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**Strengthening the Coordination of UN Support to  
NEPAD: From Review to Action**

**An Issues Note**

## 1. INTRODUCTION

The severity and persistence of Africa's economic and social challenges have resulted in the intensification of international attention and a significant expansion of the activities of the UN in Africa in recent years. But the gravity and persistence of Africa's challenges and the response it has provoked requires the UN organizations working in Africa to reassess the way they do business in the region. With the growing number of agencies operating in Africa, enhanced coordination and collaboration becomes key to achieving greater effectiveness and increasing the impact of the organization's work in the region. It is, in this context, that the GA mandated the regional commissions to take leadership of and responsibility for UN coordination and cooperation at the regional level as part of its restructuring effort of the economic and social sectors of the UN system, initiated since 1977.

Over the past two decades the UN launched a succession of system-wide regional development agenda as well as thematic or sectoral programmes for the development of the continent. However, appraisals of these initiatives invariably pointed to the fact that although their goals and objectives were clearly spelt out, the UN system organizations were not always able to fully integrate them in their individual programmes of work. This state of affairs resulted in the lack of tangible impact of these initiatives on the ground.

With the launching of NEPAD in July 2001 by African leaders, the UN New Agenda for the Development of Africa in the 1990s (UN-NADAF) and its implementing arm the UN System-wide Special Initiative on Africa (UNSIDA) were ultimately brought to a close in 2002 and the GA adopted NEPAD as the framework within which the international community, including the UN system should concentrate its efforts for Africa's development. In December 2003, the GA requested the UN system to actively intensify its efforts in developing and implementing joint programmes in support of NEPAD at the regional level. The GA also requested the UN system to continue to provide assistance to the secretariat of NEPAD and to African countries in developing projects and programmes within the scope of the priorities of the Partnership. To this end, the UN system has developed a framework within which to operationalise support to NEPAD at the global, regional and country levels.

At the regional level, the annual Regional Consultations Meeting (RCM) of the United Nations organizations working in Africa, convened by ECA, is the mechanism for cooperation and coordination among the agencies of the UN system. The UN joint action through regional consultations is meant to enhance coherence, coordination and cooperation among its agencies, through increased joint activities and programmes. The aim is also to generate improved cooperation and coordination between UN agencies and African continental organizations such as the AU, the African Development Bank (AfDB) and the RECs.

The purpose of this Issues Note is to provide a basis for moving the agenda for coordinating UN support to NEPAD from debate, assessments and recommendations to tangible actions in order to achieve the UN Secretary General's reform agenda for improved coherence in the activities of UN agencies operating in Africa. The Issues Note highlights the findings of various reports and studies on improving regional support to the implementation of NEPAD, including 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). The Issues Note is organized around 5 key themes and policy issues crucial to strengthening the UN system support for the implementation of NEPAD. These are: strengthening regional coordination; fostering coordination and integration of UN activities at the sub regional level; improving UN relationships with continental and sub regional organizations; capacity and resource issues, and monitoring the effectiveness UN interventions in coordinating support to NEPAD. It is hoped that by the end of the consultation meeting, the participants will set out a consensus agenda for a sound and workable programme of action for implementing recommendations in order to strengthen UN support for the implementation of NEPAD in Africa within the context of broader African development priorities. .

## **2. OVERVIEW OF THE REGIONAL CONSULTATION MECHANISM AND PREVIOUS EVALUATIONS**

As part of efforts to improve the coherence of UN work in Africa, the General Assembly resolution 57/7 called upon the United Nations system organizations, within their respective mandates, to "align their activities in Africa with the priorities of the New Partnership" as well as "to organize the activities of the United Nations system around thematic clusters covering the priority areas of the New Partnership. The resolution further urged the strengthening of this process as a means of enhancing a coordinated response of the United Nations system in support of the New Partnership"

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 five clusters around these areas. By July 2004, the number of inter agency clusters had grown to seven covering a wide cross section of themes. The composition of the clusters by participating agencies, the cluster conveners and themes are given in annex 1.

The performance of the clusters, as well as that of the RCM as a whole, has been quite uneven. This has led to several reviews to assess the effectiveness of the UN system's support, as a whole, in advancing the objectives and priorities of NEPAD. Particularly worrisome has been the commonly held view that while the goals and objectives of coherence and coordination of the UN system are well articulated, as outlined earlier, the mechanisms for integrating their functions are at far less than optimum levels. The Sixth Annual Regional Consultations held in July 2004 devoted a substantial amount of time to exploring the effectiveness of UN support to NEPAD through the cluster arrangement. The meeting considered both the successes and shortcomings of the cluster approach. It endorsed the current thematic arrangement as a viable mechanism for collaboration and coordination of UN support to NEPAD. Particularly, the meeting saw the clusters as providing a vital platform for coordinating the work of the agencies and for identifying priority areas for possible joint

actions. The meeting proposed ways of improving the effectiveness and coordination of the cluster system, many of which have not been implemented.

At the request of ECA, the Joint Inspection Unit (JIU) examined the existing interagency arrangements for coordination among United Nations agencies working in Africa, with a view to identifying factors that inhibit effective coordination, and to propose measures to enhance the effectiveness and impact of the collaborative arrangements. In its review, the JIU covered a range of issues including the positioning and relationship of the UN system with the African intergovernmental machinery, the organisation of the work of the agencies in Africa, an assessment of the clusters and a review of the capacities of the UN, especially those of ECA as convener of the RCM. The findings of the JIU were summarised in the report JIU/REP/2005/8.

In 2006, the S-G's Advisory Panel on International Support to NEPAD assessed the broader international support to NEPAD under the theme "From commitments to results: moving forward NEPAD implementation", they included in their assessment a review of United Nations support to NEPAD. Their choice of theme and focus reflected the importance of undertaking policy measures to accelerate the implementation of NEPAD.

The Panel stressed that the United Nations system will remain an important pillar of international support to NEPAD. However, to ensure that it can be a credible and effective partner to NEPAD, the UN system must review and reinforce its modalities of work, including the framework for coordination and collaboration. In particular, the Panel's report concluded that it would be useful for the United Nations system to develop an integrated framework for supporting the African Union (AU) Commission, which incorporates support for the NEPAD programme. The essential issues raised by the Panel were: improving coordination of the United Nations system to better support NEPAD; enhancing collaboration between the entities of the United Nations system and the AU Commission, including the NEPAD programme; and strengthening the capacity of the United Nations system to improve support to NEPAD.

This issues note synthesises the key issues and concerns raised in the various reports and presents the recommendations made to address the issues. In so doing, the Issues Note addresses the overall recommendations of both the JIU and S-G's Panel that their proposals are discussed by this RCM. In addition to the issues and recommendations culled from the reports, where possible, the Issues Note raises a much wider range of fundamental issues. For example, the S-G has submitted the report on "Enhancing the Role of the Subregional Offices of the Economic Commission for Africa" to the 61<sup>st</sup> session of the GA. The report raises the important issue of sub regional level coordination and joint programming among the United Nations entities operating in Africa. While there are structures for addressing UN coherence and coordination at the regional and national levels, the sub regional level has the least developed arrangements, and is seen by many as the missing middle.

### **3. ADDRESSING THE KEY IMPEDIMENTS TO EFFECTIVE COORDINATION OF UN SUPPORT TO THE IMPLEMENTATION OF NEPAD**

From the previous section, it is clear that significant effort has been made in the past to identify and tackle the impediments to effective and coherent UN system wide support to the implementation of NEPAD. It is also clear that while a lot has been achieved, much remains

to be done to attain a desirable level of efficiency and effectiveness. As the UN agencies strategise for improving inter-agency collaboration and for increasing the effectiveness and impact of their activities in the region, they can learn from past experience and from the issues and recommendations contained in the reports upon which this Issues Note is based. From these reports, we can 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; capacity and resource issues, and monitoring the effectiveness of UN interventions in coordinating support to NEPAD.

### ***3.1 Strengthening regional coordination of UN support to NEPAD and the cluster system***

#### **3.1.1 Improving leadership and capacity for effective coordination**

One of the findings of the Joint Inspection Unit (JIU) report is that ECA needed to strengthen its ability and reinforce its capacity to exercise its leadership role in coordinating the work of the UN agencies in Africa. In this regard, the report found that the one official designated with the responsibility of ensuring effective collaboration and coordination among various entities of the UN system working in Africa was not enough. The JIU and other reports stress the need to reinforce ECA's capacity to improve its role in coordinating the work of UN agencies in Africa, as called for by ECOSOC in its resolution 1998/46. Critically, ECA needs to metamorphose from a mere convener of the Regional Consultations to a strategic coordinator.

According to the reports, the expanded role of a strategic coordinator needs to be exercised at several levels. The first relates to the coordination between ECA and the UN agencies working in Africa. While the clusters undertake much of the work, they require strategic support to strengthen their analytical capacity and the alignment of their work plans to NEPAD. The second aspect requiring strategic coordination is the reporting function by the organisations themselves. The reports show that some UN agencies have expressed concern about multiple reporting requests from ECA, OSAA, and CEB. This has largely resulted in copy and paste reports on individual agency activities undertaken in support of NEPAD, at the expense of rigorous and analytical reflections on the overall strategy of the UN system support to NEPAD. This shortcoming has the potential to limit the value of the S-G's reports to the GA, and invariably the strategic value of UN support to NEPAD.

#### **3.1.2 Enhancing the effectiveness of the cluster system**

At the sixth Regional Consultations meeting held in Addis Ababa in 2004 the UN agencies re-endorsed the cluster system as the best approach for coordinating UN system wide support to the implementation of NEPAD. While the model enjoys conceptual unanimity, scepticism continues to be expressed about its efficiency, effectiveness and validity. Some UN agencies view the cluster mechanism largely as a legacy of the UN Special Initiative Africa (UNSI), which has not been fully aligned with NEPAD needs and priorities.

Hence, the reports highlight several problems. The first is that the focus of the work and activities of most clusters is not completely clear. Some organizations focus their work on normative issues while others pitch it towards operational issues. The synergy between the two is not always obvious. Furthermore, the reports show that the involvement of the NEPAD

secretariat in the work of many clusters and sub-clusters is patchy due primarily to capacity constraints. Thus the desired demand-driven approach and ownership of outcomes of UN support to NEPAD is at times obscure.

The challenges identified by the S-G's report include weak coordination at the cluster level and funding limitations. Lack of adequate funding, according to the report, is a hindrance to the ability of several agencies to participate in cluster meetings. Likewise, the report states that funding limitations have reduced incentives for joint programmes and limited the capacity of agencies to provide more technical assistance and other operational support to NEPAD programmes.

### **3.1.3 Dealing with unpredictability of and inadequate representation at meetings**

Issues related to cluster meetings especially as they concern representation and predictability were also raised in the findings presented in the reports upon which this Issues Note is based. The key concerns are related to the lack of constancy of representation at the cluster meetings and the poor levels of continuity in respect of representation. This not only results in a slowing down of cluster activities but leads to a serious lack of follow-up actions with regard to decisions taken at the meetings. It further creates confusion in who should implement such decisions. Another concern is that "Absence of Heads of agencies has an adverse effect on the RCM. Key issues, which require their decisions, are often not properly addressed"

Concerns are also expressed on the agenda and infrequent schedule of meetings of both the regional consultations and those of the clusters. Although the decision was taken at the Sixth Regional Consultations Meeting to hold the Regional Consultations twice a year, back to back with the AU Summit, that decision has never been implemented. Similarly, the reports propose that each cluster needs to decide, in consultation with ECA and the main African institutions, the frequency of their meetings in order to provide constancy and predictability.

### **3.1.4 Managing the dispersion of activities in space and scope**

The work of the UN in Africa has increasingly become much more diversified both in geography and in scope. A number of UN organizations are now involved in regional, sub-regional and country level activities. The regional and subregional offices of these organisations naturally programme their activities within their organisational mission and mandates. However, there are often no effective links in the work of the organisations at the regional and sub regional levels, as well as to the African intergovernmental machinery.

NEPAD serves as the strategic framework for the work of the United Nations agencies in Africa, as it provides a common vision for concerted action and offers opportunities for greater levels of collaboration. However, according to the reports, despite working within a common NEPAD framework, the geographic dispersion of effort and focus of activities, makes it harder to coordinate activities as well as to plan and implement joint regional or sub-regional programmes and activities in a coherent and collaborative manner.

Notwithstanding, lessons learned from the RCM so far as presented in the reports indicate that commendably a small number of agencies have made progress in pooling their resources around selected joint projects and programmes that directly respond to the needs of NEPAD

and not to individual programmes of work of the agencies. To this end, the experiences of the water, infrastructure and environment sectors are cited as instructive. An important question therefore is: how can the UN agencies better manage the spatial and scalar dispersion of their activities to maximise effectiveness in providing support to NEPAD?

## Recommendations

The following recommendations were made in the reports to address the impediments to more effective regional coordination:

1. *ECA to move from a mere convener of regional consultations to a strategic coordinator*
2. *ECA to provide additional human resources to enable it to carry out its coordinating role as effectively and as efficiently as possible through the following:*
  - *Seconding of staff from other UN agencies and entities, including from Headquarters to help ECA meet its capacity needs*
  - *Adding 2 P-4 level staff member to strengthen ECA's special coordinating unit—one with the task and responsibility of acting as liaison between ECA and all the UN agencies working in Africa; the other acting as a liaison between ECA and all the African regional and subregional organizations including the AU Commission and the NEPAD Secretariat*
  - *Recruiting a P-5 to assume the tasks of an overall head of the special coordinating unit, supervising all the coordinating efforts between ECA and the representatives of all UN agencies, OSAA, ADB, AU Commission and NEPAD Secretariat*
3. *Further review of the cluster system with the aim of repositioning the UN system to better support Africa's development and Africa's regional and sub-regional institutions. The review should be part, as well as an outcome, of a strategic dialogue with the AU Commission, NEPAD and the RECs, which are the main beneficiaries of UN support. This would address the current view that, the work done by the clusters is modelled on agency exigencies rather than those of NEPAD. The urgency of undertaking the review, and report back to the Secretary, has been particularly stressed.*
4. *Improve interagency coordination especially at the cluster level through improved information sharing about on-going activities and agree on predictable schedules of meetings both for clusters and for the regional consultations*
5. *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. This will prevent duplication of effort among the UN agencies and strengthen ECA's role as a strategic coordinator of the activities of the agencies, as well as improve its relationship with them.*
6. *The S-G to request the Executive Heads of United Nations organisations to ensure that only officials responsible for coordinating activities attend the annual consultations meetings. The Executive Heads should further ensure that the conveners*

*of each cluster should, establish a clear and predictable schedule of meetings as well as provide a follow up mechanism for the implementation of decisions taken.*

- 7. The JIU report proposes that 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*
- 8. Actions to be undertaken for a clear and traceable alignment of programmes and resources with NEPAD priorities, as called for by the General Assembly. The UN system organizations should undertake deliberate measures to ensure that their support to NEPAD is mainly directed towards implementing some specific jointly planned programmes/projects based on the NEPAD action plan rather than undertaking to support country level isolated projects that may not be related to NEPAD.*
- 9. The S-G, in his capacity as Chairman of CEB, to request the executive heads of the UN organisations concerned to ensure that each cluster gives due focus on the joint UN regional and sub regional programmes to be decided in conjunction with the AU and NEPAD as well as African intergovernmental partners.*
- 10. The General Assembly to be requested to substantially increase material support for agreed joint programmes and that the CEB should provide a clear cut policy directive to ensure consistency and effectiveness of implementation of the recommendation. To this end, it has been suggested that 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.*

### **3.2 Fostering coordination and integration of UN activities at the sub regional level**

While the problem at the regional level borders on strengthening coordination and improving effectiveness and impact in support of the implementation of NEPAD, at the sub regional level the critical issue is the lack of a coherent framework for coordinating and integrating UN system-wide support to the implementation of NEPAD.

From the preceding sections, it is clear that there is a special and pressing need to look into the harmonization of efforts at the sub regional level. At the regional and country levels mechanisms exist for interagency dialogue, the former through the RCM and the latter through UNCTs. The sub regional level represents the missing middle and requires concerted efforts to establish structures for interagency collaboration. This would facilitate linkages between the three levels (regional, sub regional and national) of UN coordination and collaboration and help identify clearer roles for UN agencies, based on their comparative advantages.

The OIOS undertook an inspection of the functionality and administrative management of ECA's sub regional offices in 2005. The General Assembly endorsed the outcome of that investigation in December 2005. The key finding was that Subregional Offices (SROs) had a

crucial role to play as the operational arms of ECA at the sub regional level but that they were seriously under resourced to effectively play this role.

The S-G's report to the 61<sup>st</sup> session of the General Assembly outlines a comprehensive plan of action to strengthen the sub regional offices of ECA. The plan is based on the AU/NEPAD vision of Africa's regional integration at the sub regional level. This envisions the RECs as the foundation and building blocks of the African Economic Community. This vision calls for a stronger ECA presence at the sub regional level and stresses the need for SROs to take the lead in shaping ECA's work at the sub regional level. The S-G' report on SROs further calls for this lead role to translate into sectoral programmes that are based on the strategic development agenda of each specific sub region. It is, therefore, important to determine, in this RCM, the modalities for better integrating the work of UN agencies at the sub regional level and how the SROs can play this role. The key issue is how to effectively work with the RECs who are at the forefront of the implementation of NEPAD programmes.

## **Recommendations**

*To support the ongoing UN reforms, the S-G envisions the SROs “to play a lead role at the sub regional level in coordinating the programmes and activities of the United Nations agencies, thus bringing this perspective to the UNDG framework. This role should build synergy and cooperation at this level between the United Nations agencies while drawing upon the strong regional presence of ECA and its convening power. Such cooperation will entail efforts to enhance joint programming of work at the sub regional level and the possibility of a coordination framework similar to the United Nations Development Assistance Framework at the country level”.*

### **3.3 *Improving cooperation between the UN and AU, the NEPAD Secretariat and the Regional Economic Communities***

#### **3.3.1 *Enhancing the scope and quality of dialogue***

Yet another level requiring strategic coordination is the liaison between ECA and the African regional and sub-regional organizations including the AU and NEPAD secretariat, as well as the ADB. As outlined earlier, this needs dialogue to pull together the efforts of what is evidently a large field of role players. Both the AU Commission and the entities of the United Nations system understand the need for enhanced collaboration. Though the entities of the United Nations system remain deeply committed to supporting both the AU Commission and the NEPAD secretariat, the reports conclude that the lack of full integration of the latter into the AU Commission has created several problems.

This has, in the view of the reports, reduced the capacity of the United Nations system to provide coherent support to the AU Commission and NEPAD programmes, led to the organization of separate activities and funding for the AU Commission and the NEPAD secretariat, and resulted in developing separate arrangements for assisting both entities. For example, some individual agencies have simultaneously signed a memorandum of understanding with the AU Commission and a letter of understanding, or an analogous instrument, with the NEPAD secretariat.

ECA is required to engage relevant regional bodies, institutions and networks, in addition to the United Nations system, to ensure that specific issues, for which a coordinated regional approach is desirable, are addressed. The reports observe that while the relationship between ECA and the AU, the NEPAD's secretariat, the Regional Economic Communities (RECs), would need to be addressed within a broader context of UN partnerships with these bodies, ECA, as a leader of the Regional Consultations process in Africa, has a particular responsibility in managing its relationship with the AU and the NEPAD's secretariat.

### **3.3.2 Broadening partnership to make the RCM more effective**

An important task of the UN support to the implementation of NEPAD is to ensure improved cooperation and coordination not only among the United Nations agencies but also between the UN and African continental organizations including the African Union, African Development Bank and RECs. There is, therefore, according to the reports, a clear need for a more coherent approach and broader partnerships from the UN system as a whole, and from ECA in particular, towards the African regional bodies and institutions. This calls for a much broader strategic dialogue, and cooperation between the UN system, on one the hand, and the AU Commission, including the NEPAD secretariat, on the other.

Furthermore, the reports emphasise that there are several tiers of partnership. In addition to the intergovernmental community, there is need for strengthened partnerships among Governments, the private sector and civil society. The UN system, the reports conclude, could play a vital role in promoting such multi-stakeholder partnerships and in ensuring that the partnerships are well resourced with information relating to the UN support for NEPAD. Further the reports propose that the UN system could, for example, assist with the creation of electronic platforms, such as e-discussion nodes and websites, to enrich multi-stakeholder dialogue in the region.

This issue further speaks to the need to deepen communication and outreach. The reports highlight the need for a more strategic role in coordinating communications and outreach, which both need to be exercised at several levels of content for differentiated stakeholders. Communication and outreach efforts would have a three-fold objective: to enhance and maintain awareness and public interest in NEPAD in Africa and abroad; to mobilize all the stakeholder groups for action and participation in NEPAD activities; and to report on progress by the UN in the implementation of NEPAD.

### **3.3.3 Communicating more effectively with the NEPAD Secretariat**

From the reports several issues emerge with regard to relationships between the UN and the NEPAD Secretariat. First, the NEPAD secretariat has previously expressed concerns about the multiplicity of interlocutors from the UN system and the burden that this imposes on its limited capacity. Second, the multiplicity of interlocutors reduces the quality of dialogue between the UN system and the NEPAD Secretariat by fragmenting the efforts of the UN system. More importantly, there is a view within the NEPAD secretariat that the observed lack of follow-up to decisions taken both during the Annual Consultations and the cluster meetings diminishes the understanding of issues and involvement by stakeholders in NEPAD activities.

## Recommendations

1. *Both the S-G's Panel and the JIU stress that support for NEPAD would yield the desired results only if there is effective implementation of NEPAD programmes, strong regional consensus for such programmes and a clear definition of responsibility between the African Union (AU) Commission and the NEPAD secretariat in the formulation and implementation of programmes.*
2. *The reports also recommend the initiation of strategic dialogue between the UN system and the AU Commission through annual consultations to determine and follow up on the setting of a framework for an institutionalised cooperation between the UN system, including ECA on the one hand and on the other, the AU Commission, including the NEPAD Secretariat.*
3. *Another recommendation is that African leaders need to be encouraged to develop an appropriate and technically coherent framework to resolve the question of the crucial relationship between the AU Commission and the NEPAD secretariat. Any agreed arrangement between the AU and the NEPAD secretariat will require support for the strengthening of the institutional capacity of the AU Commission, while preserving the positive brand identity of NEPAD.*
4. *Furthermore, it is suggested that the S-G invites, on a regular basis, the AU and NEPAD Secretariat to the consultations meetings, with a view to deepening coordination and collaboration between the United Nations system and the African Union*
5. *Advocacy work for NEPAD should, according to the reports, be an important and broader task of African Governments, the AU Commission and the NEPAD secretariat, supported by other partners, including the UN. Advocacy is an integral component of the programme on UN support to NEPAD but communications within the UN itself and outside of it is patchy and uncoordinated. This needs to be improved.*
6. *Possible actions suggested are that the institutional architecture of the United Nations system in Africa should be reviewed with a view to avoiding duplication, cutting costs and more generally improving policy and operational coherence.*
7. *Given the centrality of Africa's ownership of NEPAD programmes a further suggestion is that the S-G ensures that all meetings convened within the cluster arrangement are co-chaired by representatives from the AU Commission or NEPAD secretariat and that follow up mechanism are identified for implementing decisions taken at meetings.*

### ***3.4 Mobilizing resources and enhancing capacities to implement recommendations***

Shifting ECA's focus from a mere convener of regional consultations to a strategic coordinator and indeed implementing the various recommendations contained in the various reports requires additional resources. According to the JIU report, undertaking the tasks and measures it recommends for improving the effectiveness and efficiency of the current cluster arrangement will require adequate resources for ECA to do the following:

- Participate in all cluster meetings
- Coordinate activities at the sub regional level
- Strengthen its monitoring and analytical capacity for the cluster work and activities and to monitor the operational effectiveness of clusters
- Serve as interlocutor between the UN and the African organizations including the NEPAD Secretariat
- Coordinate and consolidate reports in order to minimize the problem of multiple reporting
- Hold and coordinate regional consultations meetings more than once a year as recommended
- Provide a follow-up mechanism for effective implementation of the decisions taken thereon

Furthermore, the reports acknowledge that while the entities of the United Nations system have made an important contribution to capacity-building in Africa, they also need to strengthen their capacity to improve the delivery of support activities, improve coordination among themselves and enhance collaboration with the AU Commission, as well as with national Governments. Capacities are substantially dependent on increased levels of resources, obtained either from regular budgets or from extra budgetary sources. It is then crucial to determine how to build or enhance existing capacity and mobilise the resources needed to implement the recommended reforms.

## **Recommendations**

1. *Clearly therefore, as the reports reiterate, for ECA to fully and efficiently discharge strategic coordinating role, additional human and financial resources are required. It has been suggested that this could be achieved through secondment of personnel from other UN agencies and entities, including UN Headquarters.*
2. *It is also recommended that ECA make additional resources available to the special coordinating unit to enable it to fully perform its new role of strategic coordinator.*

### ***3.5 Monitoring the effectiveness and impact of interventions***

The report of the S-Gs Panel emphasises the need to strengthen the monitoring process. To this end, it stresses the importance of paying attention to the monitoring of outcomes, in addition to policy or programme inputs and processes. Outcome-oriented monitoring additionally assesses the effectiveness and efficiency of programme interventions in creating developmental impact. In the context of NEPAD, this includes the monitoring of commitments and their delivery, in order to establish what practical difference they make on development outcomes, as envisaged by NEPAD.

The availability of data is central to an effective monitoring system. However, improving the monitoring process not only requires reliable data but a viable mechanism or framework, which integrates results from several sources. Concerns have been repeatedly raised, that the results of coordination of UN activities in support of NEPAD, including the outcomes of the work of the clusters, are not being monitored and that this has made it difficult to assess the impact created on the ground. The UN is an ardent practitioner of results based budgeting (RBB). Such a framework could usefully be applied to monitor the coordination of UN support in the implementation of NEPAD.

## Recommendations

1. *It is suggested in the S-G's Panel report that the activities of the clusters and the RCM be monitored. Fundamentally, such monitoring of results and impact needs to be results oriented with clear and measurable indicators of expected development performance outcomes, agreed target dates and clearly defined benchmarks. To this end, indicators should provide a meaningful way to determine progress being made on both the short and long term goals of UN support to NEPAD.*
2. *To monitor and coordinate the economic cooperation activities of emerging donor countries, the report further suggests that the Office of the Special Advisor on Africa, as the focal point for NEPAD support at the UN Headquarters, should establish appropriate contacts with such countries to define the best means to monitoring and reporting to the General Assembly.*

## 4.0 CONCLUSIONS

This Issues Note outlines critical issues and actions open to UN agency representatives and African organizations for improving support to the implementation of NEPAD, and accelerating sustainable socio-economic development in Africa. In order to move forward and support the acceleration of the implementation of NEPAD, the UN system must now move from issues identification and making recommendations to implementing these recommendations. This requires commitment from all. It requires specific, concrete and measurable steps and actions as well as timelines for implementation alongside required resources and agencies. It also requires measuring progress and impact made in implementing the recommendations.

Therefore, a key issue in order to strengthen the coordination of UN support to the implementation of NEPAD is to establish the modalities for implementation—i.e. who is going to do what, when and how. The following are some expected outcomes of the 7<sup>th</sup> RCM:

- A better understanding of what the AU and NEPD Secretariat expects from the UN in support of NEPAD
- An action plan for implementing recommendations, including timelines for following-up implementation.

- Commitment from the organizations to be more seriously engaged and more involved in the cluster activities
- Commitment from the cluster conveners to exercise more leadership in the clusters and in implementing existing recommendations, including more predictable and regular meetings as well as follow-up to implement the decision of the meeting
- Increased information sharing particularly through e-platforms such as the e discussion lists and the NEAPD website, which have both reached advanced stages of development.
- Agreement for a thorough review of the cluster system within the next six months
- A better understanding of the challenges of coordinating and integrating UN support to NEPAD at the sub regional level and the role the SROs can play in such coordination
- Agreement to develop the modalities for implementing joint programmes.
- A commitment to improving capacities for strategic coordination of UN support to NEPAD including the provision of adequate human and financial resources
- A commitment to developing a framework for evaluating the results and impact of coordinating UN support to NEPAD

REGIONAL CONSULTATIONS  
LIST OF PARTICIPATING AGENCIES AND INSTITUTIONS BY CLUSTER

INFRASTRUCTURE DEVELOPMENT: WATER AND SANITATION, ENERGY, TRANSPORT AND ICTS

CONVENER: ECA

CLUSTER PARTICIPANTS: ADB, FAO, IAEA, IMO, ITU, UNCTAD, UNDP, ECA, UNEP, UNESCO, UNICEF, UN-HABITAT, UPU, WHO/WAC (WHO OFFICE AT THE AU AND ECA), WIPO, AND WMO

GOVERNANCE, PEACE AND SECURITY CLUSTER

CONVENER: UNDP

CLUSTER PARTICIPANTS: ADB, AU, DPA, DPKO, IMF, NEPAD, OCHA, OSAA, UNDESA, UNDP, ECA, UNFPA, UNHCR, UNICEF, UNOHCHR, THE WORLD BANK, AND WFP

ENVIRONMENT, POPULATION AND URBANIZATION CLUSTER

CONVENER: UN-HABITAT

CLUSTER PARTICIPANTS: IMO, NEPAD, ECA, UNEP, UNESCO, UNFPA, UN-HABITAT, AND WMO

HUMAN RESOURCES DEVELOPMENT, EMPLOYMENT AND HIV / AIDS CLUSTER

CONVENER: UNICEF

CLUSTER PARTICIPANTS: FAO, IAEA, ILO, IOM, UNDP, ECA, UNESCO, UNHCR, UNAIDS, UNICEF, UNIDO, NEPAD, WFP, WHO/WAC, AND WIPO

AGRICULTURE, TRADE AND MARKET ACCESS CLUSTER

CONVENER: FAO

CLUSTER PARTICIPANTS: FAO, IAEA, UNCT AD, UNDP, UNESCO, UNIDO, UNHCR, WFP, WIPO, THE WORLD BANK, AND WTO , IFAD, NEPAD, ADB, ECA

SCIENCE AND TECHNOLOGY CLUSTER :

CONVENER: UNESCO, VICE CONVENER: ECA

CLUSTER PARTICIPANTS: UNESCO, ECA, WIPO, UNIDO, F AO, OSAA, UNEP, WORLD BANK, CGIAR, UNDP, UNU/INTECH, WHO

ADVOCACY AND COMMUNICATIONS CLUSTER

CONVENER: OSAA

CLUSTER PARTICIPANTS: UNEP, UNON, UNHABITAT, WB, NEPAD, UNAIDS, UNHCR, UNESCO, ITU, UNDP, UNICEF, OSAA, DPI, ECA