



10th Session of the RCM

Addis Ababa, Ethiopia
5-6 November 2009

**Issues Note
on the preparations for the review of the
UN-AU Cooperation Framework for the
Ten-Year Capacity Building Programme for the African Union**

1. Background

1. The Declaration on “Enhancing UN-AU Cooperation: Framework for the Ten Year Capacity Building Programme for the AU” (A/61/630) was signed on 16 November 2006, by the then United Nations Secretary General, Kofi Annan, and the Chairperson of the African Union Commission (AUC), Alpha Oumar Konaré. Building on previous agreements between the United Nations and the AU (or its predecessor the Organization of African Unity (OAU)), the Declaration aims at enhancing cooperation between the United Nations and the Africa Union in their areas of competences and in conformity with their respective mandates. It was agreed that the Framework for the Ten Year Capacity Building Programme for the AU (TYCBP-AU) should be used for UN system-wide engagement with the AU on the basis of the latter’s needs and strategic priorities.
2. The UN Secretary-General and the Chairperson of the AUC affirmed that the Framework should cover all aspects of cooperation between the UN and the AUC with special emphasis on institution-building, human resources, development and financial management; peace and security; human rights; political, legal and electoral matters; social, economic, cultural and human development; and food security and environmental protection. Initially, priority areas identified for the implementation of the TYCBP-AU focused on peace and security, including conflict prevention, mediation and good offices, peacekeeping and peacebuilding which were also considered as pertinent and pressing issues of the time. The African Group in New York concurred that peace and security was the most urgent issue for African countries and it became the priority area under the Framework at least for the first three years.
3. Under the Declaration, the Secretary-General of the UN and the Chairperson of the AU Commission further agreed to periodically take stock of efforts on the implementation of the Programme at three-year intervals. The ultimate objective of such a review is to accelerate the implementation of the UN-AU Cooperation Programme. Accordingly, partners need to share among themselves progress on the implementation of the TYCBP-AU, identify challenges and propose programmatic action to overcome them.
4. The ECA was charged with coordinating the UN System-wide support in the context of the Regional Coordination Mechanism (RCM) to enhance the capacity of the AUC and the Regional Economic Communities (RECs) in the context of the TYCBP-AU. Over the last three-years, in their efforts to implement the Framework, UN agencies and organizations have made considerable efforts to coordinate activities aimed at enhancing the AUC institutional capacity through various activities and commitments. In the area of peace and security, for example, the DPA and the AUC Secretariat have held regular consultative meetings on the prevention, management and resolution of conflicts. Weekly teleconferences and a series of joint AU-UN workshops were undertaken with the

view to learn lessons, in addition to regular ongoing coordination activities. Similar attempts were also made by other RCM Clusters. Nevertheless in spite of all these efforts the overall implementation of the Framework for the TYCBP-AU remains a challenge. In light of this, the review of the Programme provides an opportunity for all stakeholders to assess past achievements, identify the main challenges encountered in the implementation of the Framework Agreement and pave the way forward to accelerate the implementation of the UN-AU Cooperation Programme. In other words, an objective, systematic and comprehensive review of the Programme is instrumental in providing lessons with the view to adopting a well-informed, cohesive and coordinated approach for objective, specific, practical and action-oriented recommendations aimed at accelerating the implementation of the UN-AU Cooperation Programme.

2. Issues to be addressed for the review

5. The guiding principle is that this upcoming review and the response to the review outcomes should lead to progress in implementing the TYCBP. In other words, the review should assess progress in achieving the objectives of the TYCBP while at the same time leading to the development of strategies and implementation plans that will accelerate the implementation of TYCBP and result in the attainment of the objectives of the UN-AU Framework agreement. Yet, for this review to be conducted as effectively and as optimally as possible, the 10th Session of the RCM needs to provide guidance and clarifications on a number of important issues, including areas of focus of the review, relevant activities and duration, method of review, coordination and timeline, review executor, expected outputs and financing.

a. Areas of Focus

6. Based on the foregoing, it is important to define the contours and limits of this review and specify the areas on which the review should focus. Should the review be limited to the extent to which the activities, projects and programmes listed in the Programme's matrix have been achieved or should it also include the role of the AUC the primary recipient as well as that of the UN agencies/clusters as implementing organs. Also should the review go beyond the operationalization of the Programme and delve into the overall objective and the conceptual foundation of the programme. That is, should the review extend to how the programme is conceptualised and understood or not by various actors involved in the Programme?

b. Activities and duration

7. The proposed review should be guided by clearly defined, objective, and quantifiable criteria that are related to the expected outcomes of the Ten-Year

Capacity Building Program. In this regard, what criteria and benchmarks should be set for the review?

c. Method of review

8. The key question here is: What methods should be adopted in the review exercise and to operationalize the review? How comprehensive should it be and at what levels? This question is important because it is necessary not just for the review to be holistic and interdisciplinary in perspective, but also to determine the applicable approaches: documentary studies, qualitative studies, semi-structured interviews, quantitative studies and sample surveys, case studies and empirical and statistical studies.

d. Coordination and timeline

9. To achieve the objectives of the proposed review and ensure that proper steps are taken and that the timeline is established and adhered to, effective coordination is required. Therefore, the key thing that needs to be clarified here is who should coordinate the review exercise and what is the timeline for completing the review?

e. Who should carry out the review?

10. The question of who should carry out the review is also important. Should it be done by a consultant or consultants? If so, what type/level of consultant will be best disposed to do the study? Of significant note here is the need for the process to be as independent as possible.

f. What are the expected outputs from the review?

11. Besides the review report which is the natural outcome of any review exercise, what other outputs are expected?

g. How will the review be financed?

12. This is obviously the most important question as such a comprehensive review exercise will require adequate funding. Hence it is important for the RCM to provide clear guidance on how the review exercise should be financed. Given that we are almost at the end of the year, it is important that decisions are taken now to ensure that the process gets underway without delay.