UNDP Regional Programme Document for Africa (2008-2011)

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I. Situation analysis

1. Africa’s social and economic situation has improved significantly in recent years as a result of the renewed commitment of its leaders to collectively address the continent’s development challenges, and the commitment of its development partners to scale up aid. Many of the conflicts affecting the West and Central Africa sub-regions, notably the Great Lakes Region, Liberia and Sierra Leone, have been largely contained and several African countries have sustained improvements in economic growth. Real GDP grew progressively from less than 3.0% in 1999 to about 6.0% in 2006, with both oil and non-oil producing countries contributing to the positive growth trends. Furthermore, there has been marked progress towards MDG-based planning in response to the commitment made at the 2005 World Summit.

2. Significant strides have also been made towards democratic governance and protection of human rights. Electoral processes are taking root, despite some recent setbacks and short-comings, and civil society and the media are increasingly participating in public accountability processes and human rights advocacy. At regional level, the African Union (AU) is retooling itself to address problems of conflict and political instability more effectively, and to accelerate economic integration. For their part, the regional economic communities (RECs), such as COMESA, ECCAS, ECOWAS, and SADC, have become much more proactive in promoting regional integration, while the New Partnership for Africa’s Development (NEPAD) serves as the economic strategy of the AU, and the African Peer Review Mechanism (APRM) as the mechanism for benchmarking progress on democratic governance.

3. Despite these efforts, Africa still faces considerable development challenges. Economic growth has yet to impact meaningfully on poverty reduction, decent employment, private sector expansion, the reduction of gender disparities and the bridging of widening social inequalities. The proportion of the population living below the poverty line has increased from 44% in 2000 to 47% presently. According to UNDP’s 2006 Human Development Report (HDR), Sub-Saharan Africa’s average Human Development Index (HDI) stood at 0.472 in 2004 compared to 0.679 for developing countries as a whole. The continent’s development challenges are compounded by heavy disease burden, notably the HIV/AIDS pandemic, malaria and tuberculosis, which pose significant threats to human capital development and the attainment of the MDGs.

4. Progress in democratic governance, although laudable, has been uneven and peace and conflict resolution in several sub-regions remain fragile and tenuous. Serious challenges remain with respect to deepening democracy beyond elections, strengthening economic governance and the state of law, and fostering a state that effectively delivers services and promotes pro-poor growth and accountability. Another pervasive problem requiring urgent attention is the serious capacity deficiencies of both state and non-state actors as reflected in systemic, institutional and human resource capacity weaknesses, as well as in weak accountability and transparency mechanisms. These weaknesses affect not only parliaments and other state, non-state and civil society actors involved in scrutinizing public sector performance, but also state structures charged with managing aid. It is thus critically important to strengthen capacity to better manage increased ODA flows and revenues from commodities, notably oil, and to channel an increased proportion of such resources into basic service delivery, especially for the poor. This is a key rationale behind UNDP’s introduction in 2006 of a refocused strategy to promote capacity development for pro-poor growth and accountability as the programming lens for its interventions in the Africa region.

5. Energy access and security constitutes another serious constraint to Africa’s efforts to attain sustainable and inclusive growth. Despite the continent’s vast energy resources, its levels of energy access lag far behind the rest of the world. More than 600 million Africans still rely on traditional biomass as their main source of energy and more than 500 million have no access to electricity, with connection rates as low as 2.3% in many rural areas. In addition, energy supply has been hampered by high oil prices and inefficient utilities and end-uses. Cross-border collaboration in energy trade is also weak in the region. Thus, additional efforts are needed, in some sub-regions, to harness the benefits accruing from regional energy policy frameworks and coordination mechanisms, such as gas and power pools and the integration of regional energy markets.

6. In addition to chronic droughts, desertification and deforestation, Africa requires concrete measures to effectively respond to the adverse impacts of climate change, particularly on agricultural production, water supply, health, infrastructure, ecosystem management, and energy. Similarly, strengthened cross-border energy co-operation will enable access to low carbon energy-efficient technologies and renewable options, thus creating an opportunity for Africa to benefit from emerging carbon markets, and strengthen its global competitiveness.

7. On the international cooperation scene, it is worth noting that that while considerable efforts have been made by international partners to scale up aid and to promote international trade in Africa, the region is yet to harness the
benefits of global trade, international capital flows, and advances in science and technology, for sustainable poverty reduction. With a share of world trade that is presently less than 2%, down from 5% two decades ago, Africa needs enhanced capacity to become a partner, rather than a victim of globalization. The region also needs to be sufficiently ready to meet the challenges and harness the opportunities offered by the shift in international trade and development cooperation that has resulted in a steady increase in the number of influential partners from both the North and the South.

II. Past Cooperation Results and Lessons Learnt

8. UNDP’s support to Africa at the regional level during the preceding programming cycle was extended through the Second Regional Cooperation Framework (RCF II), which covered 2002–2007. The four priority areas selected for RCF II were: (i) strengthening democratic and participatory governance; (ii) making globalization work for Africa; (iii) preventing conflicts, building peace and managing disasters; and (iv) reducing the impact of HIV/AIDS on human development. Gender and sustainable environment and energy were covered as cross-cutting areas.

9. The independent evaluation concluded that the focus areas of RCF II had been relevant and aligned with the development priorities and needs of the continent. It also noted that RCF II had strengthened the continental efforts of the African Union and had addressed problems with transboundary implications, in which joint action and greater regional integration and cooperation had added significant value. The regional programme’s contribution had been pivotal to the successful launch and initial capacity development efforts of the continental initiatives of the AU. Similarly, the contribution of RCF II to capacity development for trade negotiations has been instrumental in strengthening the capacities of African countries for effective participation in global, regional and bilateral trade negotiations. The evaluation also noted the positive policy and advocacy impacts that RCF II initiatives had had, particularly in the areas of human development and capacity building for MDG-based planning. However, the RCF evaluation also found that the integration of cross-cutting themes such as gender equality and the environment had been, at best, modest. It further concluded that capacity development in many cases had not been based upon rigorous assessments and explicit exit strategies, and had thus resulted in the long-term dependency of many institutions on continued UNDP assistance. The need for fewer and more focused interventions as well as stronger monitoring and evaluation emerged as critical for subsequent regional programmes.

10. In line with the lessons learnt from RCF II, the third Regional Programme for Africa will, among other things: a) maximize African ownership of the Regional Programme through continuous alignment with Africa’s development needs and priorities and more systematic use of the Regional Programme Advisory Board; b) limit its focus to four clearly defined programme areas and fewer outputs; c) concentrate Regional Programme resources on capacity development interventions, underpinned by rigorous capacity assessments and clearly thought-out exit strategies; d) strengthen regional and pan-African institutions; e) improve coherence and synergy between regional and country programmes and projects; f) ensure better integration of gender equality and environmental concerns; and g) adopt stronger financial management systems and more robust results-based management, monitoring and evaluation.

III. Proposed Programme

A. Guiding Principles

11. The 2008-2011 Third Regional Programme for Africa (RCF III) seeks to respond to Africa’s current and emerging development priorities and challenges in a dynamic manner, with the overarching purpose of developing local capacities across the four focus areas outlined below. While being fully aligned with Africa’s development priorities, RCF III will be guided by the development effectiveness principles set out in UNDP’s 2008-2011 corporate strategic framework. In addition to being addressed as an underpinning principle for all interventions, gender equality will also be targeted as a specific goal, focusing on the enhancement of women’s economic and political empowerment. Given the serious capacity constraints facing the continent, the regional programme will not only design all of its policy and programmatic interventions from a capacity development perspective, but will also promote targeted institutional and human capital reinforcement programmes in critical areas of the economy.

12. The identification and design of interventions under the programme will be further guided by: a) the maximization of the benefits of public regional goods through regional and sub-regional interventions; b) the promotion of African ownership and leadership of the continent’s development agenda; c) the reinforcement of partnerships with regional institutions; d) UN system-wide coordination for coherence and complementarity; e) knowledge management and sharing through policy research, advocacy and the partnerships with African centers of excellence; f) the flexibility to review programme interventions in line with emerging African priorities; g) the
utilization of UNDP’s capacity assessment and diagnostic tools, in combination with enhanced monitoring and evaluation; h) the systematic integration of well thought-out exit strategies into the formulation of all programmes and projects to ensure sustainability and the effective transfer of activities to African institutions.

B. Programme Focus Areas

13. Anchored upon the overarching goal of capacity development and guided by the aforementioned principles, the Third Regional Programme aims to respond to Africa’s development challenges from a regional perspective by focusing on four broad areas: a) Poverty reduction and the achievement of the MDGs; b) Consolidating democratic and participatory governance; c) Conflict prevention, peace building and recovery; and d) Energy, Environment and Sustainable development.

(i) Poverty reduction and achievement of the MDGs

14. The interventions under this focus area will seek to strengthen efforts for pro-poor growth, decent employment creation, reduction of inequalities and acceleration of progress towards the MDGs. The Regional Programme will build upon and expand the on-going RBA regional support programmes for capacity development for MDG-based planning strategies and pro-poor economic policies. With regard to accelerating progress towards the MDGs, the Programme will focus on: a) formulating and implementing regional and national strategies for higher levels of pro-poor growth; b) accelerating the pace of progress towards the attainment of the MDGs in Africa, including supporting MDGs needs assessments, costing and investment planning and strengthening national capacities to deliver services; as well as (c) mobilizing additional resources in support of the MDGs.

15. The broad MDG-based planning processes will be reinforced by: a) initiatives to strengthen capacities for analyzing and formulating pro-poor economic policies; b) public expenditure review exercises to tilt expenditures towards poverty reducing infrastructure investments and transfers; c) facilitation of inclusive financial policies, institutional development and maximal utilization of the potentials of microfinance; d) promotion of productive, decent, and gender-sensitive employment strategies, particularly within the framework of the partnership with ILO and UNIDO; and e) initiatives to address the development impacts of pandemics and other diseases, in particular HIV/AIDS, malaria and tuberculosis.

16. Reducing gender inequalities and promoting women’s economic empowerment will be reinforced through: a) facilitating the increased participation of women in all spheres of decision-making, particularly in parliament; b) facilitating women’s increased access to credit for entrepreneurship, c) strengthening policy dialogue for lowering legal and fiscal barriers to market entry for women entrepreneurs; d) enhancing the capacity of women entrepreneurs to effectively participate in regional and global markets; and e) facilitating knowledge sharing for entrepreneurship development on the continent and across regions.

17. Inclusive trade and regional integration will continue to be supported through strengthening the capacities of African countries to effectively participate in global trade, regional and bilateral trade negotiations, and linking trade policies to poverty reduction. Private sector development and service delivery, on the other hand, will be supported through concrete initiatives aimed at developing conducive and inclusive policies, an enabling regulatory environment for private sector growth, and capacities for private sector and civil society participation in development.

(ii) Consolidating democratic and participatory governance

18. Interventions in this area will focus on the consolidation of democratic and participatory governance, including through support to the implementation of the African Charter on Democracy, Elections and Governance. The focus will be on: a) strengthening equal participation by men and women in political and economic governance processes, and public sector efficiency and responsiveness; b) supporting regional integration efforts; and c) promoting governance knowledge codification and sharing to improve inter-country learning. The interventions will seek to strengthen democratic governance institutions and processes, enhance political participation and the effective management of elections, strengthen service delivery, and promote the sound management of Africa’s resources through more effective mechanisms of transparency and accountability. They will also contribute towards enhancing capacities for regional integration, while enabling effective implementation of African governance initiatives.

(iii) Conflict prevention, peace building and recovery

19. While building on its earlier support to Africa's conflict prevention, peace building and recovery efforts, UNDP will work closely with the AU and the RECs, as well as in synergy with other UN Agencies and Advisory
Subsidiary Bodies such as the Peacebuilding Commission to: a) support regional mechanisms for crisis prevention and b) promote effective regional recovery and peace consolidation. These interventions will be designed to build more effective regional and sub-regional institutions for crisis prevention and fostering greater responsiveness to, and sustainable recovery from crisis, paying special attention to alleviating the more debilitating impact of crisis on women and children. In addition, security will be enhanced through effective regional control of illicit small arms and light weapons (SALW), and the development of effective sub-regional mechanisms for disaster preparedness and response. Most importantly, the interventions under this focus area will lead to the implementation of sub-regional frameworks for the socio-economic recovery of fragile states. Efforts will also be made to ensure synergy among the components of the continental security architecture linking the AU Peace and Security Council and the Regional Peace and Security Arrangements to the Regional Economic groupings such as ECCAS, ECOWAS, SADC and IGAD.

(iv) Energy, environment and sustainable development

20. To address the complex challenge of energy access and sustainable environmental management, the regional programme will work with RECs to: a) accelerate implementation of sub-regional energy policies (ECOWAS, EAC) and support formulation for other sub-regions; b) Scale up delivery of energy services and adaptation of technologies such as multi-functional platforms and promote innovative and gender-sensitive local energy solutions; c) create a favourable investment climate in the energy sector; and d) complement capacity development initiatives for regional energy trade arrangements. Regarding climate change, the Regional Programme will aim to: a) help countries minimize risks by developing guidelines on rational and equitable land use, management and tenure systems; b) strengthen adaptive capacities for managing shared river basins and forests; and c) facilitate Africa’s participation in the Clean Development Mechanism (CDM), including technology transfer through South-South cooperation.

IV. Programme Management, Monitoring and Evaluation

21. Regional programme management, monitoring and evaluation will be guided by UNDP’s programming arrangements and guidelines. RBA will accordingly implement an evaluation plan (see annex), and formulate a detailed implementation strategy, that will include a mid-term review of the Regional Programme. The RBA Director will exercise overall oversight and accountability for the implementation of the Programme, assisted by the three Deputy Regional Directors, in line with RBA’s organizational structure and UNDP’s regionalization process.

22. A more dynamic Advisory Board for the Regional Programme, consisting of representatives of African Governments, opinion leaders, development partners, other UN and non-UN development agencies, and at least three Resident Representatives, will provide RBA with strategic direction for the implementation of the Regional Programme. The Advisory Board, will, in addition to providing strategic guidance, reinforce oversight and accountability mechanisms, as well as ensure that supporting programmes and projects remain responsive to Africa’s development priorities and emerging challenges.

23. There will be greater emphasis on close working relationships with other UN system agencies and with Advisory Subsidiary Bodies such as the UN Peacebuilding Commission, with systematic efforts being made to build synergies with both the ExCom and Non-ExCom UN agencies and development partners. The focus of these relationships will be on strengthening results-based management, programme implementation, knowledge building and networking, as well as ensuring a more effective delivery of regional public goods and services. The recent Compacts signed between UNDP and the Economic Commission for Africa and ILO respectively will be particularly reinforced in this regard.

24. A portion of the core Regional Programme resources will be allocated to the funding of programme development and monitoring, as well as the cost of pilot projects and/or emerging regional initiatives, that are intended to ensure greater flexibility and responsiveness to Africa’s emerging needs. Specifically, between 5% and 10% of the costs of projects and programmes will be earmarked for monitoring, evaluation and communication of results.

25. The core resource expenditures for the Regional Programme are expected to be approximately US $20 million per year, for a total of US $80 million over four years, subject to finalization of the 2008 – 2011 programme arrangements. In view of financial constraints on core resources, efforts will be made to raise non-core funding, with a specific resource mobilization strategy formulated and implemented for each focus area.
Annex: Results and resources framework for the Regional Programme for Africa (2008-2011)

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<th>Focus Area 1: Poverty reduction and achievement of MDGs</th>
<th>Programme Results/Outcomes</th>
<th>Output indicators</th>
<th>Partners</th>
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<td>Focus Area 2: Consolidating democratic and participatory governance</td>
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<td>Programmes</td>
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<tr>
<td>Focus Area 1: Poverty reduction and achievement of MDGs</td>
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<td>Focus Area 2: Consolidating democratic and participatory governance</td>
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### Focus Area 3: Conflict prevention, peace building and economic recovery

<table>
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<tr>
<th>Key Result Area</th>
<th>Programme Results/Outcomes</th>
<th>Programme Outputs</th>
<th>Output indicators</th>
<th>Partners</th>
<th>Indicator Resou</th>
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<tr>
<td>Accelerated pace of regional and sub-regional integration in the region.</td>
<td>1) More effective regional institutions</td>
<td>1) Increased capacity of AU and RECs for implementing their strategic plans and programs; 2) Greater popular awareness of the mission, vision, strategic plans and activities of the AU and RECs promoted.</td>
<td>Indicator: 1) Capacities of AU and RECs to formulate and implement regional and sub-regional integration strategies and plans; 2) Increase in the media coverage of AU and RECs activities in promoting democratic and human right-based governance; 3) Increase popular awareness to sub-regional and regional communities as advocated by the AU and RECs.</td>
<td>AU, RECs, NEPAD, ECA, APRM, AfDB, Governments, CSOs, donors</td>
<td>6m Others</td>
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<tr>
<td></td>
<td>2) Human security enhanced; 2) Greater responsiveness to and sustainable recovery from crisis; 2) Disaster recovery mechanisms strengthened</td>
<td>1) Increased capacity and knowledge of AU and RECs for managing recovery from crisis; Output 2 Sub regional frameworks for socio-economic recovery of fragile states developed.</td>
<td>Indicator: 1) Training programs of the AU, REC's and other institutions on crisis prevention and recovery elaborated and implemented; 2) Framework and contingency plans for sub-regional responses to crisis and sustained recovery developed and adopted; 3) ECOWAS and SADC’s SALW conventions come into force and implemented.</td>
<td>AU, RECs, ECA, CSOs, UNVs, World Bank and AfDB</td>
<td>5m Others</td>
</tr>
<tr>
<td>Effective governance and management of common regional affairs.</td>
<td>1) Better understanding, codifying and sharing best African practices in governance.</td>
<td>1) Capacities of African governance institutions, networks and think-tanks strengthened; 2) Knowledge of governance identified, codified and shared; 3) Democratic governance assessment tools (APRM) developed and/or modified.</td>
<td>Indicator: 1) Extent of coordination and cooperation among governance related African institutions, networks and think-tanks, sub regionally and on the continent.</td>
<td>AU, RECs, ECA, AfDB, Gows, CSOs, donors, African governance think tanks</td>
<td>4m Others</td>
</tr>
<tr>
<td>Effective governance and management of common regional affairs.</td>
<td>1) More effective regional institutions for conflict prevention.</td>
<td>1) Improved capacities of AU and RECs to elaborate regional frameworks for economic governance and to monitor and evaluate the performance of service delivery</td>
<td>Indicator: 1) Effectiveness and quality of electoral processes; 2) Capacities of AU and RECs to elaborate regional frameworks for economic governance and shared resources.</td>
<td>Governments, the private sector, Coos, the media, AU, ECA, FAD, RECs, donors</td>
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### Focus Area 4: Energy, Environment and Sustainable Development

<table>
<thead>
<tr>
<th>Key Result Area</th>
<th>Programme Results/Outcomes</th>
<th>Programme Outputs</th>
<th>Output indicators</th>
<th>Partners</th>
<th>Indicator Resou</th>
</tr>
</thead>
<tbody>
<tr>
<td>Mainstreaming, energy and climate change.</td>
<td>1) Enhanced capacities of regional and sub regional institutions to deliver both environmental and energy services; 2) Participation of African governments in environmental finance.</td>
<td>1) Scaled up delivery of energy services &amp; adaptation of technologies such as multi-functional platforms and innovative local energy solutions; 2) Regional mechanisms for managing shared environmental resources including policy instruments &amp; guidelines for land use and tenure options disseminated; 3) Capacities of relevant government and private sector industries to participate in CDM developed.</td>
<td>Indicator: 1) # of countries with energy programs financed for implementation; 2) # of pilot climate change adaptation programs launched in Africa; 3) # of countries with CDM projects under development; 4) # of countries with CDM projects implemented.</td>
<td>Governments, CSOs, private sector, UNEP, UNIDO, UNVs and other UN agencies, AU, RECs, AfDB, WB, EC, bilateral donors.</td>
<td>16m Others</td>
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<tr>
<th>Evaluation Title</th>
<th>Partners (joint evaluation)</th>
<th>UNDP Key Result Area</th>
<th>Regional Programme Outcome</th>
<th>Evaluation Completion Date</th>
<th>Key Evaluation Stakeholders</th>
<th>Resources for Evaluation and Sources of Funding</th>
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<th>Evaluation Status</th>
<th>Reports uploaded in ERC? (Y/N)</th>
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<td>Mid - 2010</td>
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<td>1.1</td>
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Note: As mentioned in Para 24, 10% of the costs of projects and programmes will be earmarked for monitoring and evaluation.
Acronyms and abbreviations

AfDB  African Development Bank
APRM  African Peer Review Mechanism
ARVs  Antiretrovirals
AU    African Union
CCF   Country Cooperation Framework
CDM   Clean Development Mechanism
CD-PGA Capacity Development for Pro-Growth and Accountability
COMESA Common Market for Eastern and Southern Africa
CSOs  Civil Society Organizations
EAC   East African Community
EC    European Commission
ECA   Economic Commission for Africa
ECCAS Economic Community of Central African States
ECOWAS Economic Community of West African States
GEF   Global Environment Facility
IGAD  Intergovernmental Authority on Development
ILO   International Labour Organization
IP    Intellectual Property
MDGs  Millennium Development Goals
M&E  Monitoring and Evaluation
MYFF  Multi-year Funding Framework
NEPAD New Partnership for Africa’s Development
OAU   Organization of African Unity
ODA   Overseas Development Aid
PPPs  Public Private Partnerships
PRSPs Poverty Reduction Strategy Papers
RBA   Regional Bureau for Africa
RCF   Regional Cooperation Framework
RECs  Regional Economic Commissions
RHHDR Regional Human Development Report
RP    Regional Programme
RSCs  Regional Service Centres
SADC  Southern African Development Community
SALW  Small Arms and Light Weapons
SMSEs Small and Medium - Scale Enterprises
TICAD Tokyo International Conference on African Development
TRIPS Trade Related Aspects of Intellectual Property Rights
UNAIDS The Joint United Nations Programme on HIV/AIDS
UNDAF UN Development Assistance Framework
UNEP  United Nations Environment Programme
UNIDO United Nations Industrial Development Organization
WB    World Bank