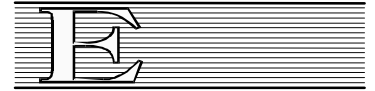




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**Final Report  
Ad hoc Expert Group Meeting  
External review of UN system wide support to the implementation of the New  
Partnership for Africa's Development (NEPAD)  
at regional and subregional levels:  
The cluster system of the regional consultations**

**Addis Ababa, Ethiopia  
10 - 11 October 2007**

## **I Attendance**

1. The Ad hoc Expert Group Meeting on the External Review of UN System-Wide Support to the Implementation of NEPAD, was held in Addis Ababa, Ethiopia from 10 to 11 October 2007, at the United Nations Conference Center (UNCC).
2. Experts from the NEPAD Secretariat, Regional Economic Communities (RECs), African Development Bank (AfDB), member States, the private sector and UN agencies, including ECA's Sub Regional Offices (SROs), attended the meeting (Annex 5).

## **II Account of proceedings**

3. The work programme entailed the opening, introduction to meeting expectations, presentation on the cluster system and overview of the external review report, briefings on cluster and sub-cluster activities, subregional coordination, and closing.

### ***A Opening***

4. The Director, NEPAD and Regional Integration Division (NRID) of the United Nations Economic Commission for Africa (ECA), Mr. Robert Okello, welcomed experts to the meeting (Annex 1). He provided the background to UN Support for NEPAD, and informed experts that the external review was commissioned with a view to exploring optimal arrangements for enhancing delivery in the context of the cluster system established to drive the support. He underscored the purpose of the meeting, which was to deliberate on the findings of the external review and to agree on concrete and actionable recommendations that would be tabled at the Eighth Regional Consultative Meeting (RCM). He expressed regret that due to some administrative difficulties, the consultant could not attend to present his report. In concluding, he thanked all regional partners that are working together with the UN system to ensure better delivery on the promising regional Initiative. He then invited Mr. Belkacem Smaili, Co-coordinator for Development, NEPAD Secretariat to deliver the opening remarks.
5. In delivering the opening remarks, Mr. Smaili thanked ECA for the invitation and for the hospitality extended to the NEPAD secretariat delegation. He stressed the importance of the meeting, which he said demonstrated a clear commitment on the part of ECA and other UN agencies to support NEPAD, which is a programme of the African Union (AU). He said that since the endorsement of NEPAD by the United Nations General Assembly (UNGA) in 2002, as the framework for UN support to Africa, the initiative has enjoyed support from the international community, including the UN system. He emphasized that such support is being provided within the framework of the UN consultative mechanism, on the basis of the priorities defined by NEPAD.
6. Furthermore, he observed that progress has been made and that the cluster system showed promise. This he said, was quite commendable, and has been reflected in the external review report. He reiterated the main objective of the meeting, which was to come up with clear recommendations on the strengthening of the UN support mechanism for NEPAD. He

lauded the fact that the cluster system has been adequately responding to the continuous evolution of NEPAD. In this connection, he disclosed that the AU Heads of State and Government would meet in Dakar, Senegal, in late November, to brainstorm on strengthening NEPAD, with a view to accelerating implementation progress. Finally, he expressed his conviction that the meeting would come up with conditions and guidelines that would strengthen synergies and coordination, among all actors providing support to the implementation of NEPAD.

### ***B Meeting expectations***

7. Following the statements, Mr. Okello invited experts to introduce themselves, in order to provide the opportunity to get to know each other. Following self-introductions, Mr. Okello emphasized the need for experts to look into modalities of improving the cluster system and enhance partnerships for effective delivery. He noted the rich cross section of experts, and reminded them that they were participating in their individual capacities and should therefore engage in frank discussions that would enable them come up with effective recommendations in the course of their two-day deliberations. The Chief, NEPAD Support Section of NRID, Mr. Emmanuel Nnadozie, joined Mr. Okello in thanking experts for their attendance and reiterated the need to come up with concrete actionable recommendations. He provided an outline of the work programme, and invited experts to, in addition to the main report, refer to the matrix prepared by the Secretariat that summarized key findings of the report, for ease of reference.

### ***C Presentation on the cluster system and overview of the external review report***

8. In his presentation on the cluster system (Annex 2), Mr. Nnadozie provided the background to the system, challenges facing the system, recommendations of past reports and studies, recommendations of the seventh RCM and background to the external review. The cluster system was established following a series of events in response to the Economic and Social Council resolution on improving coordination within the UN system. The cluster system is continuously evolving to better respond to NEPAD's priorities. The system started with five clusters in 2002 and by 2006, this had increased to nine.
9. Challenges facing the cluster system have been documented in reports of various internal reviews conducted over the years. The reports document five main concerns, namely: strengthening regional coordination including the cluster system; fostering coordination and integration of UN activities at the subregional level; improving UN relationships with continental and subregional organizations; monitoring the effectiveness of UN interventions in coordinating support to NEPAD; and strengthening capacity and mobilizing resources. The seventh RCM made more specific recommendations and identified key actions aimed at making previous recommendations more implementable. The meeting also recommended that an external review be conducted.
10. On the external review report, Mr. Nnadozie informed experts that the methodology used by the consultant comprised a documentary review and a questionnaire survey. He provided an outline of the findings, which comprise the interview findings, divided into 10 thematic

issues, an overview, strategic/intangible issues, recommendations and conclusions. He referred experts to the summary matrix of the findings prepared by the Secretariat. In his assessment of the consultant's report, Mr. Nnadozie opined that analysis of findings in some cases was not strong. Furthermore, he noted that the recommendations required more work to make them actionable.

***D Observations of discussants***

*D1 Mr. Emile Ahohe, ECA, SRO, West Africa*

11. Mr. Ahohe noted that the consultant's report addressed two issues: the functioning of the cluster of system; and NEPAD. Though the review of NEPAD went beyond the Terms of Reference (TORs) of the consultancy, he opined that the two are related and addressing the strategic issues raised in relation to NEPAD, would make UN support to the Initiative more effective. He advanced that the issue of ownership should be addressed to enable the ordinary African citizen identify with NEPAD. He said that the recommendations of the various reviews should be implemented. Otherwise, it would appear that agencies are not committed to their support for NEPAD. He raised the issue of subregional implementation, which he said, was inadequate. In this respect, he recommended that RECs should be adequately involved in the planning and implementation process of NEPAD. He also said that national level implementation is crucial for the success of NEPAD, and should therefore be strengthened.

*D2 Mr. Lucky Odogun, NEPAD Business Group (NBG), Nigeria*

12. Mr. Odogun observed that the findings of the external review vis-à-vis the functioning of the cluster system were similar to the findings of the various internal reviews. However, the issues raised regarding NEPAD, though beyond the scope of the meeting, needed to be addressed at the highest level. UN system support to NEPAD would only be effective if this is done.

*D3 Dr. Afeikhena Jerome, Coordinator, Economic Governance, African Peer Review Mechanism (APRM) Secretariat*

13. Mr. Jerome presented his assessment of the consultant's report (Annex 3). He opined that the report was well written and identified most of the key issues relevant for an evaluation study of this nature. He shared the views of other discussants that the review went beyond the TORs, but demonstrated original thinking, especially in terms of thinking outside the box. He however felt that recommendation seven, which dealt with the worst-case scenario was too extreme and inconceivable and should therefore be disregarded. He opined that a major weakness of the review was the inability to adequately capture, or reflect the views of all key actors, especially the beneficiary- the NEPAD secretariat.
14. On the implementation of the recommendations, he pointed out that the consultant should have carried out an appraisal of the 10-point recommendations of the Joint Inspection Unit (JIU), discussed their adequacy or otherwise, assess the extent to which they have been

implemented, as well as the way forward, rather than merely pointing out that they had not been implemented. He said that an assessment of what worked and what did not should have been carried out. He was of the view that: too much time was spent discussing strategic issues; the language was harsh and needed to be toned down; the conclusion needed to be rewritten, as some points were clearly out of the scope of the TORs; and the generalizations needed to be unbundled. He also pointed out some requirements of the TORs that the consultant did not address.

## ***E Main issues arising and recommendations- external review report***

### *E1 Main issues*

15. Although the “strategic issues” highlighted in the consultant’s report and raised by several experts are pertinent, and if resolved, would help enhance UN support to NEPAD, they are outside the scope of the current review and should be addressed at a more appropriate forum.
16. The current meeting should look at how to strengthen the UN cluster system in support of NEPAD, within the framework of the RCM. In doing so, it should be borne in mind that the cluster system was designed taking into account NEPAD priorities.
17. The AU Heads of State brainstorming session scheduled to take place in Dakar in late November, would examine ways and means of providing impetus to the implementation of NEPAD and would hopefully provide most of the clarifications being sought.
18. The brainstorming session notwithstanding, it is clear that NEPAD is a vision, a mission, a philosophy and a development programme, with clear goals and objectives and well-defined priorities. It is centered on ownership, leadership and partnerships between African governments and its peoples, among African countries, and between African countries and development partners.

### *E2 Recommendations*

19. UN support to NEPAD should take into account the Ten-Year Capacity Building-Programme for the African Union (and RECs), which is the framework for enhancing UN-AU cooperation.
20. Specific and practical recommendations of internal reviews and the various RCMs pertaining to the functioning of the cluster system of UN-wide support to NEPAD are still relevant and should be implemented, rather than coming up with more. Recommendations should be revisited, with a view to deciding who will do what, how and when, and an effective monitoring and evaluation system established to regularly review progress.
21. NEPAD implementation is at three levels: regional, subregional and national. RECs, which operate at the subregional level, have important coordinating/ facilitating roles in ensuring that regional level initiatives are effectively translated into national level actions. In this regard, their capacities should be strengthened to ensure their active engagement in NEPAD

planning and programming processes. It should also be noted that RECs are directly involved in implementing NEPAD programmes, which foster regional integration. Additionally, in accordance with a decision of the seventh RCM, all RECs will henceforth be invited to RCMs.

22. RECs should be provided with timely information about NEPAD activities and the outcomes of meetings and other consultations, since they are not in a position to attend all activities, given other engagements and capacity constraints. The NEPAD framework document should also be provided to ensure a better understanding of the Initiative.
23. There should be a mechanism to link UN support to NEPAD at the regional and subregional levels, to national level implementation, where real difference can be made. In this context, countries should be assisted to incorporate NEPAD priorities into their national development strategies. This could be done effectively, if NEPAD priorities are incorporated into countries' Common Country Assessment/United Nations Development Assistance Framework (CCA/UNDAF processes), and capacity building support provided. However, the fact that priorities at regional level may not correspond with national ones, presents a challenge. This could be tabled at the RCM for guidance. Additionally, the institutionalization of a cluster system at the national level could be explored to effectively coordinate the implementation of NEPAD programmes at that level.
24. Due to capacity problems, private sector participation in the implementation of NEPAD programmes is weak. In this regard, governments should assist in strengthening private sector capacity, to ensure their active engagement. Additionally, the NEPAD secretariat should provide the policy thrust to enhance private sector participation, including private sector organizations, in the implementation of its programmes.
25. In addition to general capacity building activities, the capacities of RECs and country focal points should be built to enable them keep up with the activities of the different clusters and to effectively execute their liaison and coordinating duties at their respective levels.
26. The cluster system in support of NEPAD should include other partners and regional actors outside the UN system, with mandates and operational activities relevant to the activities of the cluster system. In addition, there should be coordination among the different clusters to ensure a comprehensive and holistic approach to addressing development issues.
27. In addition to challenges, the external review should bring out achievements of UN support to NEPAD, which could be built upon. Advocacy, communication and outreach activities should be intensified to create awareness about progress and achievements made, in order to engender more support for NEPAD.
28. The UN system should prioritize its areas of support to NEPAD, taking into account its comparative advantages, as well as limitations, with a view to achieving maximum impact. The number of clusters should also be kept at an optimal level.

## ***F Briefings on cluster and sub-cluster activities***

### *F1 Agriculture, food security and rural development*

29. Mr. Babatunde Omilola, FAO Liaison Officer to the AU Commission and ECA pointed out that FAO had carried out a number of activities, albeit not undertaken within the framework of the cluster system. FAO undertook preparations for the African Summit on Food Security and assisted in establishing a technical committee. FAO also participated and assisted in the development and implementation of the Comprehensive Africa Agriculture Development Programme (CAADP) at the regional and subregional level. It held a Fertilizer Summit in Abuja and is working with AfDB to mobilize resources for implementing the outcomes of the Summit. FAO has also seconded staff to the NEPAD Secretariat, and is currently working on climate change, and the Green Wall for the Sahara initiative of the AU.

### *F2 Population, environment and urbanization*

30. Mr. Tewodros Tigabu, Habitat Programme Manager for Ethiopia, reported on the activities of UN-HABITAT in support of NEPAD. The first phase of the NEPAD Cities Programme was successfully concluded. A follow-up session has been organized to market the concept of a “NEPAD City”, conceived as an African city that is fit to deliver on the Millennium Development Goals (MDGs). This will remain one of the top priorities of the Programme during Phase II implementation. UN-HABITAT has been conducting advocacy and awareness-raising activities at all levels, in support of NEPAD. Support for NEPAD is an integral part of the new medium-term strategic and institutional plan for 2008 to 2013. On lessons learned and the way forward, the Programme has demonstrated that much can be achieved through concerted efforts by all spheres of government and the international community to advocate for urban poverty, slum improvement and prevention. The next steps are to mainstream these issues within existing development assistance frameworks, and to harmonize sectoral interventions to achieve quick-win results on the ground.

### *F3 Human development, HIV/AIDs and employment*

31. Ms. Micaela de Sousa, Senior Programme Policy Advisor, Advocacy of UNICEF provided highlights on the cluster activities. Members undertook activities to revitalize the cluster. These included the convening of a series of meetings, which started in March 2007, to better understand the requirements for the effective functioning of the cluster. During this process, cluster members consulted with key partners, including various AU commissioners. The consultations resulted in the identification of four focus areas, on which efforts would be concentrated.

### *F4 Water*

32. Mr. Maxwell Donkor of NRID reported that most recommendations had been implemented. However, the sub-cluster encountered challenges pertaining to implementation of joint activities and mobilization of resources. He noted that some issues went beyond UN

activities and that linkage with the AU Commission and AfDB were weak. He also noted the lack of sustained support for sub-cluster activities, both in terms of human and operational resources.

#### *F5 Transport*

33. Mr. Joe Atta Mensah of NRID reported that progress had been made on several fronts. In the framework of the Yamousoukoro Declaration, work on air transport liberalization was gradually progressing. However, countries were wary of losing out to bigger carriers and were therefore moving with caution. Countries were also cautious about the participation of foreign carriers, such as those within the EU. In order to safeguard Africa's interest, the AU Commission and ECA have been working on coordinating a common African negotiating position. On maritime transport, the AU Commission and ECA convened a ministerial meeting in Abuja to deliberate on addressing the challenges in the sector. The meeting also deliberated on trade issues, including trade facilitation, particularly in relation to the competitiveness of land locked countries. On road transport, ECA co-funded the Sub-Saharan African Transport Policy (SSATP), the biggest transport programme in Africa. The programme objective is to foster regional integration and to contribute to trade facilitation. However, Africa's roads are still in poor conditions and financing remains a challenge.

### ***G Main issues arising and recommendations- cluster and sub-cluster activities***

#### *G1 Main issues*

34. The dispersed locations of cluster conveners, co-conveners and focal points of participating agencies, as well as frequent reassignments, present significant communication and coordination challenges that reduce the functioning of the cluster system.
35. Alignment of programming cycles, preparation of joint plans, implementation of joint activities, mobilization of resources (both internal and external), effective linkages with the AU Commission and AfDB and sustaining support (including institutional) for the cluster system, still remain major challenges. This will continue as long as heads of agencies do not attend meetings.
36. The current coordination mechanism is too broad and fluid and does not elicit clear commitments on the part of participating agencies. Too many things are being done, but not done well and some of the activities are carried out outside the cluster system
37. There is weak communication between UN agencies and the NEPAD Secretariat. Additionally, the non-participation of the AU Commission in meetings is an issue that needs addressing.
38. Capacity constraints encountered by RECs limit their ability to attend all meetings.

*G2 Recommendations*

39. High-profile leadership provides much needed impetus for the effective functioning of the cluster system. Related to this is institutional commitment, which must be sustained for the effective functioning of the cluster system. The intervention of the Secretary General may be necessary to garner sustained commitment and support.
40. The location of the convener, as well as communication and information sharing mechanisms within clusters, should be factored into any strategy designed to ensure the effective functioning of the cluster system.
41. The UN programme on strengthening coordination and support for the implementation of NEPAD (Section 11), could be explored to provide a mechanism to promote joint programming and to mobilize resources in support of NEPAD.
42. Recommendations in the consultant's report pertaining to the need for more focus and rationalization of overall programme objective, strategy, activities and scope are quite important and should be given the necessary attention.
43. The organization and functioning of the sub-clusters on water and energy should serve as a model for the functioning of the cluster system. It is also important to know and document which agencies are best placed to do what.
44. The cluster system should institute a mechanism of ensuring accountability, at the cluster and individual agency levels. There should be clear delineation of roles and responsibilities, and the promotion of shared responsibilities. This could be achieved by instituting a rotating system.
45. It may be necessary to have a dedicated person in each cluster, to be responsible for coordinating cluster activities, as well as act as a liaison between ECA, participating agencies and the NEPAD Secretariat.
46. In addition to the AU/NEPAD, the functioning of the cluster system should take account of the activities of sectoral ministerial bodies, which are technical committees of the AU, in order to ensure effective coordination, and the achievements of concrete results.
47. UN support to NEPAD should take into account agencies' comparative advantages, as well as those of other regional players. While the UN's comparative advantage is technical, those of the AU Commission and AfDB are policy/political, and resource mobilization, respectively.
48. In order to promote better understanding, the NEPAD Secretariat should share more information with ECA, for dissemination to participating UN agencies.
49. The advocacy sub-cluster should link with the communication and advocacy networks of AU Commission/RECs, in order to enhance outreach activities in support of NEPAD.

50. The NEPAD Secretariat and the UN should consider implementing quick-win projects in key priority sectors, such as agriculture and infrastructure, to engender more support for the Initiative.
51. Since NEPAD is a programme of the AU, the AU Commission should attend meetings of UN system support to NEPAD, particularly bearing in mind the decision of the seventh RCM on the co-chairing of RCM meetings by AU Commission/NEPAD Secretariat. This should be tabled at the eighth RCM.
52. Whenever possible, cluster meetings should be held back to back with major regional meetings, in order to foster more interactions between UN agencies and regional/subregional bodies and to enhance efficiency and effectiveness in the functioning of the cluster system.
53. An information sharing and knowledge-networking platform involving all stakeholders, should be established to keep everyone at the same level of information, promote experience sharing, including best practices and lessons learned, with a view to deepening the learning process and to enhancing implementation. The establishment of appropriate platforms at national level should also be promoted.
54. The effective functioning of the cluster system may require a paradigm shift from coordination to strategic planning, which will engender commitments on the part of participating agencies and effective participation on the part of the AU Commission and the NEPAD Secretariat.
55. There is need to prepare an action plan for resource mobilization and to ensure its effective implementation.
56. In addition to challenges, the report to the eighth RCM should highlight achievements, lessons learned and the way forward.

#### ***H Presentation by the Secretariat on subregional issues***

57. Mr. Eltigani Ateem, Senior Regional Adviser, NEPAD Support Section, NRID, made a presentation on coordination of UN Support to NEPAD at the subregional level (Annex 4). He provided highlights of the current framework for UN system support to NEPAD at the global, regional and national levels. Coordination at subregional level is the missing link, hence the recommendation of the seventh RCM on fostering subregional coordination. ECA was charged with coordinating discussions on the needs of RECs in consultation with UN agencies, the AU Commission and the NEPAD Secretariat, in order to better align and better target UN support to NEPAD. Important questions raised pertained to the challenges of coordinating UN support to NEPAD at the subregional level; and the most effective mechanism for coordinating UN support to NEPAD at that level, bearing in mind the multiplicity of RECs, the absence of UN presence at the subregional level (with the exception of ECA), and the non alignment of programmes of RECs, SROs and UN agencies.

ECA's SROs are expected to play an important role in coming up with answers to these questions.

### *I Briefings by RECs*

#### *11 SADC*

58. The SADC expert, Dr. A. Mondlane said that his organization has tried working with UN agencies at the subregional level, but without success. He was therefore keen to know how UN agencies intended resolving the issue. However, he expressed optimism that progress could be made, with the implementation of the relevant recommendations. In doing so, he felt it was necessary to understand the operations of RECs and the fact that RECs are not structures of the AU, but building blocks of African integration. Therefore, the main objective of RECs is to foster regional integration, hence the regional focus of their programmes. They are not regional governments with the institutional setups of national governments, and are therefore not expected to have desks on a number of issues that are best dealt with at national level.
59. RECs concentrate on national level issues with regional dimensions, which are resolved through the development and implementation of policies and strategies at the regional level. RECs also implement international commitments of member States at the regional level. SADC is currently implementing a Regional Indicative Strategic Development Plan (RISDP), which inter alia, articulates the modalities of cooperation between member States and international organizations. He asserted that AU's agenda of achieving regional integration and sustainable development would only be achieved, if issues affecting RECs were adequately addressed. He therefore expressed surprise that there was no cluster on regional integration, which he said was the only mechanism to effectively coordinate UN support at subregional level. In concluding, he strongly recommended the creation of a regional integration cluster.

#### *12 CENSAD*

60. Mr. Joseph Michel Cisse, Chief, Department Infrastructure/ Transport of the Community of Sahel and Saharan States (CENSAD) said he subscribed to the views expressed by the SADC expert. He highlighted the harmonization of policies and programmes as a major problem of CENSAD, given that member States of the organization also belong to four other RECs. He said that RECs are not in a position to participate in all meetings, in view of their capacity constraints. In this connection, he emphasized the need for timely dissemination of information to RECs, to keep them at the same level of information with other stakeholders. He expressed concern about the multiplicity of RECs, as well as overlapping memberships, and called for the rationalization of RECs.

#### *13 AMU*

61. Mr. Boujdaria Jamel, Chief of Division, Economic Affairs of the Arab Maghreb Union (AMU) expressed his support for the views conveyed by the experts from SADC and

CENSAD in relation to; the organizational structure and role of RECs, the multiplicity of RECs and overlapping membership, participation in meetings, and information dissemination. He called for the establishment of a clearinghouse for information collection and dissemination on all issues pertaining to NEPAD and the operations of the UN cluster system in support of NEPAD.

#### *14 MRU*

62. Mr. Aliou Diallo, Secretary General of the Mano River Union (MRU) provided background information on the Union, which he said was in the process of being revitalized in the aftermath of the civil wars that afflicted the region. He opined that even though the organization is not at the same level as the other RECs, it has its specificities and unique problems, and its goals and objectives are quite relevant to the member States it serves. He said the three countries of the Union (soon to be joined by a fourth, Cote d'Ivoire) recognize the importance of a viable and sustainable political and economic integration, and have therefore placed emphasis on resource mobilization to achieve this objective. He said his organization, if invited, would be happy to participate in the NEPAD process. Meanwhile, he disclosed that one of the organization's member States, Sierra Leone, was in the process of being reviewed under the African Peer Review Mechanism (APRM).

#### *15 ECOWAS*

63. Ms. Janice James, Macro-economic Advisor of the Economic Community of West African States (ECOWAS) Commission informed the meeting that the Community subscribes to the NEPAD ideals and has realigned its vision with that of NEPAD. She pointed out that the Community is not only implementing programmes at the subregional level, but is also assisting its member States to enhance national level implementation, through decisions and projects. She disclosed that the Community's integration and economic development mandate was expanded in 1999, and thereafter, has greatly benefited from donor support in enhancing its capacity. She said that the link between the Community and ECA's SRO in West Africa is quite strong and that the two organizations have reached an agreement to regularly produce a comprehensive economic report for the subregion. She pointed out that budgetary constraints might limit ECOWAS's participation in meetings. In this connection, she suggested that meetings should be communicated well in advance, to allow for incorporation into the Community's budget.

### ***J Main issues arising and recommendations- subregional coordination***

#### *J1 Issues*

64. There is a gap between regional-level and national-level development interventions, and coordination at subregional level is virtually absent.
65. The current regional coordination mechanism does not address the practical dimensions of UN coordination with RECs at the subregional level.

66. Stakeholders do not have a common understanding of all relevant issues to enable them respond appropriately.
67. There is inadequate knowledge of the work of UN agencies at the subregional level, particularly regarding their presence at that level, areas of focus, operational modalities and coordination mechanisms.
68. The absence of a distinct cluster on regional integration would make subregional coordination difficult.
69. The multiplicity of RECs and overlapping membership may render coordination at subregional level problematic, but not if the proposed coordination is limited to the eight RECs recognized by the AU.
70. Capacity constraints may hinder RECs' participation in all meetings.
71. Some ECA SROs have taken various actions aimed at implementing the seventh RCM recommendation on subregional coordination. These included developing issues papers and undertaking discussions with UN agencies in their respective subregions, particularly those with subregional presence. However, more needs to be done.

## *J2 Recommendations*

72. There is need to take stock of the agencies that have subregional presence and programmes, their different areas of focus, the existing coordination mechanisms, in order to identify gaps and short comings, taking into account REC's capacity constraints. This would better inform actions aimed at realigning programmes and putting in place an appropriate coordination mechanism.
73. In order to appropriately respond to the challenges of subregional coordination, there is need for a common understanding of the issues. This could be achieved through inter alia, information dissemination and exchange.
74. ECA and other UN agencies should intensify efforts to fully implement the recommendation of the seventh RCM on subregional coordination. RECs should be fully involved in consultations to be conducted in this regard.
75. To enhance coordination at the subregional level, it is necessary to address regional integration in the cluster system. This could be done by either having a distinct cluster on regional integration, or by mainstreaming regional integration in all relevant clusters. The best modality for achieving this would continue to be explored.
76. Organizing one meeting where all clusters are present may solve the issue pertaining to the inability of RECs to attend all cluster meetings. A side meeting of RECs at RCMs may be an option. Additionally, RECs may designate countries within their respective subregions to coordinate with the different clusters, rather than trying to go it alone.

77. There is a need for resource mobilization, and for monitoring, evaluation and reporting.

### ***K Closing***

78. In his closing remarks, the Director, NRID, thanked all experts for their frank exchanges, which produced important recommendations that would be tabled at the Eighth RCM. The rich cross section of experts from the NEPAD Secretariat, RECs, the private sector and countries, he noted, was a strong point of the meeting. He observed that some clusters are working better than others, and attributed this to differences in the nature of the sectors and the mandates of the agencies involved. He pointed out that the outcomes of the Eighth RCM would determine the possible future configuration of the cluster system. In concluding, he expressed appreciation to the NEPAD Secretariat for its strong representation and to the RECs for providing insights into their work, which would help contribute to a better delivery of UN support to NEPAD implementation at the subregional level.
79. Mr. Bankole Adeoye, Coordinator, External Relations and Partnership of the NEPAD Secretariat thanked ECA for convening such an important meeting. He observed that a critical review of NEPAD would better inform implementation decisions. He stated that effective partnership with RECs, and efficient functioning of the cluster system are crucial to the successful implementation of NEPAD. He cautioned that NEPAD is not about quick wins, but entails a development process that requires time for a sustainable development dividend to accrue to all Africans. Mr. Belkacem Smaili noted that Africa's challenges are huge, and Africa cannot do it alone, hence the emphasis on partnerships in the delivery of the Initiative's objectives. He observed that the meeting is a clear demonstration of UN commitment to NEPAD. He ended by thanking ECA and other UN agencies for their partnership and support.
80. The Chief, NEPAD Support Section of NRID, thanked all experts for their active participation, which helped realize the objectives of the meeting. He extended apologies to those who may have experienced hitches in their travel arrangements and wished them a safe journey back to their respective destinations. On a final note, he thanked all those who worked so hard to ensure the successful convening of the meeting.

# **ANNEXES**

**Annex 1: Welcome Address by Robert OKELLO, Director, NEPAD and Regional Integration Division, United Nations Economic Commission for Africa**

Distinguished Guests  
Workshop Participants  
Ladies and Gentlemen,

It is indeed a pleasure to welcome you all to this Ad hoc Expert Group Meeting on External Review of UN System-wide Support for the Implementation of NEPAD at Regional and Sub-regional Levels convened under the auspices of the NEPAD and Regional Integration Division of the United Nations Economic Commission for Africa. The genesis of the UN System-wide Support for the Implementation of NEPAD at Regional and Sub-regional Levels originated in the directive issued by the United Nations General Assembly in 2003 that the UN system should intensify its efforts in developing and implementing joint programmes in support of NEPAD that was launched by African leaders in July 2001. Indeed, the UN General Assembly has requested the UN system to provide assistance for the timely implementation of the initiatives and priorities of NEPAD in order to ensure maximum results. In this task and as mandated as the central coordinating unit of the UN agencies working in Africa through the UN Regional Consultation Mechanism (RCM), ECA has consistently enjoyed the support of all the UN agencies working in Africa. Let me take this opportunity to thank you for your consistent commitment to the RCM. Heartful thanks are also due to all of you for your consistent leadership to advance genuine development in Africa.

The Ad hoc Expert Group Meeting would provide us with a platform to suggest concrete ways of improving inter-agency collaboration and revitalizing the cluster system in support of the NEPAD programme. Indeed, as a policy player, ECA will continue to create dialogue between broad array of experts and policy makers from the AU Commission, NEPAD Secretariat, Regional Economic Communities, AU member countries and UN agencies and organizations involved in supporting the implementation of NEPAD at the regional and sub-regional levels by sharing responsibilities through sound partnerships based on sound scaling up of best practices.

Today, the Ad hoc Expert Group Meeting assembles a team of nationally and internationally recognized policy makers and development experts bringing together an essential combination of African expertise and international state-of-the-art analytical methods. This is why our collective deliberations during today and tomorrow's meetings are the first step in reviewing the UN system-wide support for the cluster system and we very much look forward to your active participation.

Ladies and Gentlemen,

This meeting is expected to provide input into the 8<sup>th</sup> Regional Consultation Meeting that will be held on 5 and 6 November 2007. We at ECA sincerely look forward to fruitful and meaningful deliberations on the challenges and issues facing the UN system-wide support for the implementation of NEPAD at regional and sub-regional levels.

Thank you for your attention and I wish you success in your deliberations.

## **Annex 2 Review of the UN System-wide Support to NEPAD, by Emmanuel Nnadozie Chief, NEPAD Support Section, NEPAD and Regional Integration Division**

### **Presentation Plan**

- Background to the Cluster System
- Challenges facing the Cluster System
- Recommendations of past reports and studies
- Recommendations of the 7<sup>th</sup> RCM
- Findings of the External Review of Clusters

### **Background**

- In resolution 1998/46, The Economic and Social Council welcomed the efforts of the Secretary General to improve coordination within the United Nations system and called for the regular holding of regional consultations among United Nations agencies.
- The first set of meetings was held in 1999 under the chairmanship of the Deputy Secretary General.
- Since 2000, the meetings have been convened by the respective Executive Secretaries of the five Regional Commissions.
- The fourth session of the RCM in Africa, held in October 2002, identified several thematic areas of support and established 5 clusters around these areas.
- By July 2004, the number of inter agency clusters had grown to 7.
- In 2006 the number of clusters increased to 9

### **Challenges facing the cluster system**

#### **Key findings (issues and recommendations) contained in the following reports:**

- Second Report of the Secretary-General's Advisory Panel on International Support to the New Partnership for Africa's Development (2006)
- "Further Measures to Strengthen United Nations System support to the New Partnership for Africa's Development" (2005), the report of the Joint Inspection Unit
- ECA's report "Assessment of UN System Support to NEPAD: Rethinking the Collective Approach" (2004)
- Report of the Sixth Regional Consultation Meeting (2004)
- S-G's report on "Enhancing the Role of the Subregional Offices of the Economic Commission for Africa" (2006)

### **From these reports, we identify five areas of concern**

- Strengthening regional coordination including the cluster system;
- Fostering coordination and integration of UN activities at the sub regional level;
- Improving UN relationships with continental and sub regional organizations;

- Monitoring the effectiveness of UN interventions in coordinating support to NEPAD, and
- Strengthening capacity and mobilizing resources.

#### **Effectiveness of the cluster system**

- Re-endorsement of the cluster mechanism and ECA as coordinator of RCM
- Question of efficiency, effectiveness and validity of clusters
- Unclear focus of work—normative vs. operational
- Uneven involvement of the NEPAD Secretariat
- Weak coordination
- Funding limitations- which reduces incentives for joint programming

#### **Unpredictability of and inadequate representation at meetings**

- Inadequate representation at cluster meetings- Leads to poor levels of continuity with respect to representation
- Lack of follow-up actions on decisions taken
- Confusion as to who should implement decisions
- Absence of Heads of Agencies- has an adverse effect on the RCM
- Problem with agenda and infrequent scheduling of meetings of clusters and regional consultations
- Non-implementation of decisions

#### **Dispersion of activities in space and scope**

- Geographic dispersion of effort and focus makes it harder to coordinate, plan and implement activities
- Often no effective links at the regional, subregional and intergovernmental levels in agencies
- Only a small number of agencies have pooled their resources around NEPAD joint projects and programmes

#### **Communicating with the NEPAD Secretariat**

- Multiplicity of interlocutors from UN system
- Poses a burden on the limited capacity of the NEPAD Secretariat
- Reduces the quality of dialogue
- Need for follow-up on decision taken at Annual Consultations

#### **Follow-up and monitoring needed**

- Results of coordination, including the work of clusters need to be monitored
- Outcome-based monitoring process needs to be strengthened
- Need to pay attention to monitoring outcomes, policy or programme inputs and processes
- Need to monitor commitments and their delivery
- Need to make data available

- Data is central to effective monitoring

### **Resources and Capacities**

Need to mobilize resources and enhance capacity for implementing recommended actions

- For strengthening capacities within the UN system to improve delivery of support activities and improve inter-agency coordination

### **Recommendations of the reports and studies on strengthening coordination of UN support to NEPAD and the cluster system**

- **Strategic coordination by ECA**
  - ECA to move from a convener of regional consultations to a strategic coordinator
- **Rationalize the reporting system**
  - ECA to coordinate the reports from cluster conveners to the Office of the Special Adviser on Africa (OSSA), rather than the current practice where reports come directly from individual agencies.
- **Undertake further review of the cluster system**
  - as part and outcome of a strategic dialogue with the AU Commission, NEPAD and the RECs, which are the main beneficiaries of UN support
- **Improve inter-agency coordination**
  - especially at the cluster level through improved information sharing about on-going activities and
- **Undertake a clear and traceable alignment of programmes and resources with NEPAD priorities,**
  - as called for by the General Assembly
- **Implement specific jointly planned programmes/projects**
  - based on the NEPAD action plan rather than supporting isolated country level projects that may not be related to NEPAD
  - The S-G, in his capacity as Chairman of CEB, to request the executive heads of the UN organisations concerned to focus on joint UN regional and sub regional programmes to be decided in conjunction with the AU, NEPAD and African intergovernmental partners
- **Agree on and establish a predictable schedules of meetings** both for clusters and for the regional consultations
  - The Executive Heads to ensure that the conveners of each cluster establish a clear and predictable schedule of meetings as well as provide a follow-up mechanism for the implementation of decisions taken.

- **Ensure adequate representation at meetings**
- The S-G to request the Executive Heads of UN organisations that only officials responsible for coordinating activities attend the annual consultations meetings
- Hold the RCM twice a year, back-to-back with the AU Summit
  
- **Identify follow-up mechanisms**
- Ensure that follow-up mechanisms are identified for implementing decisions taken at meetings
- **Ensure that all meetings convened within the cluster arrangement are co-chaired**
- by representatives from the AU Commission or NEPAD secretariat to reinforce African ownership
- **Report on measures taken to improve coordination**
- ECA to report to ECOSOC and GA on specific measures undertaken to strengthen its capacity of coordination in support of NEPAD and to improve the efficiency and effectiveness of the cluster arrangement

### **Mobilize resources and enhance capacities to implement recommendations**

- **Mobilize resources for joint programmes**
- The General Assembly to be requested to substantially increase material support for agreed joint programmes and the CEB to provide a clear cut policy directive to ensure consistency and effectiveness of implementation of the recommendation.
- A minimum percentage (10 to 15%, for example) of each UN organization overall resources allocated to programmes and activities in Africa, be explicitly earmarked in the organization's programme budget for the clusters' joint regional and sub-regional programmes and projects.
- This percentage is to be decided at the CEB level to ensure consistency across the UN system.

### **Recommendations of the 7<sup>th</sup> RCM on strengthening the Cluster System**

#### **Revitalizing the Cluster System**

- Each cluster to meet at least twice a year
- Cluster meetings to be co-chaired by representative of the AUC
- Each cluster to have a Convener and Vice Convener
- Each cluster to have sub-clusters if need be
- Rules and procedures to be developed for the functioning of the clusters
- Clusters to undertake clear and traceable alignment of programmes and resources with AU and NEPAD priorities
- Clusters to implement specific jointly planned programmes/projects based on NEPAD action plan as well as support priorities from governments
- Cluster conveners to submit reports on their cluster activities to ECA

### **Mobilizing Resources and Enhancing Capacity**

Each UN agency or organization to develop a minimum level of institutional capacity at all levels

- at least 1 staff member dedicated to NEPAD
- Cluster Conveners to undertake efforts to reinforce staff capacity
- Develop resource mobilization strategy based on needs assessment
- Consider alternative means of funding activities at cluster and sub-cluster levels
- Open budget lines to support functions
- Clusters to establish trust funds and build partnerships at all levels before the next RCM
- Elaborate joint programmes and funding framework for Trust Funds and financing facility
- Reinforce the RCM by seconding staff to the ECA coordinating Unit
- Heads of agencies and organizations to take direct responsibility in monitoring efforts to mobilize resources and enhance capacity

### **Monitoring and Evaluation**

- Monitor actions and outcomes based on value addition of UN system-wide support
- Identify criteria and benchmarks
- for measuring impact and lessons learned
- Each cluster should develop a monitoring framework
- Clusters to share reports on activities with other agencies, NEPAD and AUC

**Annex 3 Comments on “An External Review of UN System-Wide Support for the Implementation of NEPAD at Regional and Sub-Regional Levels.., by Afeikhena Jerome, Coordinator, Economic Governance, APRM Secretariat**

**Introduction**

- As part of UN efforts to improve coherence and efficiency in the clusters supporting the implementation of NEPAD, the report was commissioned to provide insights and recommendations on how to strengthen the support mechanism and improve delivery in the implementation of NEPAD goals and priorities.
- Overall, it is well written and identifies most of the key issues relevant for an evaluation study of this nature.
- Cognizant of the fact that it is intended to make concrete recommendations on mechanisms for strengthening the cluster system, my comments are organized in two sections: Its strong points and proposals for improvement

**Strong Points of the Report**

- A lot of effort has gone into the exercise.
- The paper is extremely well written and it presents considerable insight.
- Commendably, the paper goes beyond the scope of the internal reviews by the UN Joint Inspection Unit (JIU) and the RCM itself and in the process demonstrates substantial originality especially in *“thinking outside the box”*.
- Perhaps with the exception of recommendation seven on *worst case scenario*, which is clearly outside the scope of the assignment one cannot fault the recommendations,.

**Proposals for Improvement**

- The major weakness is inability to adequately capture or reflect the views of all main actors, especially the beneficiary entity (NEPAD)( Page 16).
- The following Terms of Reference have not been adequately captured:

c. Describe and analyze efforts undertaken by various agencies to reorient their programmes and activities in the context of the thematic clusters established, including joint projects/programmes, if any that transpired from the work of the clusters.

d. Inform on and analyze measures undertaken to promote synergies, avoid duplication and ensure greater complementarities among and between thematic clusters, and looking at the linkages among the various levels of inter agency coordination in Africa (sub regional and regional).

- Rather than just overt statement that the various recommendations over the years are not being implemented, a major value added will be an appraisal of the adequacy of the ten point recommendations in the 2005 UN Joint Inspection Unit Report, to what extent they are being implemented and the way forward.
- In reviewing the effectiveness of the Cluster system, there is need for an objective view of what works and what does not.
- A lot of time was spent on what was referred to as strategic or non intangible issues. It is very uncharitable on NEPAD considering that the findings are not derived from objective analysis. (For Example, See Lack of leadership ,.....p21). The language has to be toned down substantially.
- The conclusion needs to be rewritten. The first six and the last three paragraphs are clearly outside the scope of the assignment.
- Several broad generalizations that need to be nuanced. For example, “Asymmetry of capacity. NEPAD is virtually a toddler by comparison UN writes APRM Reports and making effort to accelerate the peer review process (p.15).

**Thank you for your attention**

## **Annex 4: Consultations on Coordination of UN Support to NEPAD at the Sub-regional Level by Eltigani Ateem, NEPAD & Regional Integration Division**

### **Current Framework for UN system support to NEPAD**

- Coordination at the global level
- Co-ordination at the regional level
- Co-ordination at the national level

#### ***Coordination at the global level***

- The Chief Executives' Board (CEB) and the High-Level Committee on Programmes (HLCP) review policy guidelines and assess the progress work of UN system in Africa.
- The Office of the Special Adviser on Africa (OSAA) tasked with global advocacy reporting to inter-governmental bodies on progress in support to NEPAD.
- DPI carries out public information and awareness activities.

#### ***Co-ordination at the regional level***

- The Regional Consultations Meeting (RCM) of the UN Agencies working in Africa
- Co-ordination at the national level
- Common Country Assessment CCA
- United Nations Development Assistance Framework UNDAF equitably
- Poverty Reduction Strategy Papers (PRSPs)
- National strategies-MDGs

*(Used through the UN Resident Coordinator system and UNCTs)*

#### ***RCM recommendations on fostering subregional coordination***

- An appropriate mechanism for sub-regional coordination of UN support to NEPAD should be formulated
- ECA's SROs to play a role in bringing other UN agencies together in support of NEPAD
- ECA coordinates discussions on the needs of RECs in consultation with UN agencies, AUC and NEPAD Secretariat, to facilitate a better alignment and better targeting of UN support to NEPAD

#### ***Important questions***

- What are the challenges of coordinating UN support to NEPAD at the sub-regional level?
- What is the most effective mechanism for coordinating UN support to NEPAD at the subregional level given the following:
- Multiplicity of RECs
- UN agencies operate at country level (with exception of ECA)
- Aligning RECs programmes with the SRO's and the UN agencies

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