United Nations DP/RPD/RBA/1



Distr.: General 11 July 2007

Original: English

Second regular session 2007 10 to 14 September 2007, New York Item 6 of the provisional agenda Country programmes and related matters

# Draft regional programme document for Africa (2008-2011)

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## I. Situation analysis

- 1. As a result of the renewed commitment of its leaders to collectively address development challenges, and the commitment by its development partners to scale up aid, the recent social and economic situation in Africa has shown great improvement. Many of the conflicts affecting the western and central African sub-regions have been largely contained. Gross domestic product grew from less than 3.0% in 1999 to about 6.0% in 2006, and there has been marked progress towards Millennium Development Goal (MDG)-based planning in line with the commitment made at the 2005 World Summit. Also evident is the significant progress made towards democratic governance and protection of human rights. Electoral processes are taking root, and civil society and the media are participating in public accountability processes and human rights advocacy.
- 2. At the regional level, the African Union is reorganizing to address conflicts and political instability more effectively, and to accelerate economic integration. Regional economic communities (REC) such as the Common Market for Eastern and Southern Africa, Economic Community of Central African States (ECCAS), Economic Community of West African States (ECOWAS), and South African Development Community (SADC) have become much more proactive in promoting regional integration. The New Partnership for Africa's Development constitutes the economic strategy of the African Union, and the African Peer Review Mechanism is the mechanism for benchmarking progress on democratic governance.
- 3. Notwithstanding the above, Africa still faces considerable development challenges. Economic growth has yet to impact meaningfully on poverty reduction, decent employment, private sector expansion, reduction of gender disparities and the bridging of widening social inequalities. The proportion of the population living below the poverty line has increased from 44% in 2000 to 47% at present. Sub-Saharan Africa's average Human Development Index stood at 0.472 in 2004 compared to 0.679 for developing countries as a whole. Currently Africa's share of world trade is less than 2%, compared to 5% two decades ago, making it impossible to harness the benefits of global trade and capital flows for poverty reduction. There is also the heavy disease burden, notably the HIV/AIDS pandemic, malaria and tuberculosis, which pose significant threats to human capital development and the attainment of the MDGs.
- 4. Progress in democratic governance has been uneven, and peace and conflict resolution in several subregions remain fragile. Serious challenges remain with respect to deepening democracy beyond elections, strengthening economic governance and the state of law, and fostering a state that promotes pro-poor growth and accountability. The capacity deficiencies in institutional and human resources, and weak accountability and transparency mechanisms affect state structures charged with managing aid. It is thus critical to strengthen capacity to better manage increased Official Development Assistance flows and revenues from commodities, and to direct more of these resources towards the poor. This is a key rationale behind the refocused strategy introduced by UNDP in 2006 for programming interventions in the Africa region.
- 5. The lack of energy access and security is another serious constraint to sustainable and inclusive growth. Over 600 million Africans still rely on traditional biomass as their main source of energy and more than 500 million have no access to electricity. In addition, energy supply has been hampered by high oil prices and inefficient utilities and end-uses. Cross-border collaboration in energy trade is weak in the region. Thus, additional efforts are needed to harness the benefits accruing from regional energy policy frameworks and coordination mechanisms, such as gas and power pools and the integration of regional energy markets. Strengthened cross-border energy cooperation will enable access to low carbon, energy-efficient and renewable options, allowing African nations to benefit and strengthen their global competitiveness.
- 6. Furthermore, in addition to measures required to fight chronic droughts, desertification and deforestation, concrete measures are needed to counteract the impacts of climate change on agricultural production, water supply, the ecosystem and energy supplies.

# II. Past cooperation and lessons learned

7. During the preceding programming cycle, UNDP support to Africa at the regional level was extended through the Second Regional Cooperation Framework (RCF II), which covered the period 2002-2007. The

four priority areas selected for RCF II were: (i) Strengthening democratic and participatory governance; (ii) Making globalization work for Africa; (iii) Preventing conflicts, building peace and managing disasters; and (iv) reducing the impact of HIV/AIDS on human development. Gender and sustainable environment and energy were covered as cross-cutting issues.

- 8. The independent evaluation concluded that the focus areas of RCF II had been relevant, and aligned with the development priorities and needs of the continent. The programme added significant value to the efforts of the African Union in addressing problems with trans-boundary implications requiring joint action and regional integration. The regional programme contribution had also been pivotal to the launch of capacity development initiatives by the African Union. Similarly, the contribution of RCF II to capacity development for trade negotiations had enabled the effective participation and forging of common positions in trade negotiations by African countries. RCF II initiatives had positive policy and advocacy impacts on human development and capacity building for MDG-based planning. However, the RCF evaluation also found that the integration of cross-cutting themes such as gender equality and the environment had been, at best, modest. Furthermore, capacity development had not always been based upon rigorous assessments and explicit exit strategies, resulting in long-term dependency of many institutions on continued UNDP assistance. The need for fewer and more focused interventions as well as stronger monitoring and evaluation emerged as critical for subsequent regional programmes.
- 9. In line with lessons learned from RCF II, the third regional programme for Africa will, among things: (a) maximize African ownership of the regional programme through continuous alignment with development needs and priorities and more systematic use of the RCF Advisory Board; (b) limit its focus to four clearly defined programme areas and fewer outputs; (c) concentrate regional programme resources on capacity development interventions, based on rigorous capacity assessments and clearly considered exit strategies; (d) strengthen regional and pan-African institutions; (e) improve coherence and synergy between regional and country programmes and projects; (f) ensure better integration of gender equality and environmental concerns; and (g) adopt stronger financial management systems and more robust results-based management, monitoring and evaluation.

## III. Proposed programme

## A. Guiding principles

- 10. The 2008-2011 third regional programme for Africa (RCF III) has four focus areas, as outlined below. While being fully aligned with Africa's development priorities, RCF III will be guided by the development effectiveness principles set out in the UNDP 2008-2011 corporate strategic framework. Gender equality will underpin all interventions and will also be considered a specific goal, focusing on the economic and political empowerment of women. Given the serious capacity constraints facing the continent, the regional programme will design all of its policy and programme interventions from a capacity development perspective, and also promote targeted institutional and human capital reinforcement programmes in critical areas of the economy.
- 11. The identification and design of interventions will be further guided by: (a) the maximization of the benefits through regional and sub-regional interventions; (b) the promotion of African ownership and leadership of the development agenda in line with the Paris Declaration and the harmonization agenda; (c) the reinforcement of partnerships with regional institutions; (d) corporate policy alignment and cross-Bureau collaboration for greater synergy and impact; (e) United Nations system-wide coordination; (f) knowledge management and sharing through policy research, advocacy and partnerships with African centres of excellence; (g) flexibility to review programme interventions in line with emerging African priorities; (h) the utilization of UNDP's capacity assessment and diagnostic tools, in combination with enhanced monitoring and evaluation; and (i) integration of proper exit strategies into all programmes and projects to ensure the effective transfer of activities to African institutions.

#### **B.** Programme focus areas

12. The third regional programme aims to respond to Africa's development challenges from a regional perspective by focusing on four broad areas: (a) Poverty reduction and the achievement of the MDGs; (b) Consolidating democratic and participatory governance; (c) Conflict prevention, peace building and recovery;

and (d) Energy, environment and sustainable development.

#### (a) Poverty reduction and achievement of the MDGs

- 13. The interventions will seek to strengthen efforts for pro-poor growth, decent employment creation, reduction of inequalities and acceleration of progress towards the MDGs. The regional programme will build upon and expand the on-going Regional Bureau for Africa (RBA) regional programmes for capacity development in related areas.
- 14. Reducing gender inequalities and promoting economic empowerment of women will be reinforced through (i) facilitating the increased participation of women in all spheres of decision-making, particularly in parliament; (ii) facilitating increased access to credit by women for entrepreneurship; (iii) strengthening policies for lowering legal and fiscal barriers to market entry for women entrepreneurs; (iv) enhancing the capacity of women entrepreneurs to effectively participate in regional and global markets; and (v) facilitating knowledge sharing for entrepreneurship development on the continent and across regions.
- 15. Inclusive trade and regional integration will continue to be supported through strengthening the capacities of African countries to effectively participate in global trade, adopting common African positions in trade negotiations, and linking trade policies to poverty reduction. Private sector development and service delivery will be supported by developing conducive and inclusive policies, an enabling regulatory environment for private sector growth, and building capacities for private sector and civil society participation in development.
- 16. With regard to accelerating progress towards the MDGs, the programme will focus on MDG needs assessments, costing and investment planning, strengthening national capacities to deliver services and also mobilizing additional resources in support of the MDGs. The MDG-based planning processes will be reinforced by: (i) initiatives to strengthen capacities for analyzing and formulating pro-poor economic policies; (ii) public expenditure review to channel expenditures towards poverty reducing infrastructure investments and transfers; (iii) facilitation of inclusive financial policies and maximum utilization of microfinance; (iv) promotion of productive and decent employment strategies, in partnership with the International Labour Organization and the United Nations Industrial Development Organization; and (v) initiatives to address the development impact of pandemics and other diseases, in particular HIV/AIDS, malaria and tuberculosis.

#### (b) Consolidating democratic and participatory governance

17. Interventions will focus on: (i) the consolidation of democratic and participatory governance through strengthening democratic governance institutions and processes, enhancing political participation and the promotion of transparency and accountability mechanisms; (ii) supporting regional integration efforts; (iii) promoting governance knowledge sharing, best practice exchange and mutual learning; and (iv) enhancing capacities for regional integration, the implementation of African governance initiatives and facilitating better understanding, codification and sharing of positive African governance experiences.

#### (c) Conflict prevention, peace building and recovery

- 18. UNDP will work closely with the African Union and the RECs to: (i) support regional mechanisms for crisis prevention; and (ii) promote effective regional recovery. In addition, human security will be enhanced through effective regional control of illicit small arms and light weapons (SALW), and the development of effective sub-regional mechanisms for disaster preparedness and response. Most importantly, interventions in this area will lead to the creation of sub-regional frameworks for the socio-economic recovery of fragile states.
- 19. Efforts will also be made to ensure synergy among the components of the continental security architecture linking the African Union Peace and Security Council and the Regional Peace and Security Arrangements of the RECs.

#### (d) Energy, environment and sustainable development

20. The regional programme will work with RECs to: (i) accelerate implementation of sub-regional energy policies and support formulation for other sub-regions; (ii) scale up delivery of energy services and adaptation of technologies, and promote innovative local energy solutions; (iii) create a favourable investment climate in the energy sector; and (iv) complement capacity development initiatives for regional energy trade arrangements.

21. Regarding climate change, the regional programme will help minimize risks by developing guidelines on land use, management and tenure systems; strengthen capacities for managing shared river basins and forests; and facilitate African participation in the Clean Development Mechanism (CDM), including technology transfer through South-South cooperation.

## IV. Programme management, monitoring and evaluation

- 22. Programme management, monitoring and evaluation will be guided by the new UNDP programming arrangements, including strengthened programme and project monitoring and evaluation guidelines. The RBA will formulate a detailed implementation strategy that will include a mid-term review of the regional programme, and implement an evaluation plan (see Annex). The RBA Director will exercise overall oversight and accountability for the implementation of the programme, assisted by the three Deputy Regional Directors.
- 23. A more dynamic Advisory Board for the regional programme, consisting of representatives of African opinion leaders, development partners, other United Nations and non-United Nations development organizations, and at least three Resident Representatives, will help the RBA provide strategic direction for the implementation of the regional programme. The Advisory Board, will, in addition to providing strategic guidance, reinforce oversight and accountability mechanisms, and ensure that programmes and projects remain responsive to African development priorities and emerging challenges.
- 24. There will be greater emphasis on close working relationships with other United Nations organizations, and efforts to build synergies with other development partners for strengthening results-based management, knowledge building and networking.
- 25. A portion of regional programme resources will be used for funding programme development and monitoring, pilot projects and/or emerging regional initiatives that ensure greater flexibility and responsiveness to emerging needs. Specifically, 10% of the costs of projects and programmes will be earmarked for monitoring and evaluation. The regular resources for the regional programme are expected to be approximately \$20 million per year, or \$80 million over four years, subject to finalization of the 2008-2011 programme. Apart from this, efforts will be made to obtain additional funding, with a specific resource mobilization strategy formulated and implemented for each focus area.

# $Annex. \ Results \ and \ resources \ framework \ for \ the \ regional \ programme \ for \ Africa \ (2008-2011)$

Programme component	Programme outcomes	Programme outputs	Output indicators, baselines and targets	Partners*	Resources by goal \$ mil.							
Focus Area 1	Focus Area 1: Poverty reduction and achievement of MDGs											
I regional integration Promoting inclusive growth, gender equality and the achievement of the MDGs	and national strategies for higher levels of pro-poor growth and reduction of gender inequalities	national stakeholders for formulating robust pro- poor growth and accountability strategies; 2) Regional analytical and policy advocacy documents	<b>Target:</b> 1) At least 35 countries and four RECs with robust pro-poor growth plans incorporating inequality-reduction policies and decent work agenda; 2) Annual RHDRs.	NEPAD/APRM, RECs, United	Regular: 11 Other: 6							
	2) Accelerated pace of progress towards attainment of the MDGs in Africa and adequate resources mobilized in support of them.	1) Strengthened RECs and national capacities for designing and implementing MDG-based strategies; 2) Increased capacity for monitoring MDGs, including that of CSO; 3) Local MDG initiatives integrated within national development strategies.	Indicator: 1) No. of countries & RECs supported for MDG-based strategies; 2) No. of subregional & national statistical systems strengthened to monitor human development & MDGs; 3) No. of regional bodies with clear platforms for outreach & engagement of CS and womens organizations.  Baseline: 22 African countries have formulated MDG-based plans; 2) Plans inadequately funded. Target: At least 43 countries to have completed MDG-based plans, integrating monitoring mechanisms & providing platforms for engagement of CS & women by end 2008.	Govt., AU, NEPAD/ APRM, RECs, United Nations, CSO, AfDB, WB, EC, bilateral donors.	Regular: 14 Other: 4							
	increased participation in global trade, and linking trade policies to poverty reduction. 2) Outcome of	support of poverty reduction; 2) Strengthened capacity for trade and development finance negotiations; 3) Evidence-based trade policymaking; 4) Mechanism and networks for knowledge-sharing among African countries; 4) Trade and Human Development Report produced;	Target: 1) At least 35 countries mainstreamed trade policies; 2) Strengthened capacity of countries for trade negotiations and studies on participation level of women in trade in Africa; 3)	private sector, ECA, other United Nations agencies, AU, RECs, AfDB, World Bank, European	Regular: 3 Other: 4							
Mitigating the impact of HIV/AIDS on human development	Capacity built in critical social sectors linked to pandemics, especially HIV/AIDS, tuberculosis and malaria.	regional entities to formulate and implement policies and strategies aimed at addressing the	Indicator: 1) No. of inter-sectoral & regional policies for managing development impact of pandemics developed; 2) No. of gender-responsive inter-sectoral & regional policies developed.  Baseline: 1) No regional policies and mechanisms for addressing the development impact of pandemics are available; 2) No regional mechanisms available for sharing experiences across countries and regions. Target: 1) All Regional Cooperation Frameworks fully integrate strategies to address cross-border development impact of pandemics; 2) Systems established for cross-border information sharing on pandemics.	Govt., CSO, UNAIDS, ECA, other United Nations agencies, AU,	Regular: 2 Other: 5							
Private sector development and CSO engagement	regulatory environment for private sector growth	sector development; 2) Strengthened managerial capacity of entrepreneurs, including women, through training in modern management tools and entrepreneurship; 3) PPP strategies for service	<b>Baseline:</b> 1) Weak business regulatory environment; 2) Lack of strong managerial and technical skills, including among women entrepreneurs; 3) Few and poorly designed PPP established. <b>Target:</b> 1) At least 25 countries with internationally competitive business regulatory frameworks; 2) 25 countries benefiting from entrepreneurial training, with a special focus on women; 3) PPP functioning in 15 countries.	private sector, CSO, UNIDO, ILO, Global Compact, United Nations	Regular: 2 Other: 2							
Focus Area 2	: Consolidating democra	tic and participatory governance										
Responsive and effective democratic states	Enhanced political     participation and     management of elections.	capacities and processes for democratic	Indicator: 1) No. of national & regional bodies with platforms for CS & women organizations to engage in political processes; Effectiveness and quality of electoral processes. Baseline: 1) Weak CSO, women & other non-state actors' participation in political processes; AU capacity to support elections is weak, results often contested.  Target: 1) At least 10 new countries complete APRM process with the effective participation of CSO, women and other non-state actors in all political processes; AU Charter on elections implemented by 2011.	private sector, CSO, media, AU, ECA, AfDB, RECs,	Regular: 10 Other: 10							

Programme component	Programme outcomes	Programme outputs	Output indicators, baselines and targets	Partners*	Resources \$ mil.
Responsive and effective democratic states	2) Strengthened economic governance and enhanced service delivery.	2) Improved capacities of AU and RECs to elaborate regional frameworks for economic governance, and to monitor and evaluate the performance of service delivery.	<b>Target:</b> 2) Capacities of AU and RECs to elaborate regional frameworks for economic governance built by 2010.	private sector, media, AU, ECA, IFAD, RECs, donors	
Accelerated pace of regional and sub-regional an integration on the continent.	More effective regional institutions.	implementing their strategic plans and programmes; 2) Greater popular awareness of the mission,	Indicator: 1) Capacities of AU and RECs to formulate and implement regional and sub-regional integration strategies and plans; 2) Increase in the media coverage of AU and REC activities in promoting democratic and human rights-based governance; 3) Increase in popular awareness of sub-regional and regional communities as advocated by AU and RECs.  Baseline: 1) Limited AU/RECs capacity to implement regional and sub-regional integration strategies and plans and limited public awareness of AU and RECs vision and programmes; 2) Few media campaigns on AU and REC activities.  Target: Increased capacity of AU/RECs to formulate/ implement regional/sub-regional integration strategies.	NEPAD, ECA, APRM, AfDB, Government, CSO, donors	Regular: 6 Other: 4
Effective governance knowledge management	African practices in governance.	networks and think-tanks strengthened; 2) Knowledge of governance identified, codified and shared; 3) Assessment tools (APRM) developed and/or modified.	Target: African best practices, including APRM processes and results, codified, disseminated and	AfDB, Govt., CSO, donors, African	Regular: 4 Other: 4
Focus Area 3:		building and economic recovery		T	
Effective sub-regional and regional mechanisms for crisis	More effective regional institutions for crisis prevention;     Effective regional mechanisms for disaster preparedness & response.		Indicator: 1) AU CPR strategy operationalized and implemented.  Baseline: 1) AU CPR strategy adopted but lack of AU/RECs capacity to implement it.  Target: 1): Implementation mechanisms of the AU CPR strategy established and operational by end 2009. Indicator: 2) Regional early warning mechanisms for disaster preparedness and response established. Baseline: 2) Sub-regional early warning mechanisms need continental integration. Target: 2) An integrated early warning mechanism established by 2010.	AU, RECs, ECA, CSO, UNV, World Bank and AfDB	Regular: 6.8 Other:
Effective regional mechanism for crisis recovery	Greater responsiveness to, and sustainable recovery from, crisis;     Human security enhanced.	RECs for managing recovery from crisis; Subregional frameworks for socio-economic recovery of fragile states developed.  2) Regional and sub-regional mechanisms for the control of small arms and light weapons (SALW) strengthened.	Indicator: 1) Training programmes of the AU, RECs and other institutions on crisis prevention and recovery elaborated and implemented; Framework and contingency plans for sub-regional responses to crisis and sustained recovery developed and adopted. Baseline: 1) AU and RECs lack relevant expertise in CPR; AU CPR strategy has been adopted but has not yet been applied to specific sub-regional situations. Target: 1) Adequate AU and REC capacity and knowledge for	AU, RECS, ECA, Government, AfDB, UNV, donors, CSO, private sector and media	Regular: 5.2 Other: 4
Focus Area 4	80/	d sustainable development			
Mainstreaming environment, energy and climate change	regional and sub regional	1) Scaled up delivery of energy services & adaptation of multi-functional technologies and innovative local energy solutions; 2) Regional mechanisms disseminated for managing shared environmental resources including policy instruments & guidelines for land use and tenure options; 3) Capacities of relevant government and private sector industries to participate in CDM developed.	pilot climate change adaptation programmes launched in Africa; 3) No. of countries with CDM projects under development  Baseline: 1) Only two RECs with regional framework and 12 countries with energy access fully reflected in national plans; 2) No clear guiding and regulatory frameworks on decentralized energy delivery options and land use management; 3) Only 2 countries with approved CDM projects and 4 with pipeline projects.  Target: 1) All RECs with regional energy access frameworks and 35 countries with energy access fully budgeted in national plans; 2) Country level decentralized energy services delivery and environmental management expanded to 20 countries, covering East and West Africa; 3) 20		Regular: 16 Other: 5

<sup>\*</sup>Abbreviations explained in attached list

## Acronyms and abbreviations

AfDB African Development Bank APRM African Peer Review Mechanism

AU African Union

CCF Country cooperation framework CDM Clean Development Mechanism

COMESA Common Market for Eastern and Southern Africa

CPR Crisis prevention and recovery

CS Civil society

CSO Civil society organizations EC European Commission

ECA Economic Commission for Africa

ECCAS Economic Community of Central African States
ECOWAS Economic Community of West African States

Govt. Government

IF Integrated Framework (for Trade-related Technical Assistance for LDCs)

IFAD International Fund for Agricultural Development

ILO International Labour Organization
MDGs Millennium Development Goals

NEPAD New Partnership for Africa's Development

ODA Official Development Assistance
PPP Public private partnerships
PRSPs Poverty Reduction Strategy Papers

RBA Regional Bureau for Africa
RCF Regional cooperation framework
RECs Regional economic commissions
RHDR Regional Human Development Report
SADC Southern African Development Community

SALW Small Arms and Light Weapons SME Small and medium enterprises

TICAD Tokyo International Conference on African Development
TRIPS Trade Related Aspects of Intellectual Property Rights
UNAIDS The Joint United Nations Programme on HIV/AIDS
UNDAF United Nations Development Assistance Framework

UNEP United Nations Environment Programme

UNIDO United Nations Industrial Development Organization

UNV United Nations Volunteers

WB World Bank

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