquisition (JIPSA) were launched in 2006 to address the fragmented nature of the economy through coordinated industrial, infrastructure and skills development initiatives. ASGISA, specifically, focuses on sustainable, labour intensive industrial development in areas of high poverty and unemployment, with spatial development initiatives being key components. Racially skewed capital formation is being addressed through the Black Economic Empowerment Act, which seeks to build broad-based private ownership to achieve economic growth.

3. *Governance and administration:* The integrated sustainable rural development programme, the urban renewal programme and the 'Consolidate' project seek to address the lack of rural infrastructure, weak local government capacity and low labour absorption capacity. Vision 2014 and the National Programme of

Action emphasise the importance of equitable local pro-poor service delivery.

4. *Justice, crime prevention and safety.* Crime, particularly against women and children, and corruption are two primary threats to the socio-economic progress of South Africa and also contribute to poor and inequitable service delivery. The Government is addressing this through reform of the criminal justice system to ensure human rights for all.

5. *International relations, peace and security.* South Africa is dedicated to fulfilling its commitments under international conventions, including the Millennium Development Goals (MDGs). Key foreign policy priorities include the revitalization of the Southern African Development Community (SADC) and transformation of the African Union and the New Partnership for Africa's Development (NEPAD) programmes, which have enabled the development of regional infrastructure and advances in information communication technology, and supported conflict resolution in the region.

6. *Social.* The poverty alleviation effort of the Government is centred on the Expanded Public Works Programme (EPWP), which places particular emphasis on creating employment opportunities for women. At the same time, the education system is addressing the skills deficit with formal and non-formal education programmes, targeting the empowerment of marginalized women. To address poverty, unemployment, and the growing number of orphaned and vulnerable children and social upheavals resulting from the HIV/AIDS pandemic, Government is expanding social security networks, fast-tracking its housing programme and building capacity for sustainable livelihoods. Gender analysis within programme areas is being mainstreamed for greater impact.

II. Past cooperation and lessons learned

7. The UNDP programme of support to South Africa has promoted sustainable human development, integrated rural development, holistic responses to HIV/AIDS and poverty reduction. It has had positive, if localized, impact, and several important lessons have also emerged. UNDP achievements and learnings, under the current United Nations Development Assistance Framework (UNDAF) and the Country Cooperation Framework (CCF), are enumerated below.

8. *Policy.* The work of the policy and strategy unit has focused on the production of national human development reports (NHDRs) and on support to the Government's efforts to achieve its MDG commitments, including the preparation of the 2005 South Africa MDG report. Preparatory work has begun on the 2006-2007 NHDR. The key lesson learned from past policy interventions is that UNDP must ensure that its programming is based on a constructive partnership between itself and the Government, and is guided by principles of national ownership and mutual accountability.

9. *HIV/AIDS.* UNDP has sought to build the capacity of governmental and non-governmental leaders to understand the multi-dimensional nature of the pandemic. However, operating at the community level, in localized areas, the project had little impact. Thus it has been redefined as a multi-pronged programme to complement a systems-wide service delivery optimisation approach. The lesson here is that UNDP should ensure it develops stronger partnerships with all three levels of the Government in order to achieve sustainable programme impact.

10. *Governance.* The Governance programme has offered strategies for strengthening integrated development plans, micro-enterprise support and provincial growth and development plans. However, administrative delays, non-alignment of provincial and local plans and poor levels of community participation have posed major challenges. UNDP has learned that programming should be strategically aligned with key national development priorities and harmonized with the initiatives of other development stakeholders. The limited impact of regional integration initiatives suggests that new programming must take into account the middle-income status and unique role of South Africa in the region.

11. *Sustainable development.* UNDP has worked to develop a medium-term priority framework for the Global Environment Facility (GEF) in biodiversity and climate change. Support has been provided to South Africa in hosting the World Summit on Sustainable Development, and towards developing an innovative national strategy on sustainable development. The key lesson here is that UNDP programming, in relation to trusts funds like GEF, should be developed with a view to meeting both the financial supply and demand equations. The new direction aims at re-engineering GEF delivery to more effectively link GEF projects

with the Government's own sustainable development strategy.

12. *New strategic direction.* UNDP is transforming itself into an agency that can deliver strategic development support in an effective, results-oriented, MDG-focused manner. Strategic programmatic and operational changes include:

(a) Aligning UNDP activities with national development goals and priorities;

(b) Situating UNDP programmes within the framework of capacity development for pro-poor growth and accountability;

(c) Providing policy and technical support to promote South Africa's regional integration strategy; and

(d) Strengthening the resident coordinator system to facilitate joint United Nations activities.

Guided by the MDGs and the Paris Declaration, UNDP programmes will be aligned with the national development frameworks and be based upon the principles of national ownership, mutual accountability and partnerships with Government and other development stakeholders.

III. Proposed programme

13. UNDP programming will be based on the establishment of strategic partnerships for development, and on the facilitation of donor harmonization. The 2007-2010 UNDAF goals have been fully aligned with national priorities and structured along the lines of the Government's five clusters laid out above. UNDP will ensure that key UNDAF cross-cutting issues (gender, human rights, sustainable development, HIV/AIDS, research and development, and capacity building) are mainstreamed into all programme activities.

14. The overall goal of the UNDP programme in South Africa is to assist efforts to deepen local democracy, improve citizen participation in decision-making, and strengthen delivery systems. UNDP will support ongoing Government initiatives through knowledge sharing, best practices and practical demonstrations of capacity building models in those provinces identified as requiring intensive intervention. Assistance will be focused on the five following outcome areas.

A. Enhanced service delivery through good governance and capacity development

15. The UNDAF goal is to build institutional capacity at all levels to deliver quality basic social services, particularly to the most vulnerable groups. UNDP support will come through four inter-related programmes that advance gender-sensitive advocacy to achieve the mandated 50-50 gender equity target. The four programmes will cover the following:

- (a) Providing technical expertise to strengthen the strategic planning, monitoring and evaluation, and implementation capacity of provincial and local governments to deliver effective social services;
- (b) Providing technical support to the Government as it builds public service capability in the area of intergovernmental relations;
- (c) Working with local authorities to strengthen participatory and equitable governance processes; and
- (d) Promoting enhanced partnerships for effective service delivery through human resource development.

B. Promoting economic development for equitable growth, sustainable development and poverty reduction at the local level

16. The corresponding UNDAF goal is to support key recommendations of the Growth and Development Summit (GDS) and ASGISA in addressing the dual economy. To strengthen ASGISA initiatives UNDP will provide:

- (a) Capacity development to strengthen national macroeconomic capacities for pro-poor policy formulation, implementation and coordination, focusing on MDG-based planning;
- (b) Technical support to pro-poor macro/microeconomic policy formulation for employment generation, poverty reduction and results-based planning;
- (c) Technical support to implement coordinated second economy interventions in the areas of sustainable livelihoods;
- (d) Policy expertise to strengthen capacity for implementing selected first or formal economy interventions under ASGISA; and
- (e) Technical support for the conservation of natural ecosystems to provide sustainable livelihoods, economic growth and poverty alleviation.

C. Promoting enhanced and equitable social services through knowledge-based practices

17. The UNDAF outcome relating to this cluster is to support strategic Government interventions to improve service delivery, knowledge building and capacity for enhanced access to services, and to reduce dependency on social grants. UNDP will support government efforts to:

- (a) Implement key elements of the EPWP;
- (b) Strengthen capacities to implement the comprehensive HIV/AIDS plan and related activities;
- (c) Match job skills to the requirements of the economy;
- (d) Address the rising demand for housing and services;
- (e) Improve the capacity of the national health system to deliver quality services; and
- (f) Ensure efficient delivery of social grants, particularly for women and children.

D. Supporting South Africa in promoting democracy and good governance through regional integration and South-South cooperation

18. The focus of this cluster is to promote sustainable development across the region, within the context of human rights and good governance. The UNDAF outcome supports strengthened South African and subregional institutions so that South-South cooperation and global governance are promoted, within a human rights framework, to achieve the African Agenda. Specifically, UNDP will support efforts to:

- (a) Strengthen South African capacity to enhance the work of the African Union Commission, SADC and other policy-related institutions;
- (b) Strengthen South-South cooperation to address the critical regional threats of HIV/AIDS, poverty, food insecurity and weak governance capacity;
- (c) Ensure that major sporting events create long-term sustainable socio-economic benefits.

E. Strengthening crime prevention initiatives, particularly violence against women and children, through the promotion of justice and human rights for all

19. Here the focus is to ensure the enforcement and fair application of the law for all the people of South Africa. The UNDAF outcome seeks to transform the judiciary and the legislature and improve the skills of law enforcement agencies to better address crime

prevention, provide justice for all, and strengthen structures to prevent and respond to violence against children and women. Based upon international best practices in addressing corruption and gender-based violence, UNDP will:

(a) Provide policy expertise for government efforts to implement a national anti-corruption strategy and anti-corruption measures;

(b) Work jointly with other United Nations organizations to support government initiatives to address violence against women and children; and

(c) Support initiatives to strengthen the criminal justice system and penal reform.

IV. Programme management, monitoring and evaluation

20. The execution of UNDP programmes will be carried out under the direction of the relevant government authorities. The Department of Foreign Affairs (through its United Nations working group and the international relations, peace and security cluster) is responsible for the UNDAF annual review, while the Presidency has oversight responsibility for the alignment of development aid with national priorities and development frameworks. The National Treasury coordinates all external aid and monitors the coordination of that portion of the UNDP country programme which is nationally executed. The Offices of the Premier in the three focus provinces have oversight responsibilities for the implementation of the provincial programmes of UNDP.

21. The partnership strategy of UNDP takes its impetus from the Armada initiative to advance resources mobilization and delivery in Africa. Through this strategy, and the establishment of dedicated service centres, UNDP has a solid delivery platform for large-scale, resource-intensive projects. UNDP South Africa has established an implementation support unit that provides services in the areas of finance, personnel administration, and procurement for large-scale, resource-intensive projects, and which is also well placed to develop strategic partnerships and respond to the governmental imperative of accelerated service delivery at the municipal level.

22. Utilizing the expertise of the implementation support unit, technical and policy advisers, United Nations Volunteers (UNVs), as well as the advisory services of the regional service centre and

regional director's team, UNDP will provide focused capacity development support. Through its global networks and in-house expertise UNDP will work to ensure effective tracking and monitoring of programmes. Partnerships initiated under the previous cycle will be further consolidated, and new opportunities for partnerships will be vigorously pursued. Further enhancing the teamwork, both in-house and with partners, will be a major focus area to ensure proper support for the UNDP country programme, its vision, mission and values.

23. Based on the annual work plan, and in consultation with relevant national, provincial and local government counterparts, UNDP will ensure that timely decisions are taken on project budget structure, implementation issues, advance of funds, and monitoring and evaluation strategies. United Nations organizations, including UNDP, will work jointly on key programme areas through the five new UNDAF theme groups and the newly created monitoring and evaluation working group. The work of the theme groups will be linked with government efforts through the United Nations working group, coordinated by the Department of Foreign Affairs. Together with other United Nations agencies, UNDP will hold joint bi-annual review meetings with the National Treasury at which progress against the UNDAF and UNDP annual work plan, and the country programme document outcomes, will be measured and evaluated.

Annex. Results and resources framework for South Africa (2007-2010)

National priority: Focus on practical implementation through adoption of project management practices (including M&E) and community development workers UNDAF outcome: Institutional capacity of Government at all levels strengthened to deliver quality basic social services, particularly to the most vulnerable groups					
Programme component	Programme outcomes	Programme outputs*	Output indicators, baselines and targets	Role of partners*	Resources by goal (in dollars)
MDG 1, 7 Multi-year funding framework (MYFF) goal – Achieving the MDGs and reducing human poverty MYFF goal – Energy and environment for sustainable development	Enhanced delivery of basic services through improved governance and planning capacities at the provincial and local levels	(a) Delivery capacity of provincial/local government strengthened (b) Policy support to ASGISA initiatives (c) Technical support to strengthen participatory IGR governance processes (d) Community/local govt. partnerships for service delivery strengthened	(a) Enhanced planning capacity of provinces & district municipalities to deliver services (b) Enhanced involvement of local communities in MDG-based integrated development planning Baseline: Backlog on service delivery, weak IGR capacity and weak community participation	DPLG, GTZ, UNDP, DPW, DBSA, IDT, DOA, civil society, DPSA, DoSD, DoH, ILO, United Nations Habitat, UNDESA, IDASA	Regular resources 1.906 million Other resources Govt cost sharing: 11.0 million Third-party cost sharing: 7.7 million
National priority: Better crime prevention and public safety, strengthening of the criminal justice system and improvement of national security, and justice for all. UNDAF outcome: Judiciary/ legislature transformed, skills of law enforcement agencies improved, violence against children and women reduced					
MDG 1, 3 MYFF goal – Fostering democratic governance	Strengthened crime prevention systems focusing on violence against women and children and underlying causes for gender based violence	(a) Technical support for implementing strengthened national anti-corruption strategy (b) Structures at all 3 tiers of government strengthened for prevention/response to violence against women/children	(a) Strengthened community initiatives to address gender based violence (b) Strengthened national anti-corruption strategy in place Baseline: Extremely high reported levels of violence against women and children	DoJ, DoSD, DoL, DoE, UNICEF, UNFPA, ILO, UNODC, UNDP, civil society, IDASA, DoCS	Regular resources Nil Other resources Govt cost sharing: 6.7 million Third-party cost sharing: 6.0 million
National priority: Massive public works programme, improve access to social security measures, better service delivery, reduce dependence on grants. UNDAF outcome: Support strategic government interventions to improve service delivery/ knowledge building/access to services and reduce dependence on social grants.					
MDG 1, 2, 3, 4, 5, 6, 7 MYFF goal – Achieving the MDGs and reducing human poverty MYFF goal – Responding to HIV/AIDS	Enabling environment for improved and equitable social services and HIV/AIDS mainstreamed in development plans	(a) Social sector EPWP/other initiatives strengthened for delivery of social services (b) Technical support to DoH and SANAC to implement national HIV/AIDS strategy (c) Technical and policy support provided to strengthen Government efforts to meet housing and services demand <i>* See glossary for explanation of abbreviations and acronyms</i>	(a) Sectoral EPWPs strengthened (b) Plan to combat HIV/AIDS strengthened (c) Strengthened capacity of PHP/slum upgrading supported Baselines: EPWP, HIV/AIDS country programme, slow implementation rate of PHP	DPW, DPLG, DoL, DoE, DoH, DoSD, UNFPA, UNICEF, ILO, WHO, traditional leaders, civil society, OSW, HAD, European Union, the Netherlands <i>* See glossary for explanation of abbreviations and acronyms</i>	Regular resources Nil Other resources Govt cost sharing: 18.5 million Third-party cost sharing: 11.0 million

<p>National priority: Implement key GDS recommendations, including ASGISA. 5% investment capital employed in productive activities</p> <p>UNDAF outcome: Government and partners supported to implement key recommendations of GDS and ASGISA to address inequities within the dual economy</p>					
<p>MDG 1, 7, 8 MYFF goal – Achieving the MDGs and reducing human poverty</p> <p>MYFF goal – Fostering democratic governance</p> <p>MYFF goal - Promoting energy and environment for sustainable development</p>	<p>Increased economic development for equitable growth and poverty reduction at the local level</p>	<p>(a) National macroeconomic capacities for policy formulation, implementation & coordination strengthened (b) First and second economy interventions supported and strengthened (c) Conservation management & planning systems implemented (d) Implementation strategy for wind energy development</p>	<p>(a) Policy studies conducted in collaboration with IPC Baseline: Need to develop national poverty measures</p> <p>(b) Policy support to ASGISA Baseline: Research on ASGISA</p> <p>(c) Management structures, planning system and institutional frameworks established for conservation/fostering of biodiversity Baseline: National Biodiversity Strategy and Action Plan adopted</p> <p>(d) Policy for wind energy development formulated Baseline: Nil</p>	<p>The Presidency, DoSD, National Treasury, StatsSA, IPC, HSRC; DEAT, SANBI, DLA, SANPARKS, DME, DoA, DWAF, DoL, NBI, WWF-SA, EWT, WF, IDASA, SAMWU, PWD, FFI, WESSA, ORI, World Bank, BotSoc, BirdLife, WNHA, Wilderness Foundation, Universities</p>	<p>Regular resources 0.1 million</p> <p>Other resources Govt cost sharing: 3.5 million Third-party cost sharing: 125.0 million</p>
<p>National priority: Human rights, embracing sustainable development whilst reflecting collective global governance that promotes solidarity and interests in Africa</p> <p>UNDAF outcome: Strengthened South African/sub-regional institutions so that South-South cooperation and global governance are promoted within a human rights framework to achieve sustainable development of the African Agenda</p>					
<p>MDG 1, 8 MYFF goal – Fostering democratic governance</p>	<p>Democracy and good governance through regional integration and south-south cooperation strengthened</p>	<p>(a) Technical support provided to build capacity of South African agencies to support the African Union Commission and other policy related regional institutions (b) South African efforts to enhance south-south cooperation strengthened through technical support to policy development (c) Technical expertise provided to regional institutions to devise policies for integrated pro-poor development</p>	<p>(a) Capacity of NEPAD secretariat strengthened Baseline: NEPAD secretariat capacity</p> <p>(b) South-South dialogue facilitated Baseline: IBSA initiative</p> <p>(c) Sustainable outcomes of 2010 World Cup supported Baseline: 2010 World Cup Infrastructure Strategy</p>	<p>The Presidency, NEPAD secretariat, DFA, United Nations</p>	<p>Regular resources Nil</p> <p>Other resources Govt cost sharing: 8.3 million</p> <p>Total Regular: 2.006 million Other: 196.850 million Grand total: 198.85 million</p>

Glossary of abbreviations and acronyms

BotSoc:	Botanical Society of South Africa	PHP:	People's Housing Process
DBSA:	Development Bank of South Africa	PWD:	People living with disability
DEAT:	Department of Environmental Affairs and Tourism	SAMWU:	South African Municipal Workers Union
DFA:	Department of Foreign Affairs	SANBI:	South Africa National Bioinformatics Institute
DLA:	Department of Land Affairs	SANPARKS:	South African National Parks
DME:	Department of Minerals and Energy	StatsSA:	Statistics South Africa
DOA:	Department of Agriculture	UNDESA:	United Nations Department of Economic and Social Affairs
DoCS:	Department of Correctional Services	UNICEF:	United Nations Children's Fund
DOE:	Department of Education	UNODC:	United Nations Office on Drugs and Crime
DOH:	Department of Health	WESSA:	Wildlife and Environment Society of South Africa
DOJ:	Department of Justice	WF:	The Wilderness Foundation
DOL:	Department of Labour	WHO:	World Health Organization
DoSD:	Department of Social Development	WHNA:	Job training measure
DPLG:	Department of Provincial and Local Government	WWF-SA:	World Wildlife Fund – South Africa
DPSA:	Department of Public Service and Administration		
DPW:	Department of Public Works		
DWAF:	Department of Water Affairs and Forestry		
EWT:	Endangered Wildlife Trust		
FFI:	Fauna and Flora International		
GTZ:	German Aid		
HAD:	Housing and Development		
HSRC:	Human Sciences Research Council		
IBSA:	India-Brazil-South Africa		
IDASA:	Institute for Democracy in South Africa		
IDT:	Independent Development Trust		
IGR:	Inter-governmental relations		
ILO:	International Labour Organization		
IPC:	International Poverty Centre		
NBI:	National Business Initiative		
NEPAD:	New Partnership for Africa's Development		
ORI:	Coastal research		
OSW:	Office for the Status of Women		