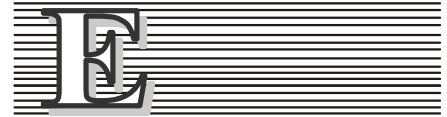




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**Report on the UN System-wide Support to the AU and its NEPAD Programme**



## **Abbreviations and Acronyms**

ACPC	African Climate Policy Centre
AfDB	African Development Bank
APF	Africa Partnership Forum
APRM	African Peer Review Mechanism
ANBO	African Network of Basin Organizations
ANEW	African Network on Water
ARAPKE	African Regional Action Plan on the Knowledge Economy
AU	African Union
AUC	African Union Commission
AXIS	African Internet Exchange System
AYIN	African Youth Information and Communication Technologies for Development (ICT4D) Network
CAADP	Comprehensive Africa Agriculture Development Programme
DPA	Department of Political Affairs
DSG	Deputy Secretary General
ECA	Economic Commission for Africa (United Nations)
ES	Executive Secretary
GA	General Assembly
HRJR	Human, Rights Justice and Reconciliation
HSGIC	Heads of State and Government Implementation Committee
ICT	Information and Communication Technology
IDPs	Internally Displaced Persons
ITMA	Industry, Trade and market Access
M&E	Monitoring and Evaluation
NEPAD	New Partnership for Africa's Development
PBC	Peace building Commission
PBSO	Peace-building Support Office
PCRD	Post Conflict Reconstruction and Development
PSA	Peace and Security Architecture
RCs	Regional Commissions
RCM	Regional Coordination Mechanism
RDTs	Regional Directors Teams
RECs	Regional Economic Communities
SG	Secretary General
SRCMs	Subregional Coordination Mechanisms
SRO	Subregional Office
TYCBP	Ten-Year Capacity Building Programme
UN	United Nations
UNCEB	United Nations Chief Executives Board
UNCTs	United Nations Country Teams (UNCTs)
UNDP	United Nations Development Programme
UNESCO	United Nations Education Science and Cultural Organization
UNFPA	United Nations Fund for Population Activities

UNHCR United Nations High Commissioner for Refugees

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## I. BACKGROUND

1. Through successive system-wide initiatives<sup>1</sup>, the United Nations as a system has continuously demonstrated its commitment to support African countries, by and large guided by developmental priorities of the continent. Convinced that a coordinated approach by all UN agencies and organizations will improve the support provided to the continent, the Secretary General of the United Nations launched, in 1999, a reform agenda aimed at achieving improved coherence in the activities of the various UN agencies and organizations at the regional level. Building on this reform agenda, the ECOSOC - in its resolution 1998/46 – called for the establishment of regular regional consultative meetings among UN agencies and organizations working in each of the five regions of the world. Resolution 1998/46 also recognized the leadership role of the Regional Commissions (RCs) in this regard.
2. The overall purpose of the consultative meetings is to promote synergy and coordination among the agencies and organizations of the UN system, so as to improve the collective response by the UN system in addressing priority needs of the region. In the Africa region, the consultative meetings are held under the auspices of the Regional Coordination Mechanism (RCM), which calls for UN agencies and organizations to coordinate their activities in support of the New Partnership for Africa's Development (NEPAD)<sup>2</sup> to ensure maximum results and to align their activities in Africa with the priorities of NEPAD. The RCM aims to ensure coordination and coherence in the delivery of support for greater effectiveness and impact. It aims to achieve this through increased joint programming and implementation of activities, operationalized through a cluster system. Another key objective of the RCM is to improve cooperation and collaboration between UN agencies, and African continental organizations such as the African Union Commission (AUC), the NEPAD Secretariat, the Regional Economic Communities (RECs) and the African Development Bank (AfDB).
3. The 1st Annual Consultative Meeting of the United Nations system in Africa was held at the United Nations Office in Nairobi (UNON), Kenya. It was chaired by the Deputy Secretary-General. It was convened to discuss enhanced coordination of the activities of the UN system at the regional level in response to ECOSOC Resolution 1998/46. Beginning in 2000, regional consultations were convened by the ECA and chaired by its Executive Secretary in Addis Ababa, Ethiopia. In October 2001, the 3rd Meeting of the RCM identified several thematic areas of support. These thematic clusters were reviewed in the 4th Meeting of the

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<sup>1</sup> The United Nations Programme of Action for African Economic Recovery and Development (UN-PAAERD, 1986 – 90), the United Nations New Agenda for Development of Africa (UN-NADAF, 1991 –2000) and the UN System-wide Special Initiative on Africa (SIA, 1996 – 2005), among others.

<sup>2</sup> **The New Partnership for Africa's Development (NEPAD) was launched by the African Heads of State and Government in 2001 as an African owned comprehensive framework for development. It is based on a holistic approach to socio-economic development, to eradicate poverty and underdevelopment in Africa, uplift the lives of the African people, as well as reduce their marginalization and increase their role in the global community. More importantly, it was designed as the policy framework to achieve the Millennium Development Goals (MDGs) adopted in 2000. All sectors of the African society are called upon to participate in NEPAD-related activities to achieve the objectives of NEPAD. Africans are in charge of and accountable to ensuring its success.**

RCM and established five clusters that would better respond to NEPAD priorities. By the 6th Meeting in July 2004, the number of clusters had grown to seven. However, momentum waned after this meeting and the annual consultations remained dormant for over two years.

4. The consultations were revived at the 7th Meeting of the RCM in November 2006, during which the number of clusters was increased to nine, covering a wide range of thematic areas. This meeting generated important momentum for UN support to the AU and its NEPAD programme, including the strengthening of partnerships with African regional and subregional organizations. In response to several calls to properly integrate NEPAD into the structures and processes of the AU, the meeting agreed that clusters of the RCM, which had up to then focused exclusively on the implementation of NEPAD, should undertake a clear and traceable alignment of programmes and resources with AU priorities. The meeting also emphasized the importance of developing a mechanism for subregional coordination of UN support to the AU and its NEPAD programme. UN support in the context of the RCM was extended to the African Union (AU) following the signing of the Declaration on enhancing UN-AU cooperation in November 2006<sup>3</sup>. This sharpened the focus on the need for better alignment.
5. At the 8th RCM meeting held in November 2007, the level of participation was enhanced. H.E. Dr. Asha-Rose Migiro, Deputy Secretary-General of the UN, chaired the meeting, which provided the opportunity to deepen partnership with the AUC and the NEPAD Secretariat, and emphasized the centrality of the effective functioning of the cluster system to enhancing efficiency and coherence in the delivery of support to the AU and its NEPAD programme. The meeting emphasized the need for clusters to increase focus on, and align activities with the Ten-Year Capacity Building Programme for the AU. It also agreed that cluster activities should take into consideration, the programmes and strategic plans of the AUC and the NEPAD Secretariat, relevant decisions of the AU and the RECs, as well as outcomes of AU Sectoral Ministerial bodies. Furthermore, the meeting called for the evaluation of existing arrangements at the sub-regional level, with a view to putting in place an institutional framework for collaboration in support of the AU and its NEPAD Programme at that level. The meeting also recommended a study to be carried out on concrete measures to enhance the functioning of the RCM towards the accelerated implementation of NEPAD and the UN-AU cooperation programme.
6. The 9th Meeting of the RCM took place on 21 and 22 October 2008 in Addis Ababa, Ethiopia, chaired once again by the UN Deputy Secretary-General.
7. This report is meant to inform ECA's member States and other constituencies on the UN system-wide support to the AU and its NEPAD Programme in the context of the RCM. It is

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<sup>3</sup> The Declaration on UN-AU Cooperation Framework is an agreement signed by the then United Nations Secretary General, Kofi Annan, and the then Chairperson of the African Union Commission, Alpha Oumar Konaré, on 16 November 2006 in Addis Ababa. The aim of the agreement is to enhance cooperation between the United Nations System and the Africa Union. Under the agreement, the Ten-Year Capacity Building Programme for the AU would serve as a framework for UN system-wide engagement with the AU on the basis of the latter's needs and strategic priorities, including capacity building and peacekeeping activities, in conformity with the respective mandates and areas of competences of UN agencies and organizations.

organized in four sections, including the background. Section 2 provides information on the achievements and impact of the RCM in 2008 to support the AU and its NEPAD Programme and the implementation of the Ten-Year Capacity Building Programme for the AU (TYCBP-AU), including support by ECA, the outcome of the 9<sup>th</sup> Meeting of the RCM and the support provided by the RCM clusters. Section 3 is about the establishment of subregional coordination mechanisms, flagging a number of issues for consideration by the constituencies of SROs along with the way forward. Section 4 is the concluding section.

## **II. ACHIEVEMENTS AND IMPACTS OF THE RCM IN 2008 IN SUPPORT TO THE AU AND ITS NEPAD PROGRAMME**

### **2.1 ECA's Support in the context of the RCM Secretariat**

8. ECA has put in place a structure - the RCM Secretariat - dedicated to the coordination of UN support to the AU and NEPAD. This structure has been quite proactive in terms of follow-up on the implementation of RCM recommendations, facilitating networking and consultations. The overall coordination of UN support to the AU and its NEPAD Programme has been enhanced and strengthened. The RCM process has gained an important momentum having moved from consultation to coordination, a decision reached at the Ninth Meeting of the RCM.
9. The RCM Secretariat continues to provide significant institutional support to the RCM process. As part of its routine activities, it organizes RCM meetings in collaboration with other UN agencies and organizations (see Section 2 above for outcomes of the RCM meetings). It continues to backstop cluster meetings for improved coordination within clusters, and better alignment of cluster activities with the priorities of the AU and its NEPAD Programme for tangible outcomes. It provides updates on RCM activities, clarifications on the implementation of the recommendations of RCM meetings. It also shares the minutes of cluster meetings with all UN agencies and African regional and subregional organizations participating in the RCM to facilitate information flow.
10. The Secretariat carries out other follow-up activities, as necessary. For example, as mandated by the 8<sup>th</sup> Meeting of the RCM, the Secretariat assisted cluster coordinators to prepare their respective business plans. It prepared a sample outline of a business plan and sent it to all cluster coordinators for their use in the preparation of their business plans. Once all clusters submit their business plans, the latter will be consolidated into one RCM business plan with the aim of promoting joint planning, programming and budgeting, and providing a clear direction as to where the RCM is heading, promoting accountability and sharing of responsibilities, facilitating the mobilization of resources and enhancing delivery, as well as impact.
11. In the run up to the 9<sup>th</sup> Meeting of the RCM, the RCM Secretariat invited all cluster coordinators to organize pre-RCM cluster meetings on 20 October 2008 to enable them to discuss issues of common interest and prepare their participation in the 9th Meeting of the RCM. Cluster coordinators were encouraged to invite all cluster members, including the AU Commission, the NEPAD Secretariat, RECs and the AfDB to the meetings. This pre-RCM

clusters meeting proved to be useful in coordinating intra-cluster activities. The clusters have requested the RCM Secretariat to continue to organize such a meeting.

12. As part of its communication and advocacy activities, the RCM Secretariat launched a knowledge management platform principally as a knowledge repository and a forum for sharing and consolidating knowledge and information relevant to the RCM. It has also prepared a booklet entitled “Delivering as One for Africa”, reflecting the functioning of the RCM, as well as the activities and achievements of the nine thematic clusters in support of the AU and its NEPAD Programme. The Secretariat prepared and presented a report on UN system-wide support to the AU and its NEPAD Programme to the meeting of the Committee of Experts of the Joint Annual Meetings of the AU Conference of Ministers of Economy and Finance and ECA Conference of Ministers of Finance, Planning and Economic Development. The Secretariat also prepared a report on the same and presented it to the Intergovernmental Committee of Experts (ICEs) meetings of ECA’s five Subregional Offices. The reports were well received and elicited recommendations on enhancing coordination of UN support to the AU and its NEPAD Programme. The Secretariat also prepared ECA’s contribution to the report of the Office of the Special Adviser on Africa on its support to NEPAD and to regional and subregional organizations for submission to the Committee for Programme and Coordination, and to the General Assembly.
13. An important activity of the RCM Secretariat is the review meeting on “Measures to Enhance the Regional Consultation Mechanism (RCM) of UN Agencies and Organizations Working in Africa in Support of the African Union and its NEPAD Programme” that took place on 16 and 17 September 2008, at the ECA Headquarters. The high turnout of the AU Commission and RECs, as well as their leadership role and that of the AfDB in the Review Meeting is a case in point.
14. The meeting, which was requested by the 8<sup>th</sup> Meeting of the RCM, considered the following five issues thoroughly:
  - Alignment of the cluster system with AU and NEPAD priorities
  - Measures for Strengthening Cooperation and Collaboration at the Regional Level
  - Measures for strengthening cooperation and collaboration at the subregional level
  - Resource mobilization for the sustainable financing of the RCM
  - Establishment of a monitoring and evaluation system
15. In terms of achievement, the RCM Secretariat (as the strategic coordinator of the RCM) has been quite proactive in terms of following up on the implementation of RCM meeting recommendations, facilitating networking and consultations.

## **2.2 9<sup>th</sup> Meeting of the RCM**

16. RCM meetings have become important annual events. The Ninth Meeting of the RCM took place on 21 and 22 October 2008 in Addis Ababa, Ethiopia, chaired by the UN Deputy Secretary-General. It attracted 197 participants, including the Chairperson of the African Union Commission (AUC) accompanied by a good number of AUC Commissioners, the ASG for Political Affairs, Regional Directors and Heads of UN agencies and organizations,

the Head of the NEPAD Secretariat, as well representatives of RECs and other African organizations.

17. The Meeting focused on two important topical subjects, namely the food crisis and climate change. There UN agencies agreed to undertake, in the context of the RCM, all necessary measures to help address the food crisis challenge in Africa. In this regard, the Meeting called for a UN system-wide effort to focus on supporting the implementation of existing strategic plans designed to boost Africa's food and agriculture sector, in an integrated manner and taking into consideration the many different aspects of the food situation, including the regional integration and advocacy and communication dimensions, nutritional requirements, and the concept of food availability as a human rights issue.
18. The Meeting also recognized the grave danger posed by climate change on the fragile economies of African countries in particular and on the world as a whole, and readily embraced the call by the United Nations Secretary-General for the UN system to play a major and vanguard role in addressing this global challenge. The RCM was apprized of a number of initiatives and steps already developed or put forward by African political leaders and stakeholders towards meeting the challenges of climate change in Africa. The RCM was also informed of a major multi-stakeholder project, the African Climate Policy Centre (ACPC), to be based in ECA, designed to provide policy, analytical and capacity building support to African countries on climate change. The RCM took cognizance of all these planned and on-going efforts, and resolved to mainstream climate-change issues in the work and activities of all the clusters of the RCM. The cluster on Environment-Population-Urbanization was entrusted with the responsibility for catalyzing and coordinating the RCM interventions and support in this area, working in close collaboration with the ACPC. ECA was also entrusted with the responsibility of reporting to the UN Chief Executives Board (CEB) on behalf of the RCM on climate change matters.
19. The Meeting reiterated the importance of improving the effectiveness and efficiency of the RCM in providing multisectoral and coordinated support to the African Union and its NEPAD program. In this regard, the meeting endorsed most of the recommendations contained in the Report of the Review Meeting that sought to evaluate the operations of the RCM and the cluster arrangement and make appropriate recommendations for strengthening it.
20. The Meeting resolved to maintain the current cluster configurations of nine core clusters and changed the appellation of the RCM from Regional Consultation Mechanism to Regional Coordination Mechanism.
21. It also resolved to work together in accordance with the principle of delivering as one, and to strengthen the RCM Secretariat at ECA. In this regard, pledges to provide support for the functioning of the RCM Secretariat were made by various agencies.
22. The AUC and the RECs re-affirmed their commitment to and engagement in the RCM process.

23. In terms of achievements at the level of the RCM, it can be stated that the RCM process has gained an important momentum, which should be sustained, if not enhanced. There is increased and high-level participation of UN agencies and African regional and subregional organizations in the RCM process. The chairing of the RCMs by the Deputy Secretary General (DSG) of the UN is a major achievement, and so is the co-chairing of meetings by African regional and subregional organizations.

### **2.3 Cluster Support to the AU and its NEPAD programme**

24. The RCM clusters have provided different kinds of support to the AU Commission and the NEPAD Secretariat, including capacity building.

#### **2.3.1 Advocacy and Communication Cluster**

25. The Advocacy and Communications cluster, convened by OSAA, continued to provide advocacy support to the AU Commission and the NEPAD Secretariat. The cluster has included its membership into the AU Commission mailing list, which has greatly enhanced awareness and understanding of the Commission's information, decisions, declarations, and news. It convened many meetings in this regard via teleconference, thus demonstrating that the physical location of cluster coordinators should not necessarily deter the holding of meetings. The cluster organized a senior media dialogue on 19 and 20 February 2009 in Vaal, South Africa. It aimed at improving communication about NEPAD amongst continental journalists by providing them with stories and up-to-date information about NEPAD projects and by creating opportunities for direct contact and interface with senior officials and decision makers from the NEPAD Secretariat and the AU Commission. 60 participants attended the dialogue. At the end of the meeting the Vaal Consensus was adopted in which participants pledged to continue popularizing Africa's priority programmes and strategies for improving the communications and outreach activities of the African Union and its NEPAD programme.

#### **2.3.2 Agriculture, Food Security and Rural Development Cluster**

26. The Agriculture, Food Security and Rural Development cluster is convened by FAO. Members of the cluster try to collaborate and coordinate their support to the AU and its NEPAD programme, but considering the mandate of each of the members the support takes place more at the bilateral level than cluster specific, based on existing bilateral arrangements between UN agencies and African organizations. The Rome-based cluster members carried out a number of collaborative activities. For example, they have contributed to the design and implementation of the Comprehensive Africa Agriculture Development Programme (CAADP). The cluster was very instrumental at the Ninth Meeting of the RCM by leading the discussions on the food crisis and by indicating the main issues there.
27. The cluster has adopted the NEPAD Secretariat's Strategic Plan 2008-2013, as its medium-term business plan.

### **2.3.3 Environment, Population and Urbanization Cluster**

28. The Environment, Population and Urbanization cluster is convened by UNHABITAT. It deals with cross-cutting and sectoral issues. All cluster members are well placed in their respective mandates towards assisting the AU Commission and other African organizations in the implementation of their policies in terms of environment, population and urbanization. A close look at cluster activities shows that support to the AU/NEPAD is rather done at individual UN agency/organization level than cluster specific. During the last meeting of the cluster organized in Nairobi, members exchanged views on progress made so far in consolidating collaboration among them. During that meeting, it clearly transpired that the major challenge, which is shared by all clusters, has to do with the general cluster system, which needs to be revitalized. Another challenge is the lack of funding to bring policy and capacity-building activities to scale. The cluster, particularly UNEP and ECA was instrumental during the Ninth Meeting of the RCM in the discussion of issues related to climate change.

### **2.3.4 Governance Cluster**

29. The Governance cluster is convened by UNDP. The cluster gives high-level advice to the NEPAD Secretariat and participates in NEPAD Steering Committee meetings, the NEPAD Heads of State and Government Implementation Committee (HSGIC) meetings, and the Africa Partnership Forum (APF).

30. The cluster supports the Secretariat of the African Peer Review Mechanism (APRM) and the APRM process at regional and country levels. It has been making significant contribution in:

- Developing indicators for the review process;
- Developing joint capacity to facilitate national peer review/self-assessment processes;
- Developing a common framework for encouraging different countries to feel ownership of the NEPAD/APRM process;
- Supporting local governance structures;
- Supporting capacity building programmes for national and regional organizations;
- Helping to launch the APRM and implementing country reviews;
- Assisting in the implementation of the Programme of Action in countries and its integration into national development strategies;
- Providing technical support for developing a monitoring and evaluation system.

31. The APRM process encourages African countries to promote good governance and create a positive political and economic environment for growth and for the achievement of the MDGs. So far 29 countries have signed up for the APRM of which nine countries have been reviewed namely: Ghana, Kenya, Rwanda, South Africa, Nigeria, Benin, Algeria, Uganda and Burkina Faso. 20 countries are getting prepared for review, namely Mali, Mauritania, Senegal, Sierra Leone and Togo in West Africa; Tanzania, Ethiopia and Djibouti in East Africa; Angola, Lesotho, Malawi, Mauritius, Mozambique and Zambia in Southern Africa; Cameroon, the Republic of Congo, Gabon and Sao Tome and Principe in Central Africa; Egypt and Sudan in North Africa.

### **2.3.5 Industry, Trade and Market Access Cluster**

32. The Industry, Trade and Market Access cluster (ITMA) is convened by UNIDO. The cluster has developed a business plan to guide its activities. The cluster has frankly assessed its challenges and agreed that efforts would be put at improving the communication within the cluster using the existing electronic means. UNIDO proposed to create a web site that would facilitate the sharing of information within the cluster. The cluster will hold its meetings once a year prior to the RCM meeting. Cluster members also assisted the African Union Commission in developing the plan of action for the Accelerated Industrial Development of Africa as well as the strategy for its implementation.

### **2.3.6 Infrastructure Development Cluster**

33. ECA is the convener of the RCM cluster on Infrastructure, which has four sub-clusters dealing with water, energy, ICT and transport. This cluster has a strong engagement in the activities of the AUC and the relevant African Ministerial Conferences and institutions.
34. In the area of Water development, the cluster was able to achieve a strong engagement with the African Union Commission (AUC) and the African Ministers' Council on Water. Cooperation with the Water Units of the Regional Economic Communities, the Water and Sanitation Department of the AfDB and the Water and Energy Section of the NEPAD Secretariat are satisfactory. The cluster has become a strategic partner of the above-mentioned pan-African institutions and others such as the African Network of Basin Organizations (ANBO) and the African Network on Water (ANEW). It has also fully succeeded in aligning its activities with the water and sanitation agenda set by the continents leading institutions in the areas of water and sanitation.
35. In Energy, the development of the UN-Energy/Africa 2008-2009 work programme was informed by the AU and NEPAD priorities. It includes direct assistance to these two bodies, for example, in the formulation of the Africa Energy Vision 2030 (which the AUC leads) and in the provision of capacity building for regional integration (proposed by the NEPAD Secretariat).
36. In ICT, the cluster made an important contribution to the adoption by the AU of the African Regional Action Plan on the Knowledge Economy (ARAPKE) as its ICT Action plan for the next 10 years. ARAPKE, which is part of the 10 Year AU Capacity Building Programme, was developed by ECA with full support of the cluster members and was endorsed by the European Commission as its cooperation framework with Africa and subsequently approved funding of 3 of the ARAPKE projects amounting to US\$ 9,912,270.00. The approved projects are: (i) the African Internet Exchange System (AXIS), (ii) harnessing Information to empower youth leadership and employment (AYIN) and (iii) the African Leadership in ICT Professional Development Program. The second major action is implementation of the Connect Africa Summit Goals, led by ITU with involvement of cluster members and the international private sector. The third action is development of harmonized regulatory

frameworks and e-strategies for RECs to enable their respective countries enter the Knowledge Economy smoothly with compatible standards and guidelines. In terms of impact of these achievements, it is worth mentioning that model bills and guidelines on ICT have been adopted at RECs level, hence eliminating at the country level duplication of activities and re-inventing the wheels, thus saving resources and time. Furthermore, in the context of ARAPKE, templates for project design and project selection criteria were approved at the regional level, thus facilitating submission of ICT projects to partners worldwide.

37. The transport sub-cluster continuously supported the AUC in developing a consolidated plan of action for the transport sector in the various modes by making substantive contributions at the concept and formulation stages.

### **2.3.7 Peace and Security Cluster**

38. The cluster on Peace and Security has three sub-clusters, namely the Peace and Security Architecture of the AU (PSA, convened by DPKO), the Post conflict Reconstruction and Development (PCRD, convened by UNHCR) and the Human Rights, Justice and Reconciliation (HRJR, convened by OHCHR). DPA is the convener of the cluster.

39. The work of the cluster and its sub-clusters is guided largely by the Ten-Year Capacity Building Programme for the AU, which is the UN-AU cooperation framework that is based on the priorities identified by the AUC. The cluster continued supporting the AU in the implementation of its PCRD policy and the planned development of an AU humanitarian framework.

40. A number of specific cluster achievements are mentioned below:

- Capacity Building: the cluster helped in the establishment of the Panel of the Wise. UN/DPA has put at the disposal of the AUC an Expert to help with the setting-up of the Secretariat for the Panel of the Wise.
- Provision of material and logistical support: UNHCR has seconded a professional staff member, an administrative assistant, provided a driver and vehicle to support activities of the Commission that are closely related with activities of the cluster as a whole. The cluster published the AU PCRD Policy (in one thousand copies) and four other Peace and Security policy documents believed to contribute greatly to the implementation of the PCRD Policy.
- Undertaking studies: Twelve comprehensive post conflict country assessment reports have been published to facilitate the understanding of PCRD challenges in countries emerging from conflict and to provide recommendations to address major needs and gaps in peace building. An Africa-wide report on post conflict reconstruction has been compiled. A Peace-building Practical Guidance Note has been developed by the PBSO based on the already adopted AU Policy on PCRD, and the specific peace-building needs of Africa. An Africa-wide report on the peace-building challenge in Africa was published by the end of 2008.
- Organization of meetings: The cluster and its sub-cluster have been meeting regularly. They have been in constant working relationships with the AUC following up on their respective programmes of cooperation with the AUC. There is increased

- participation of the AUC in cluster meetings. And in order to spur the active participation of RECs that are not represented in Addis Ababa, the cluster is exploring the possibility of visiting the RECs. The UN Departments of Political Affairs and of Peace and Security sends representatives to cluster meetings most of the time
- The collaboration with the UN Peace-building Commission (PBC) was strengthened through the visit to the AU of the former UN Assistant Secretary- General for Peace-building Support, Ms. Caroline McAskie, and through the launch of the 4th virtual pillar of the UN Peace-building Architecture – the Peace-building Community of Practice (PBCoP).

### **2.3.8 Science and Technology Cluster**

41. The Science and Technology cluster is convened by UNESCO. Science and Technology deal with cross-cutting and sectoral issues. All cluster members are well placed in their respective mandates towards assisting the AU Commission in the implementation of AU policies in Science and Technology, particularly the Consolidated Plan of Action for Science and Technology (CPA). A close look at cluster activities shows that support to the AU/NEPAD is rather done at individual UN agency/organization level than cluster specific. For example, UNESCO supported many activities at the level of the AU Commission or the NEPAD Secretariat so did UNIDO. The current challenge of the cluster is to plan and coordinate UN wide activities in Science and Technology in Africa due to the large scope of activities and the diversity in the mandate of the UN agencies involved. Developing a consensual framework of joint actions and organizing a planning meeting and sharing responsibility for joint implementation is another challenge. With this realization, the cluster members agreed to identify joint activities for collaboration and coordination. But human and financial resources are recognized as major constraints that need to be overcome for an effective participation of all members in cluster activities and for a more coherent inter-agency perspective.

### **2.3.9 Social and Human Development Cluster**

42. The Social and Human Development cluster is convened by UNFPA<sup>4</sup>. The cluster developed work plans and action plans jointly with the AUC. Cluster meetings and consultations resulted in a more coherent, coordinated support to the AUC informed by both the Ten-Year Capacity Building Programme for the AUC and the AU priorities. Cluster plans and activities were aligned with the UN Ten-Year Capacity Building Programme for the AU, the strategic plans of the AUC and the NEPAD Secretariat and relevant Decisions of the AU and RECs and outcomes of AU Sectoral Ministerial Bodies. There was strong collaboration between the AUC, UN Agencies and the NEPAD Secretariat and reduced duplication of efforts in support of the AUC. The cluster has adopted a Three-Year Business Plan and implemented joint activities (meetings on gender; support to AU Summits, Experts and Ministerial meetings in January and July 2008 on thematic areas; joint drafting of policy and issues documents).

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<sup>4</sup> The cluster used to be called the Human Resources Development, Employment and HIV-AIDS Cluster before it was renamed in July 2008.

43. All meetings and activities held by the cluster saw a strong interaction among cluster members resulting in a very strong coordination and collaboration, as in the case of the preparations for the AU Summit on Water. Participation of the AUC, the NEPAD Secretariat, the RECs and the AfDB in cluster activities was stronger than ever.
44. All agencies participating in the cluster provided substantive human, technical, financial and material support to the AUC. Support to the NEPAD Secretariat is provided through joint advocacy including the promotion of NEPAD as a programme of the AUC. Support to the RECs is provided through joint advocacy and information sharing. In terms of inter-cluster collaboration, ADF VI, the 60th anniversary of the Declaration of Human Rights; the Year of the African Youth; IDPs, the African Committee of Experts on the Rights and Welfare of the Child are good examples of the UN System working together with African organizations and advocating social development, peace and security and human rights issues. The cluster has developed a monitoring framework including indicators, criteria, benchmarks used in its business plans. Monitoring data and information is available and used to monitor progress. The cluster undertook advocacy and communication activities in support of the AUC and its NEPAD Programme.
45. Achievements at the level of individual clusters are many and have been well articulated above. There is improved communication among UN agencies and between agencies and African regional and subregional organizations and increased participation of these organizations in cluster meetings. Cluster activities are having tangible impact on the implementation of key regional development agenda and on the institutional landscape in support of the AU and its NEPAD programme.
46. At the level of the RCM, it can be stated that the RCM process has gained an important momentum, which should be sustained, if not enhanced. There is increased and high-level participation of UN agencies and African regional and subregional organizations in the RCM process. The chairing of the meetings of the RCM by the Deputy Secretary General (DSG) of the UN is a major achievement, and so is the co-chairing of meetings by African regional and subregional organizations.

### **III. SUBREGIONAL COORDINATION MECHANISMS (SRCMS)**

47. The Seventh meeting of the RCM emphasized the importance of developing a mechanism for subregional coordination of UN support to AU/NEPAD and recommended that ECA, in consultation with other UN agencies, the AU Commission and the NEPAD Secretariat, should coordinate discussions on the needs of RECs to facilitate a better alignment and better targeting of UN support to the AU/NEPAD priorities and vision at the subregional level.
48. The 8<sup>th</sup> Meeting of the RCM recommended that arrangements at the subregional level be promoted, with ECA and the RECs taking the lead. It proposed the review of existing arrangements at the subregional level so as to put in place an institutional framework for collaboration in support of AU and its NEPAD Programme at that level.

#### **3.1 Consultations in the Establishment of SRCMS**

49. The RCM Secretariat has organized and/or participated in several consultations with a view to responding to the above recommendations. These include:
- a. Ad hoc expert group meeting held on 10-11 October 2007 on External review of UN system wide support for the implementation of NEPAD at regional and sub regional levels;
  - b. Discussions at the Intergovernmental Committee of Experts meetings of ECA's SROs in 2007 and 2008;
  - c. Commission-wide Symposium on ECA's Support to the AU and NEPAD held on 25 March 2008;
  - d. Review Meeting on Enhancing the Functioning of the RCM in Support of the AU and its NEPAD Programme held in September 2008. The meeting agreed on the purpose, objectives; value added, outcomes and impact, as well as on concrete measures (including the identification of activities, responsible parties and timelines) towards establishing SRCMs; and
  - e. Consultations with some UN agencies and RECs on the possible establishment of these mechanisms.

### **3.2 Challenges in the Establishment of SRCMs**

50. During the above-mentioned consultations, the following areas were raised as possible challenges that require innovative ways of addressing the establishment of the SRCMs:
- Mode of working of the SRCM: If UN agencies are to be involved in the SRCM they will have to work around the key priority areas of the RECs with say ILO providing leadership over skills building employment and training issues; UNAIDS on issues of HIV/AIDS; UNCTAD on trade issues,; UNIDO on industrial development; UNDP on social and governance issues; FAO on issues of agriculture and food security and ECA on matters of regional integration. The challenge here is to effectively coordinate these various contributions considering the SG's call for UN agencies and organizations to work as "ONE UN".
  - The multi year programme: The multi year programmes - that ECA's SROs have developed together with RECs to provide substantive technical support to the RECs based on the latter's priorities - is one approach of working with the RECs. The SROs have signed MoUs to underpin the multiyear programmes. But the latter do not involve other UN agencies and organizations. They need to be aligned with other UN-system wide programmes taking into consideration the following factors:
    - Mission and mandate of UN agencies: UN agencies and organizations operate at different levels. Some have regional mandates while others have subregional and/or country level mandates. These agencies and organizations

- naturally programme their activities within their organizational mission and mandates and oftentimes there is no visible system that links their work.
- Programme content: There are differences in the content of the work carried out by UN agencies and organizations. Some focus on normative issues while others on operational matters.
  - Programming cycling: The programming cycles are different from organization to organization.
  - National coordination structures: The UN Country Teams (UNCTs) and the Regional Directors Teams (RDTs) are set up to improve operational coherence at the country level. Both of these structures do not drive programmes of a sub regional nature and do not have adequate representation.
- Strategic and proactive coordination requires strong coordination capacity: The RCM operates as the regional level consensus building structure that reports to New York and other Intergovernmental organs like the AU. Lessons from RCM process emphasize the need to create leadership and capacity to make coordination more effective both at the RCM and cluster levels. The SG's report recommends UNECA to play the role of "coordinating the United Nations system activities for subregional integration". An important issue here is the limited coordination capacity at the RCM Secretariat and in the clusters.
  - Funding limitations: There are good examples whereby a number of agencies/organizations have made progress in pooling their resources around selected joint projects and programmes that directly respond to the needs of the RECs in the implementation of NEPAD. In the water, infrastructure and environment sectors UN agencies/organizations have merged and pooled resources to create joint UN programmes. But in many other cases, there is lack of adequate funding that limits the capacity and ability of UN agencies/organizations to provide more technical assistance and other operational support to African organizations.
  - Monitoring the effectiveness and impact of interventions: The report of the SG's Panel on International Support to NEPAD emphasizes the need to strengthen the monitoring process. To this end, it stresses the importance of paying attention to the monitoring of outcomes, in addition to policy or programme inputs and processes. Outcome-oriented monitoring additionally assesses the effectiveness and efficiency of programme interventions in creating developmental impact. This justifies the need to clearly identify subregional priority goals for economic integration, the intended outcomes, the role of each implementing UN agency and cooperating partner, as well as resource mobilization targets. Similarly, there is a need to clarify the division of labour indicating the lead agencies, as well as provide for a monitoring and evaluation matrix that includes indicators to be used to evaluate programme delivery.

### **3.3 Establishing Sub-Regional Coordination Mechanisms: The Way Forward**

51. The ECA-SROs are being strengthened to play a more active role in the activities of the UN in their respective subregions. Together with RECs, they have developed multiyear programmes to provide substantive technical support to the RECs based on the latter's priorities. The multiyear programmes were identified as possible entry points for the establishment of the SRCMs. They provide an important basis for UN support to the RECs in the implementation of NEPAD But they need to be reviewed. The purpose of the review is to provide an opportunity for further consultation with UN agencies/organizations and other stakeholders in order to reach a consensus on all pertinent issues of the SRCMs and ensure their buy in and effective participation.
52. The review would entail the development of a concept paper to be shared with all concerned UN agencies/organizations and other stakeholders. Few elements proposed for the concept paper are that:
- The proposed SRCMs be consistent with the mandate the SG has given to SROs;
  - The proposed SRCMs be aligned with the priorities of the eight subregional groupings recognized by the AU and also address the issue of RECs that cut across subregions.
  - The structure of the proposed SRCMs replicates the RCM i.e. based on a cluster approach, which includes all agencies at the subregional level and with the clusters defined by the priority areas of the programme of work of the RECs.
  - The multi-year programme to be framed as multi-year and multi partner rolling programme owned by the RECs with different UN agencies taking the lead in areas where they have comparative advantages and all of them working in a coordinated manner and creating synergy between them.
  - ECA, through its Subregional Offices (SROs), be the strategic coordinator of the proposed subregional mechanism, while the other agencies can lead/coordinate clusters based on their respective comparative advantages.
  - All participating stakeholders be allocated clear tasks and responsibilities within the proposed SRCMs, based on clear sector mandates that address regional or transboundary development concerns.
  - ECA-SROs participate in cluster activities based on their expertise.
  - Other UN Agencies provide leadership for clusters based on comparative advantages, and participate in cluster activities based on their expertise.
  - RECs provide political and strategic leadership, provide programme priorities and ensure that operational activities of the UN system are aligned to programmes and priorities of the RECs.
  - The AfDB participates in the cluster activities, assist in funding activities and support for technical programmes assistance based on areas of work and comparative advantages and participate in capacity building programmes.
  - UN agencies/organizations commit adequate resources around selected joint projects and programmes that directly respond to the needs of the RECs in the implementation of NEPAD.
  - M&E processes and reporting mechanisms to be developed with specific indicators for results and achievements.

53. A meeting should be convened for all parties to discuss the concept note and agree on the modalities of establishing the SRCMs;
54. The SRCMs, once established, would enhance the support by the UN system to the RECs by mainstreaming into their activities the regional integration priorities of the RECs. It would also ensure an effective linkage between regional level agreements and initiatives and national level priorities and actions and would help address AU's regional integration agenda. It is therefore incumbent upon all concerned to make it happen.

#### **IV. CONCLUSION**

55. Participating UN Agencies and African regional and subregional organizations should make the RCM a sustainable mechanism by showing more commitment to the RCM process and ensuring that desirable outcomes and impact are registered.
56. The smooth integration of NEPAD into AU structures and processes would ensure continuity and better coordination in the implementation of cluster activities. The RCM and its Clusters should play a role in facilitating the smooth transition.
57. A retreat should be organized very soon for consultation between the UN System and the AUC leadership to discuss and to elicit the specific areas where AU requires assistance from the UN System in the context of the RCM, to accelerate the implementation of the UN Ten-Year Capacity Building Programme for the AU and to provide the leadership and oversight needed for the implementation of RCM recommendations.