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*10<sup>th</sup> Session of the RCM*

Addis Ababa, Ethiopia

**5-6 November 2009**

**Report to the  
10<sup>th</sup> Session of the Regional Coordination Mechanism**

## Abbreviations and Acronyms

AfDB	African Development Bank
AMCEN	African Ministerial Conference on the Environment
APF	African Partnership Forum
APRM	African Peer Review Mechanism
AU	African Union
DSG	Deputy Secretary General
ECA	Economic Commission for Africa
FSSD	Food Security and Sustainable Division
GA	General Assembly
HLCP	High-Level Committee on Programmes
HSGIC	Heads of State and Government Implementation Committee
ICEs	Intergovernmental Committee of Experts
JIU	Joint Inspection Unit
MEAs	Multilateral Environment Agreements
NEPAD	New Partnership for Africa's Development
RCM	Regional Coordination Mechanism
RDTs	Regional Directors Teams
RECs	Regional Economic Communities
SRCMs	Subregional Coordination Mechanisms
SRO	Subregional Office
TYCBP	Ten-Year Capacity Building Programme
UN	United Nations
UNCC	United Nations Conference Center
UPR	Universal Periodic Review

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## I. Introduction

1. The Regional Coordination Mechanism (RCM) has come a long way since its establishment from an inter-agency consultative meeting to a mechanism for providing coherent and coordinated support to African regional and sub regional organizations. Over the years, the RCM has waxed stronger through its cluster system. The African Union (AU), NEPAD Secretariat, and RECs - the beneficiaries - have now taken centre stage and become part and parcel of the mechanism, which initially started as a UN affair. Numerous reviews have moved the mechanism from its initial concentrations on strengthening processes to focusing on results and actions of the RCM and its clusters. The 'delivering as one' concept has gained increased acceptance with agencies rethinking their way of working to move to a collective approach to the provision of support in the context of the RCM. Clusters, to varying degrees, have aligned their activities with the priorities of the AU and its NEPAD programme, and with the priorities of the AU sectoral ministerial bodies. Likewise, clusters have intensified their efforts to interact more regularly and establish business plans to embark on interagency joint programming and joint implementation of specific projects. In this regard, the support of the UN to the AU and its NEPAD programme has increased significantly. This includes providing technical and capacity building support, undertaking advocacy, policy analysis, consensus building, and normative and analytical studies to assist with vision and policy setting - these being the areas of focus of the AU and its NEPAD programme. The RCM Secretariat is providing more strategic coordination and support to the mechanism. The coordination of clusters has become stronger with an increasing number of jointly implemented programmes leading to tangible results. In addition, steps are being taken to establish sub-regional coordination mechanisms in order to provide more coherent support to the RECs and to complete the missing link between the regional and country levels.
2. This report presents an update on progress on the RCM in general, and on the implementation of the recommendations of the 9th Meeting of the RCM in particular. It covers the period from November 2008 to October 2009. The information in this report has been garnered from the submissions of four cluster consolidated reports<sup>1</sup> and from minutes of other cluster meetings. It will be updated with cluster presentations at the 10th Session of the RCM. The report is organized in six sections. Following the introduction, Section 2 provides a background of the RCM, while section 3 examines progress in enhancing coordination, coherence and cooperation among UN agencies and strengthening cooperation between the UN and African regional and sub regional organizations. Section 4 highlights progress made in implementing the recommendations of the 9th Meeting of the RCM and section 5 examines the specific recommendations on UN support to climate related actions at the regional level. Section 6 draws attention to the challenges and constraints while the concluding section tables a

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<sup>1</sup> The four submitted reports are from the Peace and Security; Science and Technology; Environment, Population and Urbanization cluster; and Social and Human Development.

number of proposals on the way forward aimed at enhancing support to the AU and its NEPAD programme.

## **II. Background of the Regional Coordination Mechanism (RCM)**

3. UN General Assembly Resolution 1998/46 provided the imperative for holding regular inter-agency meetings in each region to improve coordination among the organizations of the United Nations system. Over the years, the consultative meetings gave way to the establishment of a formal full-fledged mechanism. The Regional Coordination Mechanism (RCM) of UN system organizations working in Africa has become the mechanism for enhancing UN system-wide coherence, coordination and cooperation at the regional and subregional levels to 'deliver as one' in support of the AU and its NEPAD programme.
4. With the adoption of NEPAD by the UN General Assembly in 2001, each UN organization and agency was requested to examine how it should respond to the priorities of NEPAD, particularly in the context of the need to work with African countries and their regional organizations. Resolution 57/7 of 4 November 2002 called for UN system organizations to coordinate their activities in support of NEPAD to ensure maximum results and to align their activities in Africa with the priorities of NEPAD. Accordingly, the main objective of the RCM is to ensure coordination and coherence in the delivery of support for greater effectiveness and impact through increased joint programming and joint implementation of activities, operationalized in the context of 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 AU Commission, the NEPAD Secretariat, Regional Economic Communities (RECs) and the African Development Bank (AfDB).
5. The annual meetings of the RCM provide a platform to review progress in inter-agency coordinating efforts in the delivery of support to Africa's development at the regional and subregional levels and to chart the way forward. Since the creation of the clusters during the 4th Meeting of the RCM (October 2002), which established five clusters, the clusters have increased and undergone continuous reconfiguration and refinement to effectively support the implementation of NEPAD. After the 6th meeting in July 2004, the annual consultations were dormant until they were revived with the 7th meeting in November 2006, during which the number of clusters increased to nine and remained as such ever since, with cluster meetings taking place regularly and the RCM meetings becoming important annual events.
6. The 7th Meeting of the RCM generated the necessary momentum for UN support to the AU and its NEPAD programme to strengthen coordination and revitalize the cluster system as well as strengthen partnerships with African regional and subregional organizations. Following the signing of the Declaration on the Ten-

Year Capacity Building Programme for the AU (TYCBP) in November 2006 to enhance UN-AU cooperation, RCM-based UN support was extended to the African Union (AU). The meeting also emphasized the importance of developing a subregional coordination mechanism to strengthen support to the RECs and to bridge the gap between existing regional and national coordination mechanisms.

7. The 8th Meeting of the RCM built on the momentum generated at the 7th Meeting of the RCM, with H.E. Dr. Asha-Rose Migiro, Deputy Secretary-General of the UN, chairing the meeting. Partnership with the AU Commission and the NEPAD Secretariat became solidified and deepened, and the centrality of the effective functioning of the cluster system was emphasized in enhancing efficiency and coherence in the delivery of support to the AU and its NEPAD programme. In Africa, the meeting emphasized that clusters should increase focus on, and align activities with the TYCBP-AU. It also agreed that cluster activities should take into consideration, the programmes and strategic plans of the AU Commission and the NEPAD Secretariat, relevant decisions of the AU and Regional Economic Communities (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 a mechanism for collaboration in support of the RECs.
8. The 9th Meeting of the RCM focused on the topical theme “Coordinated Multisectoral Response to the Challenges of Food Crisis and Climate Change in Africa”. The meeting discussed and agreed that coordinated UN support to climate-related actions and to the food crisis was necessary to effectively support efforts by African countries and African regional and subregional organizations. Important recommendations were also made to strengthen the RCM through:
  - Alignment of its activities with the priorities of the AU and its NEPAD programme;
  - A financing mechanism for the RCM similar to that at the country level with UNDAF where UN agencies and organizations contribute and commit resources for joint activities; and
  - Establishment of a sub-regional coordination mechanism with the active involvement of the RECs.
9. Since their establishment, RCM clusters have carried out numerous activities in support of the implementation of NEPAD. Notwithstanding their achievements, a critical assessment of their performance, and that of the RCM as a whole, reveals that more needs to be done to enhance the coherence and coordination of the UN system-wide support to the AU and its NEPAD programme. For instance, there is a need to mobilize resources to enable UN agencies and organizations to provide capacity building support to the AU Commission, NEPAD Secretariat and the RECs. Crosscutting issues such as gender and youth have yet to be fully mainstreamed into cluster activities. The mechanism needs to be strengthened, by clearly defining the roles and responsibilities of the various agencies operating

at the regional and sub-regional levels in Africa to improve coherence and synergy.

10. A number of internal reviews<sup>2</sup> were conducted to address these key issues and concerns and come up with proposals. The findings of the reviews were discussed at the 7<sup>th</sup>, 8<sup>th</sup> and 9<sup>th</sup> Meetings of the RCM, which endorsed the proposed measures to enhance the RCM and its clusters in support of the African Union and its NEPAD Programme. This tenth session of the RCM represents a milestone in the evolution of the mechanism and provides an opportunity to take stock of progress in order to determine how to move forward more effectively.

### **III. Strengthening the RCM and its Cluster System**

#### **A. *Enhancing coherence, coordination and cooperation among UN system organization at the regional and subregional level***

11. The RCM Secretariat and the various clusters of the RCM have undertaken numerous activities to enhance and strengthen coordination and cooperation among UN agencies and between UN agencies and African regional and subregional organizations in support of the AU and its NEPAD programme.

##### *The RCM Secretariat*

12. The Secretariat has improved coordination by providing more strategic support to the structures and process of the RCM. It has been proactive and efforts have been intensified using a variety of innovative approaches in its support to the clusters which have contributed to significant improvements and achievements in variety of areas.
  - a. Increased engagement and participation in cluster meetings and activities by the Secretariat staff and ECA substantive focal points who have been making considerable efforts to attend all or most cluster meetings.
  - b. Significant achievements in providing substantive support to the organization and implementation of cluster activities. For example, the Secretariat contributed significantly in terms of human and financial resources to the Advocacy and Communication cluster in support of the convening of the 'Regional Media Dialogue on NEPAD' that took place on 19 and 20 February 2009 in Vaal, Gauteng province, South Africa. Assistance was also provided to the Agriculture, Food Security and Rural Development cluster in organizing its two day cluster meeting. For the 3<sup>rd</sup> inter-agency meeting on coordination and

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<sup>2</sup> These reviews include the Second Report of the Secretary-General's Advisory Panel on International Support to the New Partnership for Africa's Development (2006); The report of the Joint Inspection Unit "Further Measures to Strengthen United Nations System Support to the New Partnership for Africa's Development" (2005); and ECA's report "Assessment of UN System Support to NEPAD: Rethinking the Collective Approach" (2004), External review of the cluster system (2007); and Measures to Enhance the functioning the Regional Consultation Mechanism of the UN agencies and organizations working in Africa in support the African Union and its NEPAD programme (2008).

harmonization of HIV/AIDs, TB and Malaria strategies that took place from 28 to 30 October 2009 in Addis Ababa, the RCM Secretariat assisted in organizing king arrangements for the meeting in terms of conference facilities, including covering the cost of interpretation and hospitality.

- c. The Secretariat provided increased technical and operational backstopping for the clusters. For instance, substantive and logistical assistance was provided to the Governance cluster in its first meeting. The Secretariat also provided resources such as publications on the RCM and the NEPAD programme to clusters. In addition to this, the Secretariat made presentations on the RCM for UNESCO's coordinator for the Science and Technology Cluster, at a high level management meeting, with the view to assisting them in their reflection with regard to the roles they can play at the regional level and within the mechanism.
  - d. Considerable efforts were made to stimulate action and movement within certain clusters by the Secretariat through proactive intervention including moral suasion and encouragement. This has provided the cluster coordinators with the necessary push to revitalize their clusters, increase communication among their members and to actively engage in joint planning and implementation.
13. The 7th and 8th Meetings of the RCM recognized that effective communication and advocacy are central to promoting the AU agenda and to furthering the effective implementation of its NEPAD programme. It also assigned the RCM Secretariat to play an important role in promoting the achievements of the RCM. In view of this, there has been increased communication and advocacy via electronic and other means of communications in support of the AU and its NEPAD programme.
- a. Following the 9<sup>th</sup> Meeting of the RCM that recommended the reconfiguration of certain cluster, the RCM Secretariat prepared and circulated widely among members of the RCM a table of the list of clusters with their respective coordinators and members.
  - b. An advocacy and communication strategy for the RCM has been developed by the Secretariat and it is currently in the first phase of implementation, which is branding the mechanism and producing various promotional materials.
  - c. The Secretariat prepared a report on UN system-wide support to the AU and its NEPAD programme which was presented in a number of meetings. These include the meeting of the Committee of Experts of the Joint Annual Meetings of the AU Conference of Ministers of Economy and Finance, ECA Conference of Ministers of Finance, Planning and Economic Development and the Intergovernmental Committee of Experts (ICEs) meetings of ECA's five Subregional Offices. Furthermore, the Secretariat contributed to the Secretary-

General's report on **"Africa's Development Needs: State of implementation of various commitments, challenges and the way forward"** submitted to the General Assembly at its sixty-fourth session as well as to the finalization of the draft JIU report entitled "Towards more coherent United Nations system support to Africa".

- d. The Secretariat also made considerable efforts with regard to the Ten-year Capacity Building Programme for the AU, which is up for review in 2009 as stipulated in the Declaration. The Secretariat invited cluster coordinators and members to a consultative meeting on 17 March 2009 to share views on the programme and discuss modalities to effectively support the AU in the context of the UN-AU Cooperation Framework.
- e. Following a needs assessment mission to the NEPAD Secretariat, ECA invited UN agencies and organizations to a briefing on 23 June 2009 to share findings of this assessment and to determine ways of supporting the NEPAD Secretariat in the context of the cluster system of the RCM.

#### Clusters

- 14. Clusters have shown significant progress in terms of communicating and interacting amongst themselves. There has been more interaction and frequent meetings amongst clusters in recent years. There is improved communication among UN agencies within the cluster and across clusters. Clusters routinely inform each other of developments in their own respective areas of expertise and soliciting inputs from others to enhance their work.
  - a. The Peace and Security cluster is a good example of this. It has shared the presidential statement adopted by the Security Council following the meeting that considered the Prodi's report on Peace and Security in Africa; it informed members of the arrival of a UN Security Council delegation in Addis Ababa for their annual meeting with the AU Commission and circulated a communiqué issued following the consultative meeting between the UN Security Council and the AU Peace and Security Council.
  - b. The Advocacy and Communication cluster held a briefing session on 5 June 2009 for the clusters to inform them of the outcomes and recommendations adopted by the Regional Media Dialogue on NEPAD in an effort to begin to create a broader network.
- 15. Cluster coordinators are increasingly engaging members in joint programming of activities based on broadly agreed terms of reference, on areas of priority, and have started developing business plans. For instance, the Social and Human Development cluster is undertaking activities within the framework of the nine thematic priority areas.

***B. Strengthening cooperation between United Nations agencies and African regional and subregional organizations***

*The RCM Secretariat*

16. The Secretariat has greatly facilitated continuous sharing of information and communication between the UN family, the AU, the NEPAD Secretariat and the RECs:
- a. It compiled and widely circulated a contact list of the RCM members to facilitate intra- and inter-cluster communication;
  - b. It communicated information on the integration process of NEPAD into the AU processes and structures as well as providing briefings at cluster meetings.;
  - c. It organized a consultative meeting on 20 March 2009 with RCM members to assist the consultants working on the study on the integration of NEPAD into the AU structures and process to solicit the views of UN organizations. In addition, a meeting with the UN family was held on 27 March 2009 to introduce the new CEO of NEPAD Secretariat, Dr. Ibrahim Assane Mayaki, when he assumed office.
  - d. During the 9th meeting of the RCM, the Secretariat introduced pre-RCM meetings providing an opportunity for clusters to discuss issues of common interest, including strategizing on participation in the annual session of the RCM. This has now become an in-built feature of the annual RCM sessions.
17. More substantively, the RCM Secretariat and ECA have provided the NEPAD Secretariat with significant technical support in preparing policy documents; analysis of NEPAD related issues and organizing and participating in NEPAD activities and meetings. These include:
- a. African Union Summits, NEPAD Heads of State and Government Implementation Committee (HSGIC) meetings, NEPAD Steering committee Meetings, as well as the African Partnership Forum (APF), particularly the Special Session of the APF on Climate Change that took place on 2 and 3 September 2009;
  - b. The five-month long consultative process during which significant contribution was made to the development of the AU/ NEPAD African Action Plan;
  - c. Capacity support provided in the area of Communication through the secondment of a Communication Officer;

- d. Undertaking a needs assessment of the NEPAD Secretariat in three main areas: Communication and Advocacy, Knowledge Management and Policy Research and Analysis;
- e. Contributing to the development of AU/NEPAD Capacity Building Strategic Framework for Africa as well as the African position at the G-20 meeting;
- f. Organizing expert group meetings, workshops, training, as well as involvement in intergovernmental activities and publications in close collaboration with the AU, the NEPAD Secretariat and other UN agencies. Notable examples include an expert group meeting on the Role of Private Sector and Civil Society in the Implementation of NEPAD held 28-29 May 2009 together with the AU and the NEPAD Secretariat and an upcoming training workshop for officials of the NEPAD Secretariat, the RECs and other implementing organs scheduled for early December 2009 on “Project planning, monitoring and evaluation on implementation of the AU/NEPAD African Action Plan”.

### Clusters

- 18. There is improved communication between UN agencies and African regional and subregional organizations and increased participation of these organizations in cluster meetings and activities. The AU is increasingly playing a greater role in most of the clusters. A number of cluster meetings have been co-chaired by the AU and have taken place at the AU premises. This has been the case for the Peace and Security, Governance and Social and Human Development clusters. The Peace and Security cluster has launched a pre-review process of the UN-AU cooperation on peace and security issues in order to better prepare for the review of the Ten-Year Capacity Building for the AU. Members of the Social and Human Development Cluster took part in the launch of *the AU Combat Trafficking in Human Beings: 2009-2012 Campaign* on 16 June 2009.
- 19. Cluster activities are having tangible impacts on the implementation of key regional development agenda and on the institutional landscape in support of the AU and its NEPAD programme:
  - a. The Social and Human Development cluster assisted in the development of a Social Policy Framework for the AU which serves to guide its activities. Likewise, the cluster supported the AU with popularizing and operationalizing its various initiatives, such as the AU Youth Volunteers Programme, the Africa Regional Review on Progress made towards the achievement of the Programme of Action of the International Conference on Population and Development, campaign against human trafficking (AU.COMMIT), Accelerated Reduction of Maternal Morality in Africa (CARMMA) and Africa-wide campaign against violence against women. The ILO together with other members of the Employment and Labour sub-cluster supported the AU in producing the 5 year review report on implementation of the Ouagadougou Plan of Action on

Employment and Poverty Alleviation reached in Ouagadougou in 2004 based on 15 UN Agencies proposed contribution to poverty alleviation through employment creation. (Ouagadougou +5 -2004-2009) .

- b. The Human Rights, Justice and Reconciliation sub-cluster programme in 2009 focused on strengthening the capacity of the AU Commission and its human rights institutions in the promotion and protection of human rights. The sub cluster is in the process of developing a human rights strategy for Africa in line with initiatives of the AU and UN (GA Resolution A/61/296). In this regard, a joint AU-UN expert meeting is being organized early November 2009 on improving interaction between the Universal Periodic Review (UPR), the APRM and the Right to Development and to discuss modalities to improve co-operation and coordination of action between the UN and the AU to strengthen the promotion and protection of human rights in Africa.
- c. The Peace and Security cluster held a workshop on “*Lessons Learned from the Kenya and Darfur Mediation Processes: Joint AU-UN Cooperation*” in an effort to make AU-UN mediation partnerships more effective by identifying positive experiences, best practices and challenges.
- d. The Science and Technology cluster has been working in supporting and monitoring the process of the development of the AU “Africa’s S&T Consolidated Plan of Action”; the review, update and restructuring of S&T systems and policies in Africa and in supporting the Inter-agency Network on Biotechnology.
- e. Support is being provided by the Environment, Urbanization and Population Cluster to the AU on facilitating the implementation of Multilateral Environment Agreements (MEAs) by AU member states and regional bodies. In collaboration with African Ministerial Conference on the Environment (AMCEN) and the RECs, cluster members contributed to the development of sub-regional climate projects and plans towards the African Common Position. In addition, capacity building support was also provided to the African negotiating team on climate change at continental and sub-regional levels.

#### **IV. Progress in Implementing the Recommendations of the 9<sup>th</sup> Meeting of the RCM**

20. The RCM Secretariat and the clusters of the RCM took action and carried out a number of activities in response to key recommendations of the 9<sup>th</sup> Meeting of the RCM aimed at enhancing support to the AU and its NEPAD programme. This review of progress in implementing the recommendations is organized around the key themes: UN coordination in addressing the food crisis challenge in Africa; coordination and collaboration between UN agencies and African organizations and among UN agencies at the regional and sub regional levels; Efficiency and

effectiveness of the cluster system; Subregional coordination of UN support to the AU and its NEPAD Programme; and resources mobilization and capacity enhancement. Refer to Annex 1 for a complete listing of the recommendations of the 9<sup>th</sup> Meeting of the RCM.

**A. Increasing UN coordination in addressing the food crisis challenge in Africa**

21. The Agriculture, Food Security and Rural Development Cluster is charged with implementing the recommendation pertaining to the development of a joint UN programme of action and an advocacy/ communication strategy on the food crisis.. The cluster will elaborate on what it has done in this regard during its presentation at the 10th Session of the RCM.

**B. Strengthening coordination and collaboration between UN agencies and African organizations and among UN agencies**

*Move from “consultation” to “coordination”*

22. The term “coordination” was adopted at the 9<sup>th</sup> Meeting of the RCM. Accordingly, the RCM became the “Regional Coordination Mechanism” and the word “Consultation” has been replaced by “Coordination” in all documents -print and electronic communications. In the same light, “Conveners” are now referred to as “Coordinators” of their respective clusters.

*Develop a consolidated business plan for the RCM*

23. The 9<sup>th</sup> Meeting of the RCM reiterated the recommendation of the 8<sup>th</sup> Meeting in which clusters were requested to prepare three-year business plans for consolidation into an RCM business plan to promote joint programming, accountability and to facilitate the mobilization of resources. Accordingly, the RCM Secretariat contacted all cluster coordinators; sent a template-outline and a sample business plan. Coordinators were requested to prepare and submit their respective business plans for consolidation into an RCM Business Plan. As at the time of this report, many clusters had not submitted their business plans, although a number of them are in the process of developing one. The Social and Human Development cluster developed and submitted a business plan matrix while the Environment, Population and Urbanization cluster launched an e-forum on its business plan to facilitate members’ inputs and suggestions. The Governance cluster is also undertaking consultations and hopes to hold a cluster meeting to develop a preliminary business plan in conjunction with the AU Commission, the NEPAD and the APRM Secretariats. The Peace and Security cluster has submitted its draft business plan to the AU Commission for consideration.

*Develop a monitoring and evaluation framework*

24. The development of a monitoring and evaluation framework was recommended at the 7<sup>th</sup>, 8<sup>th</sup> and 9<sup>th</sup> meetings of the RCM in order to move away from processes to outcomes and impacts. A taskforce of experts was to be constituted for this purpose, but this could not be done due to the limited number of business plans submitted by clusters. It is understood that a monitoring and evaluation framework needs to evaluate the substantive aspects of cluster functioning in addition to examining the results and impacts of coordination and coherence, elements that would be covered in their respective business plans.

**C. Strengthening efficiency and effectiveness of cluster system**

*Establish a system of communication between clusters*

25. The RCM Secretariat is exploring the possibility of using an existing knowledge management platform to facilitate and serve as the medium of communication between and among clusters.

*Establish a governance structure for clusters with a Coordinator and a Co-Coordinator*

26. Most clusters have established governance structures agreeing on lead agencies to serve as coordinators and co-coordinators to improve performance and modalities of reporting, follow-up of decisions and commitments as well as joint assessments of their achievements. The Social and Human Development cluster has adopted a rotational approach to designating a coordinator in order to encourage other UN agencies to get involved. Accordingly, it has proposed that UNIFEM serve as coordinator for 2010 in replacement of UNFPA that was the coordinator in 2009.

27. Regarding reporting and follow-up on commitments, only those clusters that have developed business plans have been constantly tracking and monitoring their progress and the status of activities. The Social and Human Development cluster can be cited as an example of a cluster that has been tracking the implementation status of agreed joint activities and outputs throughout the year.

*Prepare progress reports*

28. As part of its follow-up activities, the RCM Secretariat sent an email to all cluster coordinators requesting them to prepare and submit their progress reports showing their achievements based on agreed templates and measurable benchmarks of achievements, indicating major challenges, lessons learned and proposed solutions to improve future activities. Despite subsequent reminders, the Secretariat was able to receive reports from only the ICT sub-cluster of the Infrastructure Cluster and the Peace and Security cluster for the first quarter (April). For the second reporting period (August), the Secretariat received submissions from the Peace and Security cluster, Social and Human

Development cluster, Science and Technology and the Environment, Population and Urbanization clusters.

*Review the terms of reference of the clusters*

29. Cluster members are expected to review the terms of reference of cluster coordinator, co-coordinator and other members, outlining their roles and responsibility. Accordingly, the Peace and Security cluster has reviewed its terms of reference in consultation with the AU Commission. The Governance cluster is in the process of developing new terms of reference detailing roles and responsibilities. Likewise, the Employment and Labour sub-cluster of the Social and Human Development cluster has agreed on broad terms of reference as well as areas of cooperation and timeframes. The Sports and Culture sub-cluster has also drafted a terms of reference to guide its functioning.

***D. Establishment sub regional coordination of UN support to the RECs***

30. The need to establish a Subregional Coordination Mechanism (SRCM) to fill the gap between the RCM and existing mechanisms at country levels such as UNCT was recognized at the 7th, 8th and 9th meetings of the RCM. Particularly, the 9th Meeting of the RCM called for an active involvement of the RECs in the establishment of the SRCM creating a link with the Regional Directors Team (RDT).
31. ECA Subregional Offices (SROs), particularly in Central Africa (Yaoundé), East Africa (Kigali) and Southern Africa (Lusaka) have already initiated consultations with stakeholders in their respective sub regions for the establishment or operationalization of a SRCM. They are expected to present a progress report to the Tenth Session of the RCM.

***E. Mobilization of resources and enhancement of capacity***

32. The 8<sup>th</sup> and 9<sup>th</sup> meetings of the RCM recognized that the capacity of the RCM Secretariat at ECA needed to be strengthened to effectively undertake its coordination role in light of its expanded mandate and the need for clusters to effectively undertake joint activities.
33. The 9<sup>th</sup> meeting of the RCM particularly requested that a draft resolution be prepared requesting a GA mandate to fund the RCM Secretariat and the clusters to enhance their role in coordinating activities and implementing joint programming. The draft resolution has not been prepared because of the institutional and transformational changes occurring in the AU and the NEPAD Secretariat. Upon the advice of the institutions, it was considered prudent to wait until the finalization of the integration process of NEPAD into the structures and

processes of the AU and the transition of the NEPAD Secretariat into a new entity.

## **V. UN Support to Climate-related Actions at the Regional Level**

### **A. *Development of a work plan for climate-related activities of the RCM***

34. The RCM Secretariat held a number of informal and formal consultations with the Environment, Population and Urbanization cluster as well as the relevant ECA Division - the Food Security and Sustainable Division (FSSD) - responsible for the Clim-Dev/Africa project and the African Climate Policy Centre - to initiate discussion on the modalities for addressing the RCM's recommendation on developing a workplan for the mechanism.

35. The Environment, Population and Urbanization cluster held a number of meetings to discuss this recommendation. It hired a consultant to examine the ongoing work undertaken by UN agencies, assess how best each cluster can contribute to climate-related actions and assist in preparing a business plan.

### **B. *Mainstreaming climate change in each thematic cluster program***

36. A number of clusters such as the Peace and Security and Governance have sought advice from UNEP - coordinator of the Environment, Population, and Urbanization cluster - on how to address this recommendation within their area of work. In June 2009, the Peace and Security cluster agreed to create a working group, chaired by UNEP, with a view to streamlining climate change in its work. This group includes UNHCR, AUC and UNLO-AU and is expected to come up with concrete proposals on the issue.

### **C. *Reporting to the Chief Executives Board (CEB) on climate change related actions***

37. As mandated by the CEB, the RCM Secretariat through ECA will report annually on the coordinated efforts of the UN to answer the call for coherent and synergistic support to climate-related policies and actions at the regional level.

## **VI. Challenges and Constraints**

38. The key challenges and constraints facing the RCM pertain to engendering more commitment and action on the part of UN agencies and organizations as well as African regional and subregional organizations. Some are summarized as follows:

- There is the need to develop a common work programme, which reconciles the different priorities of cluster members given their different organizational mandates.
- A consolidated business plan for the RCM has not been possible because of the limited number of plans submitted by Clusters. This has impacted the development of an RCM monitoring and evaluation framework and, consequently, mobilization of resources.
- Crosscutting themes such as gender, culture, capacity building, youth and regional integration have still not been fully mainstreamed in cluster activities in spite of their importance.
- The absence of dedicated focal points for AUC in the RCM and various clusters constrains effectiveness.
- It is crucial for the AU Commission to clearly articulate its capacity gaps and drive the process of operationalizing the 10-Year Capacity Building Programme and the modalities for conducting the three-year periodic review of the programme.
- The establishment of SRCMs given the multiplicity of RECs and the fact that most UN agencies in the sub-region work at the country level.
- The ongoing integration of NEPAD into the AU structures and processes has posed difficulties for UN agencies as they still are uncertain about how the integration will impact their support for the AU and the NEPAD Secretariat.

## **VII. Issues for Consideration and the Way Forward**

39. In terms of issues for consideration by the meeting of 10<sup>th</sup> Session of the RCM and concrete measures on the way forward, the following have been identified:

- The RCM should be placed within the UN architecture and linked to High-Level Committee on Programmes (HLCP). This would facilitate greater institutional commitment, buy-in and leadership at the highest levels of UN agencies; reduce funding constraints and enhance the adoption of accountability mechanisms.
- Clusters should submit their respective business plans to the RCM Secretariat for consolidation into one RCM business plan.
- Clusters should systematically mainstream agreed upon crosscutting issues into their activities.

- Regular inter and intra-cluster communication, information sharing, consultation and joint planning should be enhanced.
- The RCM Secretariat should be adequately resourced to fulfill its strategic coordination function as a full-fledged Secretariat.
- Formal linkages between RCM-Africa, SRCM and the RDTs, as well as between the different RCMs in other regions, should be established to enrich peer learning.
- The AU Commission should consider designating an overall focal point for the RCM and technical focal points to the different clusters for effective participation.
- On the occasion of the Ten -Year Capacity Building Programme review, the AU Commission should exercise more ownership of the whole process and to provide the necessary leadership for the effective implementation of the Programme.
- The finalization of the integration of NEPAD into the AU structures and processes would ensure continuity and better coordination in the implementation of RCM activities.
- The RECs are an important stakeholder in the SRCM. Accordingly, their active engagement is necessary to support the mechanism.
- The RECs should designate a focal point for the SRCM for their effective participation in the mechanism.
- The SROs should intensify their lead role and accelerate the establishment or operationalization of SRCM in their respective sub regions in close collaboration with the RECs and UN organizations.

## Annex 1: Key Recommendations of the 9th Meeting of RCM

Key Recommendation	Key Actions	Lead Cluster/Unit and partners	Timeframe
<b>R.1 Increase UN coordination in addressing the food crisis challenge in Africa</b>	<p>1.1 Develop logical steps for establishing a joint UN programme of action at the regional and subregional levels by using existing processes (e.g. CAADP)</p> <ul style="list-style-type: none"> <li>▪ Include malnutrition and its negative impact on health, particularly with children</li> <li>▪ Use commodity value chain approach for better collaboration</li> <li>▪ Use Comprehensive Framework of Action (CFA) to determine its programme at the regional level, identify the potentials and define how the UN can jointly contribute in tapping those potentials</li> <li>▪ Mainstream peace and security in the analysis and responses to food crisis and climate change</li> <li>▪ Use Human Rights Based Approach to establish a mechanism that ensures that individual rights are observed and that humanitarian organizations have access to conflict zones</li> </ul>	<p><b>Lead Cluster/Unit:</b> Agriculture, Food Security and Rural Development Cluster</p> <p><b>Partners:</b> RECs, World Bank,</p>	<p>March 2009</p>
	<p>1.2 Formulate an advocacy/ communication strategy about the food crisis and how to resolve it</p>	<p><b>Lead Cluster/Unit:</b> Agriculture, Food Security and Rural Development Cluster</p> <p><b>Partners:</b> Advocacy and Communication Cluster</p>	<p>May 2009</p>

Key Recommendation	Key Actions	Lead Cluster/Unit and partners	Timeframe
<b>R.2 UN Support to Climate-related Actions at the Regional Level</b>	2.1 Develop work plan for climate-related activities of the RCM. <ul style="list-style-type: none"> <li>▪ Use ongoing work by ECA (ClimDev project), UNEP and others to prepare business plan.</li> <li>▪ Each cluster should come up with an assessment of how it can best contribute to climate related actions at the regional level.</li> </ul>	<b>Lead Cluster/Unit:</b> Environment, Population and Urbanization cluster  <b>Partners:</b> RECs	April 2009
	2.2 Mainstream climate change in each thematic cluster program	<b>Lead Cluster/Unit:</b> All thematic cluster	
	2.3 Report to the Chief Executives Board (CEB) on climate change related actions	<b>Lead Cluster/Unit:</b> ECA/RCM Secretariat	March 2009
<b>R.3 Strengthen coordination and collaboration between UN agencies and African organizations and among UN agencies at the regional and sub regional levels to ensure that the objective of delivering as one is met</b>	3.1 Move from “consultation” to “coordination”. The RCM would therefore become the “Regional Coordination Mechanism”	<b>Lead Cluster/Unit:</b> RCM Secretariat	Nov 2008
	3.2 Develop a consolidated business plan for the RCM <ul style="list-style-type: none"> <li>▪ Use lessons learnt from the UNDAF experience of contributing and committing resources for country level activities to establish a financing mechanism for joint activities to facilitate the development of the consolidated business plan for the RCM</li> </ul>	<b>Lead Cluster/Unit:</b> RCM Secretariat	May 2009
	3.3 Develop a monitoring and evaluation framework. <ul style="list-style-type: none"> <li>▪ A taskforce including experts in results-based approach should be constituted to fully develop a monitoring and evaluation system for the RCM</li> </ul>	<b>Lead Cluster/Unit:</b> RCM Secretariat  <b>Partners:</b> All thematic Clusters	May 2009
<b>R. 4 Strengthen efficiency and effectiveness of cluster system</b>	a. Establish a system of communication between clusters	<b>Lead Cluster/Unit:</b> RCM Secretariat	June 2009

Key Recommendation	Key Actions	Lead Cluster/Unit and partners	Timeframe
	<p>b. Establish a governance structure within which clusters should:</p> <ul style="list-style-type: none"> <li>▪ Have a Coordinator and a Co-Coordinator to improve performance</li> <li>▪ Have modalities of reporting, follow-up of decisions and commitments as well as joint assessments of their achievements</li> <li>▪ Prepare progress reports on their achievements based on agreed templates and measurable benchmarks of achievements, indicating major challenges, lessons learned and proposed solutions to improve future activities</li> </ul>	<b>Lead Cluster/Unit:</b> All thematic clusters and RCM Secretariat	June 2009
	<p>c. Review the terms of reference of the clusters, outlining in detail the role and responsibility of the cluster coordinator, co-coordinator and its members</p>	<b>Lead Cluster/Unit:</b> RCM Secretariat, Members of Thematic Clusters	June 2009
<b>R. 5 Establish subregional coordination of UN support to the RECs</b>	5.1 Actively involve the RECs in the establishment of the subregional coordinating mechanism	<b>Lead Cluster/Unit:</b> SROs <b>Partners:</b> RECs	April 2009
	5.2 Subregional coordination mechanism should create linkages with the existing mechanism of the Regional Directors Team (RDT) and be integrated into the RCM	<b>Lead Cluster/Unit:</b> SROs <b>Partners:</b> RECs, RDT	April 2009

Key Recommendation	Key Actions	Lead Cluster/Unit and partners	Timeframe
<b>R.6 Mobilize Resources and Enhance Capacity</b>	6.1 Prepare a draft resolution to be presented to the General Assembly for approval. The resolution should request for a mandate to fund the RCM Secretariat and the nine clusters to enhance their role in coordinating activities and implementing joint programming	<b>Lead Cluster/Unit:</b> ECA and OSAA  <b>Partners:</b> AU, African Ambassadors based in Addis Ababa and the African Group in New York	April 2009
	6.2 UNFPA is prepared to provide support in the form of secondment of staff or financial assistance	<b>Lead Cluster/Unit:</b> UNFPA and RCM Secretariat	Jan 2009
	6.3 Share the experience of OCHA in various areas particularly in financial mechanisms. Look into other ways of providing further support to the RCM Secretariat	<b>Lead Cluster/Unit:</b> OCHA and RCM Secretariat	March 2009

## Annex 2: Implementation of Recommendations (7<sup>th</sup>, 8<sup>th</sup> and 9<sup>th</sup> Meeting of the RCM)

Clusters	Created sub clusters as needed	Meetings Co-chaired by representative of AU/NEPAD Secretariat	Established governance structure	Number of meetings held	Developed business plans	Aligned programmes & resources with AU/NEPAD priorities	Implemented Joint programs	Mainstreamed cross-cutting issues; gender, culture, youth, capacity building, regional integration	Establishment of Steering Committee
INFRASTRUCTURE DEVELOPMENT	WATER					✓	✓		
	ENERGY					✓	✓		
	ICT					✓			
	TRANSPORT					✓			
GOVERNANCE		✓	✓	1					
SOCIAL AND HUMAN DEVELOPMENT	HEALTH AND HIV/AIDS, MALARIA, TB AND OTHER INFECTIOUS DISEASES			4					
	EDUCATION AND HUMAN RESOURCES	✓	✓	5	✓	✓	✓		
	GENDER, YOUTH AND DEVELOPMENT			2					
	SOCIAL WELFARE, PROTECTION AND HUMAN TRAFFICKING			1					
	LABOUR AND EMPLOYMENT								
SPORTS AND CULTURE									
ENVIRONMENT, POPULATION AND URBANIZATION			✓	3		✓	✓		
AGRICULTURE, FOOD SECURITY & RURAL DEVELOPMENT			✓	2		✓			
SCIENCE AND TECHNOLOGY				1		✓			
ADVOCACY AND COMMUNICATIONS			✓	2					
PEACE AND SECURITY	PEACE AND SECURITY ARCHITECTURE OF THE AU			3			✓		
	POST CONFLICT RECONSTRUCTION AND DEVELOPMENT	✓	✓	1	✓	✓	✓		
	HUMAN RIGHTS, JUSTICE, AND RECONCILIATION			1			✓		
				2					
INDUSTRY, TRADE AND MARKET ACCESS			✓	0	22	✓			