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Delivering as One for Africa:

The Regional Consultation
Mechanism (RCM) of
UN Agencies and
Organizations





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List of Acronyms/Abbreviations

AAPAM	African Association for Public Administration and Management
AfDB	African Development Bank
AFREC	African Energy Commission
APRM	African Peer Review Mechanism
ARSO	African Organization for Standardization
AU	African Union
AUC	African Union Commission
AUC/HRST	AUC Department on Human Resources, Science and Technology
CAADP	Comprehensive African Agriculture Development Programme
CEN-SAD	Community of Sahel-Saharan States
CGIAR	Consultative Group on International Agricultural Research
COMESA	Common Market of Eastern and Southern Africa
CSD	UN Committee on Sustainable Development
CSO	Civil Society Organization
DPA	Department of Political Affairs
DPADM	United Nations Division for Public Administration and Development Management
DPI	United Nations Department of Public Information
DPKO	United Nations Department of Peace-Keeping Operations
DRC	Democratic Republic of Congo
EAC	East African Community
EASSy	East African Submarine System (fibre optic cable)
ECA	United Nations Economic Commission for Africa
ECCAS	Economic Community of Central African States
ECOSOC	United Nations Economic and Social Council
ECOWAS	Economic Community of West African States
EWS	Early Warning System
FAO	Food and Agriculture Organization of the United Nations
GEF	Global Environment Facility
HIV/AIDS	Human Immunodeficiency Virus/Acquired Immunodeficiency Syndrome
HRD	Human Resource Development
HSGIC	Heads of State and Government Implementing Committee
IAEA	International Atomic Energy Authority
ICF	Investment Climate Facility
ICPD	International Conference on Population and Development
ICT	Information and Communication Technology

IFAD	International Fund for Agricultural Development
IGAD	Inter-Governmental Authority on Development
ILO	International Labour Organization
IMF	International Monetary Fund
IMO	International Maritime Organization
IOM	International Organization for Migration
ITC	International Trade Centre
ITMA	Industry, Trade and Market Access
ITU	International Telecommunications Union
IWRM	Integrated Water Resource Management
JIU	Joint Inspection Unit
M&E	Monitoring and Evaluation
MDG	Millennium Development Goal
MOU	Memorandum of Understanding
NAI	New African Initiative
NEPAD	New Partnership for Africa's Development
NEPAD/OST	NEPAD Office for Science and Technology
NGO	Non-Governmental Organization
OAU	Organization of African Unity
OCHA	Office for the Coordination of Humanitarian Affairs
OCHCR	United Nations Office of the High Commissioner for Human Rights
OSAA	Office of the Special Advisor on Africa
PBSO	Peace-Building Support Office
PCRD	Post-Conflict Reconstruction and Development
PRSP	Poverty Reduction Strategy Programme
RCM	Regional Consultations Meeting
REC	Regional Economic Community
SADC	Southern African Development Community
SSATP	Sub-Saharan African Transport Policy Programme
STAP	Short-Term Action Plan
UEMOA	West African Economic and Monetary Union
UMA	Arab Maghreb Union (l'Union du Maghreb Arabe)
UN	United Nations
UNAIDS	United Nations Joint Programme on HIV/AIDS
UNCTAD	United Nations Conference on Trade and Development
UNDESA	United Nations Department of Economic and Social Affairs
UNDP	United Nations Development Programme
UNEA	UN-Energy/Africa
UNEP	United Nations Environment Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization

UNFPA	United Nations Fund for Population Affairs
UNGA	UN General Assembly
UNGASS	United Nations General Assembly Special Session on HIV/AIDS
UN-HABITAT	United Nations Human Settlements Programme
UNHCR	Office of the United Nations High Commission for Refugees
UNICEF	United Nations Children's Fund
UNIDO	United Nations Industrial Development Organization
UNIFEM	United Nations Development Fund for Women
UNLO-AU	United Nations Liaison Office with the African Union
UN-NADAF	United Nations New Agenda for the Development of Africa
UNOHCHR	United Nations Office of the High Commissioner for Human Rights
UNON	United Nations in Nairobi
UNSLA	United Nations System-wide Special Initiative on Africa
UNU/INTECH	United Nations University Institute for New Technologies
UNU/MERIT	United Nations University-Maastricht Economic and Social Research and Training Centre on Innovation and Technology
UPU	Universal Postal Union
WFP	World Food Programme
WHO	World Health Organization
WHO/WAC	World Health Organization Office at the AU and ECA
WIPO	World Intellectual Property Organization
WMO	World Meteorological Organization
WSSD	World Summit on Sustainable Development
WTO	World Trade Organization

Section 1:

Introduction and Background

Africa's economic and social challenges are both severe and persistent, and they are drawing increasing international attention and a significant expansion of the activities of the United Nations (UN) in Africa in recent years¹. But the seriousness of the challenges and the response to them require the UN organizations working in Africa to reassess the way they do business in the region. Thirty years ago, a UN General Assembly (UNGA) resolution² first gave great importance to coordination and collaboration to achieve measurable progress. Collaboration within the UN system in Africa is being strengthened, and closely relates to the progress of the continental bodies, especially the African Union (AU) and its programme, the New Partnership for Africa's Development (NEPAD).

The African Union and its New Partnership for Africa's Development (NEPAD) programme

The NEPAD programme originated from three separate initiatives around the start of the new millennium. The Millennium Action Plan was led by South African President Thabo Mbeki and unveiled at the World Economic Forum (Davos, January 2001). Senegal's President Abdoulaye Wade presented an Omega Plan to a summit of francophone African leaders (Cameroon, January 2001). About the same time, the UN Economic Commission for Africa (ECA) was preparing a "*Compact for African Recovery*" on instruction from the African Ministers of Finance (2000). All three aimed to increase the pace and impact of Africa's development and were eventually merged into one programme, NEPAD. Thus, NEPAD became one of the first continental initiatives that originated with African leaders and governments.

NEPAD was adopted in July 2001 at the Summit of Heads of State and Government of the former Organization of Africa Unity (OAU), now AU, and acquired its present name in October 2001. The Programme has been recognized by most leading international development agencies as the way and framework through which they can best support Africa's development efforts. It is an African initiative aimed at solving Africa's development challenges. Its origins are in a uniquely African vision of development and the principle of partnerships based on mutual respect, dignity, shared responsibility and

1 Economic Commission For Africa 2006, *Strengthening the Coordination of UN Support to NEPAD: From Review to Action. An Issues Note*. Addis Ababa P2

2 UNGA Resolution 32/197 of December 1977.

mutual accountability between Africa and the rest of the world, and between African governments and peoples.

At the same time that NEPAD was taking shape, the former OAU was being transformed into the AU to face the challenges of a new development agenda. The OAU was initially set up in 1962 as a largely political forum and made huge progress in achieving and supporting African independence movements and struggles. The Constitutive Act of the new African Union (adopted in Lomé, June 2000) outlines some of the major changes to the new AU, devoted to pursuing regional cooperation and integration in economics, social aspects, culture and politics. The AU's long-term vision is African integration, to be achieved through the Regional Economic Communities (RECs) that play a key role in sub-regional integration. The first AU summit of July 2002 formally endorsed NEPAD.

NEPAD is envisaged as an Africa-owned and Africa-led development programme³. Its long-term objectives are: to eradicate poverty; to place African countries, both individually and collectively, on a path of sustainable growth and development; to halt the marginalisation of Africa in the globalisation process and enhance its full and beneficial integration into the global economy; and to accelerate the empowerment of women⁴. Its goals include the achievement and sustenance of an average gross domestic product (GDP) growth rate of over 7 per cent a year over the next 15 years and to ensure that Africa achieves the agreed Millennium Development Goals, including halving the proportion of people living in extreme poverty by 2015. Accordingly, the expected outcomes of NEPAD are economic growth, development and increased employment; reduced poverty and inequality; diversification of productive activities, enhanced international competitiveness and increased exports; and increased African integration.

NEPAD'S principles⁵ are:

- Good governance as a basic requirement for peace, security and sustainable political and socio-economic development
- African ownership and leadership, as well as broad and deep participation by all sectors of society;
- Anchoring the development of Africa on its resources and resourcefulness of its people;
- Partnership between and amongst African peoples;
- Acceleration of regional and continental integration;
- Building the competitiveness of African countries and the continent;

3 New Partnership for Africa's Development 2001: NEPAD in Brief, downloaded from www.nepad.org website.

4 NEPAD 2008: from website www.nepad.org.

5 Economic Commission for Africa 2007: *Challenges and Prospects in the Implementation of NEPAD*, p3

The NEPAD Objectives and Structures at a Glance

Objectives of NEPAD

- Poverty eradication
- Sustainable development
- Regional and global integration of Africa and
- Empowerment of women

Priority Areas of NEPAD

Establishing the conditions for sustainable development:

- Peace and security
- Democracy and good governance (political, economic and corporate), including the African Peer Review Mechanism (APRM)
- Regional co-operation and integration
- Capacity building

Policy reform and investment in priority sectors:

- Infrastructure (Information and Communications Technology (ICTs), Energy, Transport and Water and Sanitation)
- Human resource development (poverty reduction, reversing the brain drain, health and education)
- Agriculture
- Environment
- Culture
- Science and technology

Increased mobilization of resources through:

- Market access
- Increased domestic savings and investment
- Improved management of public finances
- Increasing Africa's share in global trade
- Attracting more foreign direct investment (FDI)
- Increasing capital flows to Africa through further debt reduction and increased official development assistance (ODA) inflows

Steering Organs of NEPAD

- The Heads of State and Government Implementation Committee (HSGIC)
- The Steering Committee
- The NEPAD Secretariat
- Sub-regional NEPAD organs and focal points
- The National NEPAD organs and focal points

Implementing Organs of NEPAD

- Countries
- Regional Economic Communities
- Development Institutions
- Bilateral and Multilateral organizations

NEPAD Partners

- Member states, African private sector, civil society, youth, etc.
- RECs at the sub-regional level
- The UN
- G8 and OECD, other countries (India, China, Brazil, South-South)
- International private sector
- International civil society
- African Diaspora

- Forging a new international partnership that changes the unequal relationship between Africa and the developed world; and
- Ensuring that all Partnerships with NEPAD are linked to the Millennium Development Goals and other agreed development goals and targets.

NEPAD adopted the following three-pronged strategy of priorities to turn goals into actions:

- (i) Promoting preconditions for development (peace and security, democracy and good governance, regional co-operation and integration and capacity building);
- (ii) Identifying sectoral priorities, including agriculture and market access, human resource development, infrastructure, information and communication technology (ICT) and environment;
- (iii) Mobilizing resources (increasing domestic savings and investments; improving management of public revenue and expenditure; improving Africa's share in global trade; attracting foreign direct investment; and increasing capital flows through further debt reduction and increased aid flows).

The UN General Assembly⁶ hailed NEPAD as “an African Union-led, -owned and -managed initiative” and “a programme of the AU that embodies the vision and commitment of all African Governments and peoples for peace and development”. The Assembly resolution endorsed the UN Secretary-General’s recommendation that NEPAD “should be the framework within which the international community, including the UN system, should concentrate its efforts for Africa’s development” and a later Resolution⁷ called on UN organizations, within their respective mandates, to “align their activities in Africa with the priorities of the New Partnership”.

Under the NEPAD framework, progress has been made in the areas of health, ICT, education, environment and science and technology. In the framework of NEPAD, the AU has mobilized more resources for Africa, including support at “Group of 8” summits, debt relief and pledges by 15 European countries to increase their development assistance to 0.7 per cent of their GDP by 2015. They have encouraged the US to introduce the Millennium Challenge Account grants and brought new support from countries such as China, India and Brazil, although the extra aid is only a fraction of that required to meet the MDGs. The NEPAD Secretariat says⁸ that Africa invested over US\$68 billion (of a US\$111 billion budget) in its priority areas, more than half of which was contributed by African governments. The money was invested by governments and

6 UNGA Resolution 57/2, Sept. 2002.

7 UNGA Resolution 57/17 of November 2002

8 Economic Commission for Africa. *Challenges and Prospects in the Implementation of NEPAD* and newsletter *NEPAD Briefs*.

the private sector in key sectors including infrastructure, agriculture, health, education and human resources.

Other AU/NEPAD achievements include steps towards continental integration. Some RECs have cut tariffs substantially to encourage trade within their subregions and have encouraged the movement of people across borders (for example in ECOWAS). Some are forming monetary unions such as UEMOA and UMOA. Many RECs are helping develop regional infrastructure, often in line with NEPAD projects, focusing on transport, water, power and telecommunications. They recognize that physical infrastructure is key to regional integration. Examples of success include: countries completing sections of the Trans-African Highway system, implementing the Yamoussoukro Decision to liberalize and improve air transport, and efforts to improve links between ports and land-locked countries in the EAC, ECOWAS and COMESA. Economies of scale, privatization and competition have improved services and cross-border systems are being established. Examples include the power pools in most subregions which share electricity and infrastructure; various continental telecommunications submarine cables, including NEPAD's US\$2 billion project; and at least 22 projects in seven river basins. The private sector is playing its part, including Celtel's One Network which provides borderless cellphone to 400 million Africans living in 12 countries.

A 2005 World Summit called for development and implementation of a 10-year programme of UN support to the AU. In November 2006, UN Secretary-General Kofi Annan, visited the AUC and signed a declaration entitled *UN-AU Cooperation: Framework for the Ten-Year Capacity-Building Programme for the African Union*. This evolving but comprehensive framework aims to clarify the areas, forms, and scale of how the UN system responds to the capacity needs of the AU, including the integration of NEPAD.

In order to coordinate and streamline programmes and effectiveness further, the functions and processes of NEPAD and its Secretariat are being integrated in the AUC. In 2007, a proposal was put forward to fully make NEPAD a programme of the AU, a task that is being taken forward by an Implementation Committee of Heads of State which met in April 2008.

The United Nations system has long called for coherence and coordination between UN agencies and organization working in Africa and other regions. This mandate has evolved into the Regional Consultation Mechanism (RCM), which now meets annually and is co-chaired by the African Union. The ECA is the strategic coordinator of the RCM and its nine thematic clusters..

About this Booklet

This general booklet outlines the work of the UN RCM and the thematic clusters of UN agencies in support of the AU and its NEPAD Programme. Section 2 outlines the evolution of the RCM and the activities of the nine clusters as well as their sub-clusters, memberships and achievements. Recommendations on improving the effectiveness of UN system-wide support through the RCM and clusters are outlined in Section 3, based on the lessons learnt in the last eight years. A short list of reading and resources, as well as the current cluster contact people is given in Section 4.

The booklet is based largely on official reports, expert reviews, issues papers, presentations and other documents, as well as websites and other information sources. Efforts to coordinate UN development assistance are well documented. The history of UN coordination efforts in Africa dates back to 1977, more than 20 years before NEPAD was born and the AU evolved from OAU.

Section 2:

Regional Consultation Mechanism and its Clusters: Coordinated Support in Action

Over the past 30 years, the UN system has developed two structures to improve coordination among UN agencies: the Regional Consultation Meeting (RCM) and the Thematic Clusters.

An early step towards coordination was an UNGA resolution⁹ which declared that the five regional commissions, including the UN Economic Commission for Africa (ECA), should exercise team leadership and responsibility for coordination and cooperation at regional level. They should convene meetings, including between agencies, to improve coordination between the UN organizations' work programmes in the regions. The UN Economic and Social Council (ECOSOC)¹⁰ took it further, calling for regular regional consultations among UN agencies.

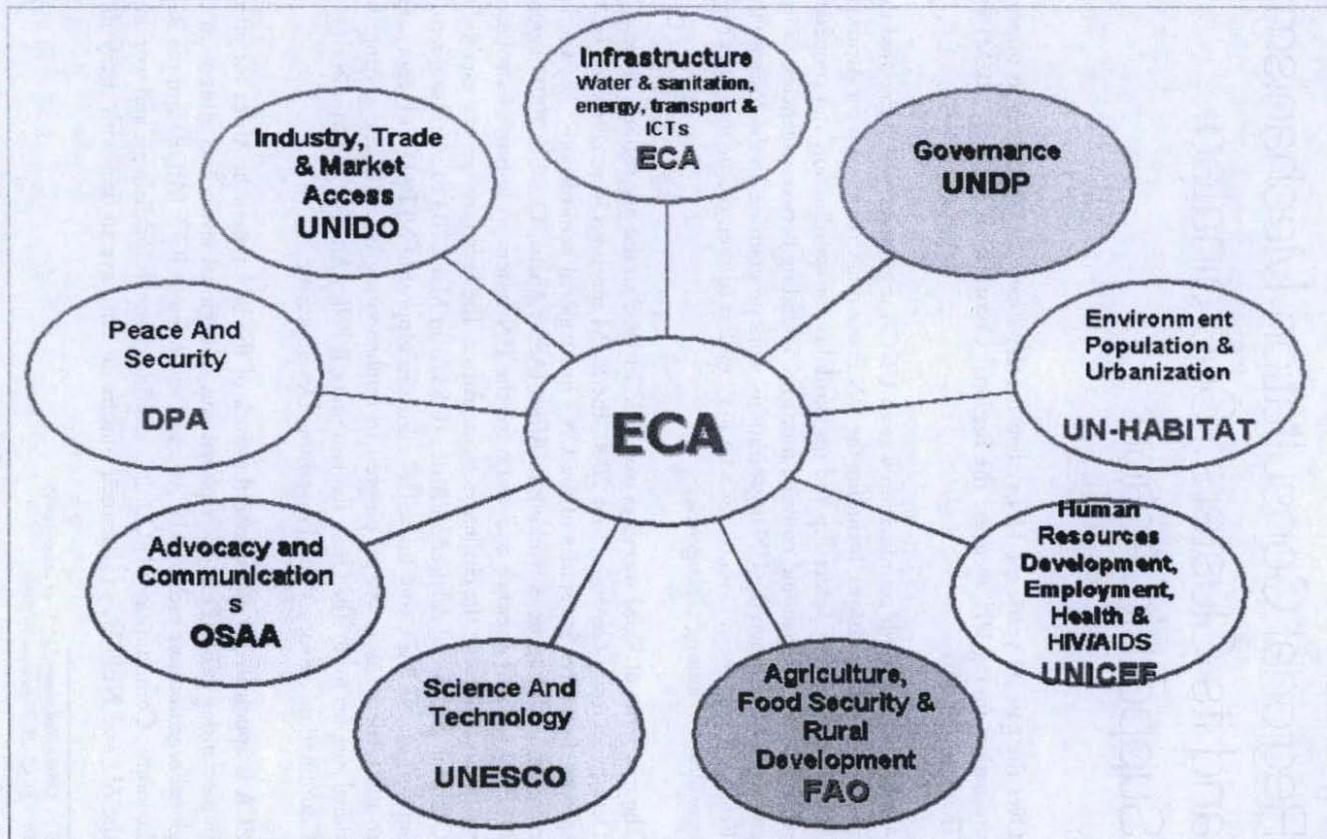
The first series of RCM meetings were held in 1999 in the five regions, chaired by the Deputy Secretary-General. From 2000, the RCM meetings were convened by the respective Executive Secretaries of the UN's five regional commissions. The third RCM meeting of UN agencies working in Africa (Addis Ababa, October 2001) agreed that NEPAD is the framework and vision for the UN system to improve its collective response in addressing the challenges facing Africa. The Secretary-General established the Office of the Special Adviser on Africa (OSAA) in May 2003 to increase international support for NEPAD, coordinate UN efforts in support of NEPAD and report annually to the General Assembly on progress in implementing NEPAD and getting international support for it. The Office has two units: i) Policy Analysis and Monitoring and ii) Coordination, Advocacy and Programme Development.

ECA is appointed to coordinate the work of the UN system in Africa for effectively implementing NEPAD at the regional and subregional levels, including with the regional organizations such as AU, African Development Bank (AfDB) and the Regional Economic Communities (RECs). It is creating channels for dialogue and working with the AU and NEPAD, so that their officers do not have to deal with many different

⁹ UNGA Resolution 32/197 of December 1977

¹⁰ ECOSOC Resolution 1998/46

UN Thematic Clusters and Conveners



representatives of UN agencies. It also follows-up on actions to implement decisions taken at coordination meetings. The ECA signed a Memorandum of Understanding with NEPAD in September 2006 to boost collaboration in joint strategic policy and research, mobilizing resources, building capacity at NEPAD, member States and RECs, and integrating NEPAD into national development plans.

The 7th RCM meeting (November 2006) was attended by 39 UN agencies and institutions and was co-chaired by the AU. A Progress Report¹¹ said it provided a basis for moving UN support to NEPAD “from debate, assessments and recommendations to tangible actions”. It also provided “a platform for improved coordination and cooperation between UN agencies and the African continental organizations, such as the AUC, the AfDB and the RECs”. It recommended that ECA’s mandate be moved from convener of RCM meetings to the strategic coordinator of UN system support to AU and its NEPAD programme. It brought the AU more closely into the work of the clusters, invited the Heads of the eight RECs recognized by the AU and resolved the AU to co-chair the next meeting. It resolved that ECA subregional offices should bring other UN agencies together in support of AU/NEPAD at subregional level (see Section 3 below). It also called for more communication and advocacy and for ECA to monitor processes and activities.

The 8th RCM meeting (November 2007) repeated¹² commitment to the evolving UN-AU cooperation framework document (*UN-AU Cooperation: Framework for the Ten-Year Capacity-Building Programme for the African Union*). It said this would be the basis for UN assistance to the AU, under the leadership of the AUC, and that UN would support AU internal capacity to coordinate support under the programme. It held discussions on the need for coordinated and effective Post-Conflict Reconstruction and Development and implementation of the AU’s policy on this.

The RCM put special emphasis on the effective functioning of the “cluster system”, which organizes the joint work efforts by grouping the UN agencies and their partners within the AU and its NEPAD programme into thematic groupings to improve coordination. It originates from a UN General Assembly Resolution¹³ to “organize the activities of the UN system around thematic clusters covering the priority areas of the New Partnership”. The fourth RCM meeting (October 2002) set up five clusters of UN agencies, initially linked to the structure of NEPAD’s programmes. In search of greater efficiency, the structure increased to seven inter-agency thematic clusters by the 6th RCM meeting (July 2004). The 7th RCM meeting made Peace and Security and Industry, Trade and Market Access into separate clusters, bringing the total to the current nine clusters (see below), some with several “sub-clusters” to coordinate UN agencies’ work on specific areas.

11 Draft Progress Report 2007, *Implementation of the Recommendations of the Seventh Regional Consultation Meeting*

12 Economic Commission for Africa, *Final Outcome Document of the Eighth Regional Consultation Meeting*

13 UNGA Resolution 57/77 of November 2002.

The cluster system is also used by UN agencies and organizations at national level to coordinate and work together on joint programming and programmes, often linked to the priorities of the national Poverty Reduction Strategy Programmes, in turn linked to the MDGs framework. At the continental level, the regional clusters structure is evolving to link to AU programmes and priorities and the regional clusters will also need to take account of sub-regional coordination and work with RECs.

Cluster	Convener	Sub Clusters	Members
Infrastructure	ECA	<ul style="list-style-type: none"> • Water and Sanitation • Energy • ICT • Transport 	AfDB, AU, FAO, IAEA, IMO, ITU, ECA, NEPAD, UNCTAD, UNDP, UNEP, UNESCO, UNICEF, UN-HABITAT, UPU, WHO/WAC, WIPO, WMO, World Bank
Governance	UNDP	<ul style="list-style-type: none"> • Political • Economic 	AfDB, AU, ECA, IMF, NEPAD, OSAA, UNDESA, UNDP, UNFPA, World Bank
Agriculture, Food Security & Rural Development	FAO		AU, ECA, FAO, IAEA, IFAD, NEPAD, UNCTAD, UNDP, UNESCO, UNIDO, UNHCR, WFP, WIPO, World Bank
Environment, Population & Urbanization	UN-HABITAT		AU, ECA, IOM, NEPAD, UN-HABITAT, UNEP, UNESCO, UNFPA, WMO
Human Resources Development, Employment & HIV/AIDS	UNICEF	<ul style="list-style-type: none"> • Human Resources • Employment • HIV/AIDS 	AU, ECA, FAO, IAEA, ILO, IOM, NEPAD, UNAIDS, UNDP, UNESCO, UNFPA, UNHCR, UNICEF, UNIDO, WFP, WHO/WAC, WIPO
Science & Technology	UNESCO		AU, ECA, FAO, ILO, NEPAD, OSAA, UNCTAD, UNDP, UNEP, UNESCO, UNIDO, UNU/MERIT, WHO, WIPO
Advocacy & Communications	OSAA		AfDB, AU, DPI, NEPAD, OSAA, UN-HABITAT, UNAIDS, UNDP, UNESCO, UNHCR, UNICEF
Peace & Security	DPA	<ul style="list-style-type: none"> • Peace & Security Architecture of the AU • Post-Conflict Reconstruction & Development • Human Rights, Justice & Reconciliation 	AU, DPKO, ECA, FAO, ILO, IOM, NEPAD, OHCHR, PBSO, UNAIDS, UNEP, UNHCR, UNLO-AU, WFP, WHO
Industry, Trade & Market Access	UNIDO		AfDB, ARSO, AU, ECA, FAO, IAEA, ICF, ILO, ITC, NEPAD, UNCTAD, UNEP, UNESCO, UNIDO, WIPO, WTO, World Bank

Source: ECA and cluster convenors

Infrastructure

ECA convenes the cluster, which has four sub-clusters: Water and Sanitation, Energy, Information and Communication Technology Systems (ICTs), and Transport. Cluster members are: AfDB, 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.

Water and Sanitation (UN Water/Africa)

The initial aim is to support the Integrated Water Resource Management (IWRM) principles of the *Africa Water Vision 2025* and to assist river basin development initiatives. The UN-Water/Africa group's joint activities include:

- Sustained institutional support to the African Ministerial Council on Water (AMCOW),
- Developing common positions on water issues,
- Developing national strategies on water, including in countries such as Sierra Leone, emerging from conflict,
- Publishing policy documents such as on water policy challenges in Africa, *African Water Development Report*, *African Water Journal*, an *Atlas* of freshwater agreements in Africa, groundwater assessment reports and the African Water Information Clearing House mechanism.
- Contributing to the work of AMCOW's African Water Facility financing mechanism, which has mobilized millions of dollars for projects submitted by Ministers of Water on behalf of their governments.
- During 2007, the group's members strengthened collaboration with the water units of the respective RECs and the African Network of Basin Organizations as well as working with individual river/lake basin organizations such as Lake Victoria, Chad and Niger.

The AUC and NEPAD Secretariat are closely involved in the activities of UN-Water/Africa, which also works closely with the Conference of Ministers of Human Settlements and Urban Development, the grouping of African energy ministers, the AUC Department for Rural Economy and Agriculture, AfDB, the African Network of Civil Society Organizations dealing with water, and others. It is discussing closer cooperation with UN-Energy/Africa.

Energy (UN-Energy/Africa)

The members include the AUC, ECA, IAEA, NEPAD, UNDP, UNEP, UNESCO, UN-HABITAT and UNIDO. While strengthening UN interagency collaboration, the initial aim was to support the implementation of the outcomes of the World Summit on Sustainable Development (WSSD) and the ninth UN Committee on Sustainable Development (CSD9), to make the African Energy Commission (AFREC) operational and assist member States to provide an enabling environment to attract investors, within the framework of the NEPAD energy infrastructure. At the fifth meeting (November 2007), a key project in the 2006-2009 work plan was to support the preparation of *African Energy Vision 2030*, led by the AUC. So far, the partners have set up a Working Group of Experts and developed the group's terms of reference, an electronic discussion forum and a draft work plan. The AUC will partly fund it. Other cluster work includes supporting African ministerial bodies responsible for energy through strengthening capacities to make decisions at national and sub-regional levels. An ECA-led study on rural energy access scale-up mechanism is a first step in resolving institutional gaps in addressing the limited access of many people to energy, especially in rural areas. Future steps include regional workshops on rural energy. Practical support had included a training course based on IAEA's Model for Analysis of Energy Demand software package. UNEA helps develop Africa's perspectives and positions on key issues and assist in policy-making, for instance through preparing a book for the 15th UN Committee on Sustainable Development (New York, April 2007). During the 2008-2009 biennium, UNEA and NEPAD will work together to determine the need for building capacity in subregional organizations responsible for energy integration. Other activities aim at addressing key issues in sustainable biofuel development, Clean Energy Finance Facility proposed by the African Development Bank, and training of African journalists and press officers in reporting on climate change, led by UNESCO.

Other achievements include

- Developing a UN Energy/Africa web site and an electronic forum;
- Developing the first mini/micro hydropower capacity-building and investment project in Africa;
- A study: *Making Africa's Power Sector Sustainable*;
- The implementation of a high-level Stakeholders' Policy Dialogue Forum on power sector reforms in Africa; and,
- Joint programming between IAEA and ECA for implementing a regional training programme on capacity building in Integrated Resource Planning (IRP).

ICTs

The main objective of the sub-cluster is to narrow the digital divide by helping implement the NEPAD Short-Term Action Plan (STAP) on Infrastructure. ECA plays a lead role in close cooperation with the relevant UN agencies, the AUC, the NEPAD Secretariat and the AfDB. The sub-cluster has enhanced Africa's participation in a global ICT policy- and decision-making forum and follow-up to: the World Summit on Information Society; the African Regional Action Plan on the Knowledge Economy; and CONNECT Africa Summit. It helped harmonize policy and regulatory frameworks at the regional level and improved availability and use of information for development of geo-spatial technologies.

Transport

The sub-cluster was set up to help implement the Sub-Saharan Africa Transport Policy Programme (SSATP) and liberalize access to air transport markets in Africa, in accordance with the Yamoussoukro Decision. ECA, working closely with the AUC, leads the subcluster. In 2007 the sub-cluster focused on key decisions of regional institutions, including: the Durban Declaration of the First AU Conference of Ministers responsible for Road Transport (South Africa, October 2007); the NEPAD programme on transport; a Ministerial Round Table and Conference on Road Safety in Africa (Ghana, February 2007); and a Conference of African Ministers of Air Transport (May 2007).

Governance

The Governance cluster is convened by UNDP and its participants are: AfDB, AU, ECA, IMF, NEPAD, OSAA, UNDESA, UNDP, UNFPA and the World Bank. The main objective is:

Promoting good governance through development of indicators for the Africa Peer Review Mechanism (APRM); developing joint capacity to facilitate national peer review/self-assessment processes; developing a common framework for encouraging different countries to feel ownership of the NEPAD process; supporting local governance; and enhancing the capacity of regional organizations, RECs and national institutions.

UNDP has worked closely with ECA and AfDB to give high-level advice to the NEPAD Secretariat and has participated, with other cluster members, in NEPAD Steering Committee meetings, Heads of State and Government meetings, and Africa Partnership Forum. UNDP worked closely with partners, to develop both the Capacity Develop-

ment Strategic Framework, which was endorsed by Ministers of Public Service, and the Communication and Advocacy Strategy.

The sub-cluster also supports the Secretariat of the African Peer Review Mechanism and the APRM process at regional and country levels. The UNDP manages and implements the APRM Trust Fund with a budget of over US\$15 million of which US\$7 million has been mobilized for a period of three years (UNDP contributes US\$2.75 million which supports the staff of the APRM Secretariat and the activities of the Panel and the Secretariat, such as meetings and publishing reports.) UNDP, ECA and the AfDB give technical support, including helping to launch the APRM in 14 countries and implementing the country reviews of Ghana, Rwanda, Kenya, South Africa, and Algeria. ECA's extensive support includes a database of experts for the governance reviews. The three organizations back faster implementation of the Programme of Action in countries and its integration into national development strategies. They have given technical support to consultations on developing a monitoring and evaluation process.

A multi-agency Steering Committee organized the Africa Governance Forum VII, titled "Building a Capable State" (Ouagadougou, October 2007) which featured a media dialogue and a Heads of State segment facilitating open discussion with all the participants.

The APRM process encourages African countries to create a good climate for business. The 27 countries that have signed up for APRM are eligible for financing and assistance from the Investment Climate Facility (ICF) for Africa. The ICF's first project, in Rwanda, is helping the government establish a commercial court to speed up the resolution of business disputes and creating a new agency to handle all steps for registering a company or small business.

Agriculture, Food Security and Rural Development

The Agriculture, Food Security and Rural Development cluster is convened by The UN Food and Agriculture Organization (FAO) is the convener and IFAD the vice convener. Other members are: the ECA, IAEA, UNCTAD, UNDP, UNESCO, UNIDO, UN-HCR, WFP, WIPO and the World Bank. The cluster supports the NEPAD/AU agenda on agriculture, food security and rural development. The key target is to implement the Comprehensive Africa Agriculture Development Programme (CAADP), adopted by NEPAD. UNEP supported Cameroon, Ethiopia, Ghana, Libya and Mozambique to act as pilots in drawing up the CAADP and related national strategies. The CAADP targets 6 per cent annual growth in agriculture. Many governments agreed to increase the share of agriculture to 10 per cent of their budgets by 2008. Related programmes are

the World Bank's Multi-Country Agricultural Productivity Programme and its fisheries seed programme, as well as NEPAD's National Food Fortification programme.

The cluster supported an FAO/AU Technical and Ministerial Meeting (Libreville, Nov-Dec 2006) to deliberate and agree on concrete measures to accelerate CAADP implementation, focusing on water control, infrastructure development and intra-African trade for food security. The cluster also has helped the NEPAD Secretariat to promote land reclamation, investment in agricultural production, public-private partnership at sub-regional level, improving rural infrastructure, reducing post-harvest losses and enhancing women's participation and entrepreneurial activities, including in rural areas. The cluster supported a Special Summit on Food Security in Africa (Abuja, December 2006) and helped with the implementation of past AU Summit Decisions related to food security, agriculture development and achieving MDGs on food security.

FAO, IFAD, UNICEF and WFP supported the NEPAD Secretariat in launching the Home-Grown School Feeding Programme under CAADP, focusing on eradicating hunger and poverty through increased agricultural productivity, well-integrated markets and expanded purchasing power of vulnerable groups. FAO, IFAD and WFP have been supporting CEN-SAD in implementing the Sahel Agricultural and Rural Development Initiative. In 2007, the cluster supported consultations aimed at faster implementation, which involved regional organizations, trade unions, farmers' associations, government agencies and donors. Cluster members support the AUC-ECA-AfDB initiative on Climate Information for Development in Africa, the Africa Fertilizer Summit, Africa Land Policy and Land Reform, and the "Green Wall of the Sahara" initiative. In May 2008 the AfDB announced a further US\$1 billion in loan funding for agricultural development to tackle the food crisis.

FAO, IFAD, WFP and WB are collaborating on three interlinked initiatives in support of the CAADP. These are:

- i. A thematic working group on agriculture and food security of the MDG-Africa Initiative, jointly coordinated by the AU and FAO,
- ii. An initiative on soaring food prices, and
- iii. Inputs into the Fourth Tokyo International Conference on African Development (TICAD-IV - Yokohama, May 2008). Food security and agriculture development, particularly CAADP, featured high in the TICAD-IV Declaration and Action Plan. The four agencies jointly organized a side event, "Facing the Challenges and Opportunities of High Food Prices" featuring a top-level panel discussion.

Environment, Population and Urbanization

UN-HABITAT convenes the cluster, and the members are ECA, IOM, NEPAD, UNEP, UNESCO, UNFPA and WMO. The objectives are to address the challenges of growing populations and movement of people; rapid growth of towns; environmental degradation and pollution; and the lack of demographic statistics. Activities are focused on the following thematic areas:

1. Sustainable NEPAD Cities, with UN-HABITAT as lead agency. The concept of a "NEPAD City" refers to an African city that is fit and prepared to deliver on the MDGs. The Final Report for Phase I of the NEPAD Cities Programme was launched in Vancouver in June 2006. The cluster convened an African Ministers' Council on Housing and Urban Development (AMCHUD) and a meeting in April 2007 on "Sustainable Urbanization: Local Action for Urban Poverty Reduction" with an emphasis on finance and planning.
2. Data monitoring and evaluation of progress towards achieving NEPAD goals in environment, population and urbanization. UNFPA and IOM are the lead agencies. The report *2007 State of World Population: Unleashing the Potential of Urban Growth* informs readers on the current situation, analyzes trends such as the doubling of the developing world's urban population and their implications, and calls for appropriate actions.
3. ECA produced a report on *International Migration and Development: Implications for Africa*, with IOM, UNEP, UNFPA and UNDESA in September 2006.
4. Developing and implementing NEPAD's environment initiative, with UNEP as lead agency. The African Ministerial Council on the Environment (AMCEN) emphasized the importance of building capacity to implement the Initiative. UNEP, its Global Environment Facility (GEF) and the NEPAD Secretariat gave financial and technical support so the RECs had capacity to develop Subregional Environmental Action Plans for NEPAD's Environment Initiative. UNEP and AfDB also support a feasibility study to establish the African Environment Facility as a financial mechanism for implementing the NEPAD Action Plan. UNEP/GEF and UN-HABITAT developed a regional climate change and adaptation project for Cape Verde, the Comoros, Madagascar, Maldives, Mauritius, Seychelles, Sao Tome and Principe. This aims to make urban coastal zones less vulnerable to the impacts of climate change. The cluster collaborated with the AU to develop the "Great Green Wall for Africa" initiative against desertification and land degradation. It also helps monitor and evaluate the implementation of internationally agreed development goals contained in the International Conference on Population and Development (ICPD) Programme of Action.

Human Resources Development, Employment and HIV/AIDS

UNICEF and AU co-convene the cluster and the members are: ECA, FAO, IAEA, ILO, IOM, NEPAD, UNAIDS, UNDP, UNESCO, UNFPA, UNHCR, UNICEF, UNIDO, WFP, WHO/WAC and WIPO. The working objectives are based on the AU and NEPAD priority areas, which in turn are consistent with the MDGs, the UN General Assembly Special Session on HIV/AIDS (UNGASS), and the 2001 Abuja Declaration on HIV/AIDS, tuberculosis, malaria and other related diseases.

Priorities for cooperation include:

- Coordinated capacity-building for AU;
- Supporting the AU plans of action on HIV/AIDS, employment and human resources development;
- Supporting a Social Policy Framework for Africa, developed by the AU;
- Enabling the UN system to have coordinated and coherent input, including institutional mechanisms and advancing partner best practices such as pooling aid and long-term support based on mutual accountability;
- Identifying priorities for collective action at national and regional levels;
- Establishing and operating joint monitoring and evaluation systems to measure progress toward the MDGs and meet NEPAD principles of peer review and mutual accountability;
- Identifying at least one NEPAD-related pilot project in RECs; and
- Expanding the terms of reference of the Health Desks at RECs to include other social sector concerns.

The cluster includes three sub-clusters:

1. Human Resources Development, convened by UNESCO with support from UNICEF. This promotes gender mainstreaming in all the cluster activities. The cluster contributed to implementing the Plan of Action of the Second Decade of Education for Africa;
2. Employment, convened by ILO. Work includes joint action with other clusters to address the impact of the "brain drain"; and
3. HIV/AIDS, with UNAIDS as convener. This mainstreams HIV/AIDS into all NEPAD sectoral programmes. Cluster members worked with the AUC to develop indices and a compendium to measure progress and commitment on HIV declarations, and to strengthen follow up.

The cluster gained new momentum during 2007-2008, holding a crucial retreat where the cluster proposed to rename itself the Human and Social Development Cluster¹⁴, and form new sub-clusters. The cluster was guided by the principle that the UN should not create new agendas for Africa, but should support programmes the AU has already developed. The participatory approach of the meetings includes a joint AU/UN work plan which includes specific deliverables aligned to AU/NEPAD priorities and is guided by the *Ten-Year Capacity-Building Programme*. Cluster members participated in the AU Health Ministers' meeting; Africa Committee of Experts on the Rights and Welfare of Children; celebrations for the Day of the African Child; AU Population Council meeting; Africa Prosecutors' Association Meeting; and AU Education Ministers meeting. Key results included promoting an integrated rights-based strategy focusing on Child Survival, Development, Protection and Participation and putting children and young people at the centre of all programmes.

The cluster supports AUC to use Documentation and Management Information Systems in monitoring progress made towards CSDPP using the "Dev Info" software and to review the implementation of the Declaration and Action Plan of Africa Fit for Children (AFFC); a ten-year review of the Graca Machel Study on Children in Situations of Conflict; the AU integrated strategy on prevention, response and support for victims and survivors of violence against children and women; and the Ten-Year Capacity-Development Programme.

Science and Technology

UNESCO is convener and ECA is vice-convener of the Science and Technology Cluster. The members are: FAO, ILO, OSAA, UNCTAD, UNDR, UNER, UNIDO, UNU/MERIT, WHO and WIPO. The Cluster has been regrouped into a new African Science and Technology Cluster that brings together the UN Science and Technology Cluster, the AUC Department of Human Resources, Science and Technology and NEPAD's Office of Science and Technology.

The Cluster's objectives include:

- Promoting coordination in UN system support for the AU/NEPAD Science and Technology Consolidated Plan of Action (CPA), adopted by the AU Summit (Addis Ababa, January 2007). UNESCO's General Conference (October 2007) adopted a plan to contribute to implementing the CPA, including joint activities with other agencies.

14 Recommendation from Kuriftu Consensus (Cluster meeting in Ethiopia, July 2008).

- Promoting joint programming, harmonization and cooperation in African science and technology activities within the UN system.
- Promoting dynamic and action-oriented approaches to support NEPAD's science and technology activities.
- Promoting interaction and collaboration with NEPAD, AU, RECs, academics, knowledge networks, scientific communities and other stakeholders working on science, technology and innovation for sustainable development in Africa.

Achievements include:

- Tracking/monitoring the NEPAD Science & Technology Plan of Action;
- Developing science, technology and innovation policies;
- Awareness about intellectual property rights;
- Promoting scientific engineering education;
- Support for Africa's Green Revolution;
- Promoting biotechnology; and,
- Taking measures to reverse the brain drain.

Advocacy and Communications

The Office of the Special Adviser on Africa (OSAA) is Convener of the cluster (ECA is Vice-Convener.) Members are the UN Department of Public Information (DPI), NEPAD Secretariat, the African Development Bank (AfDB), UN-HABITAT, UNAIDS, UNHCR, UNESCO, UNDP and UNICEF. The main objectives are: to promote greater understanding of NEPAD globally, build support for NEPAD among Africans and the international community and promote the work of the UN in support of NEPAD.

Among its activities, the cluster works with the NEPAD Secretariat in preparing and presenting the report of the General Assembly on implementation of NEPAD. On behalf of the cluster, DPI provides broad support to NEPAD through its radio, television, Internet and print activities. It places stories on "NEPAD at Work" in major media in Africa and Asia, and during 2006-2007 over 600 such stories were published in more than 90 media outlets. DPI publishes in English and French, the *NEPAD Reader*, a collection of stories on NEPAD's vision, goals, obstacles and accomplishments. DPI also has available copies in print of *The NEPAD Plan* in English and French and is looking for partners to produce this in some of the major African languages. The department publishes stories about NEPAD's progress four times a year in *Africa Renewal* magazine (which has circulation of over 250,000 per issue). It also provides strategic and technical support to OSAA in relation to public information and advocacy in support of NEPAD.

Several cluster members, in particular ECA and OSAA, were involved in the NEPAD-organized workshop on sharpening NEPAD communication strategies (Accra, April 2007). The goal of the workshop was to make African civil society and private sector organizations more aware of NEPAD and to develop a forward-looking communication and advocacy strategy. In October 2008, the cluster plans to hold a "Dialogue on NEPAD" with senior journalists working in Africa and UNDP has provided funds for this.

ECA is developing a website to provide up-to-date information about national and regional projects to implement NEPAD. In September 2007, ECA launched a weekly newsletter, *NEPAD Briefs*, which it circulates widely amongst stakeholders.

Peace and Security

The Department of Political Affairs (DPA) is the convener of the Peace and Security Cluster and the members are AU, DPKO, ECA, ECA, FAO, ILO, IOM, PBSO, UNAIDS, UN Liaison Office with the AU, UNEP, UNHCR, UNOHCHR, WFP and WHO. The cluster's Terms of Reference include: coordinated support to help the AU make its peace and security structures operational; technical support to the Peace and Security Council (PSC); assistance in gathering and sharing information and developing an AU website on PSC. The cluster would also help AU with expertise for the African Standby Force (ASF), mobilize technical support for the Panel of the Wise and give technical, financial and material support so that the PSC can liaise with other AU organs and civil society. Other areas of support to the AU include helping to implement AU's Post-Conflict Reconstruction and Development policy and helping to make Africa free of landmines and illicit trade in small arms and light weapons.

The cluster is developing integrated programmes for conflict prevention and management, and post-conflict recovery/reconstruction in support of AU's programmes. These include joint contingency planning, rationalizing the early warning indicators, joint assessment missions, and support for AU post-conflict initiatives. Achievements in this field include AU progress towards peace in Democratic Republic of Congo (DRC), Liberia, Rwanda and Somalia. The AU Peace and Security Council has a strong mandate and resources and there is a Continental Early Warning System to prevent conflicts, a Panel of the Wise to mediate conflicts, and the African Standby Force for peacekeeping missions, including in Sudan and Somalia. There have been free, fair and transparent elections in many countries. AU helped avert an unconstitutional change of government in Togo.

The Peace and Security Cluster has three sub-clusters:

1. ***Peace and Security Architecture of the AU***, convened by the UN Department of Peace-Keeping Operations (DPKO). This is mandated to support building capacity in peace-keeping operations; early-warning systems; conflict prevention (including the Panel of the Wise); and the ASF. DPKO has created an AU Peace Support Team as part of the Ten-Year Capacity-Building Programme. It has been supporting the AU Peace Support Operations Department (AU-PSOD) and the AUC in:
 - Training: The team organized and delivered the first AU/UN Senior Mission Leadership workshop (Nairobi, June 2007) to increase the number of trained leaders from the AUC and the RECs available for selection for senior management posts in AU/DPKO field missions. The team delivered a workshop on the ASF Civilian Dimension (Addis Ababa, March 2007).
 - Police: The team helped plan for the Police component for AU Mission in Somalia (AMISOM). It supports the AU in developing strategic policy on generic profiles and other documents for the police component of the ASF.
 - Military: The team helped organize a joint AU-UN workshop on developing a Concept of Operation for the Rapid Deployment Capability of the ASF (Addis Ababa, July 2007) and later developed working documents. It organized and coordinated joint workshops on training support to the ASF with other partners.
 - Finance: The team helped strengthen the AU's budget and financial management systems to budget for the ASF and peacekeeping operations, manage financial resources and provide financial reports to its contributors.
 - Communications/IT: The team assisted the AU-PSOD with technical information related to establishing a Wide Area Network for the ASF, and AU Information Management Systems Division. It also assisted the AU Commission in developing an Assets Management Tracking System and strengthen its GIS Unit
2. ***Post-Conflict Reconstruction and Development (PCRD)*** sub-cluster is convened by the UN High Commission for Refugees (UNHCR). The sub-cluster has established strong working relations with the Peace and Security Department of the AUC, supporting the AU to develop a PCRD policy, which provides a blueprint that post-conflict countries could use for planning and implementing their own recovery and reconstruction programmes, as well as help the AU to coordinate such activities around the continent. The sub-cluster, both as a group and through the individual efforts of member agencies, supported various activities related to the AU PCRD policy including the development of operational guidelines and resource packages. Mem-

bers have helped build AU capacity through financial, material and technical support including information systems equipment, training, expert support and advice. It has published 11 post-conflict country assessment reports to document the status of recovery and reconstruction. An Africa-wide report on post-conflict reconstruction is also expected to be completed and published before the end of 2008. UNEP conducted a comprehensive Post-Conflict Environmental Assessment in Sudan and published a report in June 2007.

3. ***The Human Rights, Justice and Reconciliation*** sub-cluster, convened by the Office of the High Commissioner on Human Rights (OHCHR), has been examining terms of reference, possible joint activities and modalities for implementing the human rights, justice and reconciliation components of the *UN-AU Cooperation: Framework for the Ten-Year Capacity-Building Programme for the African Union*. OHCHR held meetings (March-April 2007) with the AUC Department of Political Affairs and the President of the Human Rights Court on this. The 41st session of the African Commission on Human and Peoples' Rights supported this and will be closely involved with the work of sub-cluster. During the same month, OHCHR also discussed the programme with the Pan-African Parliament.

Industry, Trade and Market Access (ITMA)

UNIDO convenes the cluster and its members are AfDB, ECA, FAO, IAEA, ILO, ITC, UNCTAD, UNEP, UNESCO, WTO, WIPO and the World Bank. ARSO and ICF are also members as regional entities.

The cluster has the following objectives:

- i. Strengthening the capacity of the NEPAD Secretariat to lead the needs assessment, resource mobilization, development, implementation and monitoring of related NEPAD programmes and projects,
- ii. Enhancing UN system support for capacity-building of the NEPAD Secretariat,
- iii. Promoting and facilitating closer alignment of the UN system's ITMA-related programmes and activities in Africa to the plans and priorities of the AU and NEPAD,
- iv. Monitoring the effectiveness of the UN system's ITMA-related interventions in coordinating support to AU/NEPAD, and
- v. Fostering coordination and integration of UN activities in the subregions,

Cluster activities in pursuit of this:

- Ensure better market access for African exports: Assist African countries in the context of trade negotiations after the Doha agreement; suggest ways that African exports such as food and agricultural products can get better access to markets; help to set standards, including sanitary and phytosanitary requirements, and meet them with products; build capacity in agricultural trade analysis and negotiations; help remove supply-side bottlenecks and increase supply capacity; and enhance intra-African trade.
- Diversify commodity-dependent economies: Reduce commodity dependence and terms of trade losses; stabilize prices, including measures for supply management; enhance competitiveness of African commodities in Africa and international markets; process agricultural commodities to add value; and diversify into dynamic products where there is comparative advantage or to new markets.

UNIDO has been lead agency on the Africa Quality Infrastructure Survey, Investment Promotion, the programme of industrial upgrading and modernisation as well as youth employment. UNCTAD was lead agency on the Regional Trade Programme for the East African Community and Capacity Building for Africa-Caribbean and Pacific countries on Economic Partnership Agreements negotiations. The International Trade Centre took the lead on a Trade Support Programme for COMESA. Additionally, members of the cluster individually undertook numerous activities in 2007.

Moving Forward

During 2007, the UN implemented several recommendations for improving the work of the cluster system and the RCM in support of the AU and its NEPAD programme. The RCM Secretariat was repositioned at ECA, which became the strategic coordinator. This resulted in enhanced leadership, improved cluster coordination, increased interaction within and among clusters, and sharpened the focus of cluster activities for greater relevance and effectiveness.

The AUC, AfDB and RECs are participating more strongly in the RCM. The clusters are increasingly involving the AUC and the NEPAD Secretariat in their meetings and activities. This leads to better communication between ECA, the NEPAD Secretariat, the AUC and cluster conveners. It also means more communication and advocacy for NEPAD, and increased support for NEPAD at the national, regional and global levels. UN Agencies are working with the AUC and NEPAD Secretariat to ensure that the *Ten-Year Capacity-Building Programme for the African Union* embodies all priority needs of the Commission. They have begun to implement this framework. UN agencies continue to

commit substantial material and financial resources in support of the AU and NEPAD. The result is more capacity in both the AUC and the NEPAD Secretariat.

Although the cluster structure works at the regional level, many of the practical integration projects initiated by the AU in the framework of its NEPAD programme, are in the subregions, including power links, roads, etc. Subregional cooperation is key for implementing NEPAD projects such as cross-border infrastructure, or harmonization of policies and rules to encourage more trade. ECA's network of subregional offices (SROs) are working closely with the RECs on implementing NEPAD at the subregional level.

Gender Equity: Gender is a cross-cutting issue in terms of the thematic clusters. African governments have adopted protocols to promote gender equity, in line with the key NEPAD objective to achieve equity and empower women. Fifty-one African countries have signed the Convention on the Elimination of Discrimination against Women (CEDAW), African Heads of State in 2004 adopted the Solemn Declaration on Gender Equity, and many countries have passed laws against discrimination against women and against domestic violence. The AUC was founded on the principle of equal numbers of men and women in key positions such as Commissioners. UN agencies and especially the ECA support efforts such as gender-sensitive budgeting and the African Gender and Development Index (AGDI), piloted in 12 countries.

Box: Best Practice Lessons for Clusters

In 2007, ECA commissioned an external review of the cluster system and an ad hoc experts meeting discussed this in October 2007. They concluded that the characteristics of successful clusters and examples of best practice are:

- The Head of Agency or highest level of leadership should be involved: examples ITMA and Peace & Security clusters. Cluster leadership and the focal points (including ECA liaison staff) should not be too far apart.
- The AUC and NEPAD Secretariat should be involved: examples are Peace & Security and HR Development, Employment and HIV/AIDS. Ideally a representative of AUC or NEPAD Secretariat should co-chair cluster meetings.
- The cluster should have terms of reference or rules and procedures and it should have sub-clusters where necessary. The cluster should aim to be inclusive in its functioning.
- Gender issues should have a central role.
- There should be resources, such as dedicated support, to coordinate the cluster: example is the HR Development, Employment and HIV/AIDS cluster.
- Cluster meetings should be at least twice a year: leading clusters in this include Peace & Security, Advocacy & Communications, and HR Development, Employment and HIV/AIDS.
- Programmes and Resources should be aligned with AU and NEPAD priorities: examples are HR Development, Employment and HIV/AIDS, and ITMA.
- Joint programmes or joint action plans should be developed and cluster agency cycles should be aligned: examples are the 2007 Joint Workplan on HR Development, Employment and HIV/AIDS; ITMA cluster 2008-9 work plan; and the Human Rights, Justice and Reconciliation sub-cluster two-year workplan 2008-9.
- The cluster should bring tangible benefits to all stakeholders, including the members.
- Develop a strategy to mobilize resources and funding based on needs assessment: examples are the water and energy sub-clusters.
- Monitor actions and outcomes based on value addition by UN system-wide support.
- UN support to NEPAD should take into account the role of other regional players. The UN's comparative advantage is technical, the AU is primarily a policy/political body and AfDB's strength is mobilizing resources.
- Each cluster should submit reports on its activities to ECA

Source: ECA Document on "Cluster Best Practices", ECA Draft Progress Report on the Implementation of the Recommendations of the 7th RCM meeting, ECA Final Outcome Document from the 8th RCM meeting and other presentations.

Section 3:

Lessons Learnt and the Way Forward

The lessons of the subregions and the experiences of the clusters are critical in charting an effective way forward for the UN system and its RCM, in support of AU and its NEPAD programme. Momentum and strengthened partnerships with African regional and subregional organizations, were products of the seventh RCM meeting in 2006, and was enhanced at the eighth RCM meeting in November 2007. There is a clear call for increased commitment and institutional leadership to implement improvements, based on the lessons learnt so far. The following summarizes lessons learnt and recommendations, organized thematically:

Regional Consultation Mechanism

The ECA, which serves as the Secretariat of the RCM, has been repositioned from a convener to a strategic coordinator. Since its mandate is expanded, it needs adequate resources to carry out its strategic coordination role effectively and to meet expectations. The experiences of the clusters and the RCM shows that effective coordination will only follow when there is staff capacity and other resources devoted to this. UN agencies (particularly UNDP, UNFPA and UNIDO) should increase support to ECA to carry out its coordinating role. Extra resources to ECA will boost coordination, communication and capacity-building in line with the extended role it has to play.

The AU, NEPAD Secretariat, RECs and the AfDB should participate more centrally in the RCM. A Steering Committee between AU, NEPAD and ECA should be established in Addis Ababa to follow up the decisions and recommendations of the RCM meeting, including more focus on outcomes and impacts. The RCM meets once a year and there should be quarterly reports on cluster activities and other steps to encourage continuous information flows.

Clusters

Experiences of the clusters over the recent years point to a number of lessons. These have been highlighted in Section 2 above under the heading of "Best Practices".

Steps to improve the cluster system include further refinement of the groupings in line with AU programmes. The clusters should develop two- or three-year business plans, including indicators, benchmarks and timelines for all activities, and these should be aligned to the AU's Strategic Plan, the *Ten-Year Capacity-Building Programme for the African Union* and the strategic plans of the NEPAD Secretariat and the RECs. Clusters are developing and adopting clear Terms of Reference, and adjusting them periodically in the light of changing priorities.

Individual UN agencies should incorporate the cluster work in their work plans and budgets and this could result in more adequate resources being provided to service the cluster. There should be clear delineation of roles and responsibilities, and shared responsibilities both between agencies and based on clear understanding of the different strengths and roles of the UN, the AU and its NEPAD programme respectively. Gender issues should be effectively mainstreamed in the activities of all clusters. Clusters should institute a mechanism for ensuring accountability, at the cluster and individual agency levels and the ECA, as RCM Secretariat, should monitor progress and tangible achievements.

AU capacity-building and regional integration

Clusters should be the vehicles for addressing AU's capacity needs in a coordinated way. It is clear from the lessons of the clusters as well as the findings of the eighth meeting of the RCM that strong participation of the AU and NEPAD in each cluster is important if they are to be successful, but the organizations need capacity-building if they are to provide such leadership. Major cluster achievements, such as those in the Infrastructure cluster or the Peace and Security cluster, occur because they are closely linked to AU leadership in actions and policy-making. The UN agencies have technical and other skills, while the AU and NEPAD can mobilize regional and national political will for the implementation.

The regional integration agenda of the AU should be factored into all programmes and activities of the cluster system, including subregional integration. . The ECA should assist and coordinate the clusters to achieve this.

AU and its NEPAD Programme

The respective roles and other structural issues between the AU and the NEPAD programmes need to be streamlined effectively and full integration achieved. Any overlaps and conflicts need to be resolved to boost the effectiveness of AU/NEPAD and to im-

The Ten-Year Capacity Building Matrix

Priority Areas

INSTITUTIONAL CAPACITY AND HUMAN RESOURCE DEVELOPMENT	PEACE AND SECURITY	POLITICAL, LEGAL AND ELECTORAL MATTERS	SOCIAL, HUMAN AND CULTURAL DEVELOPMENT	ECONOMIC AND ENVIRONMENTAL DEVELOPMENT	CROSS CUTTING ISSUES
Policy Development, Monitoring and Evaluation	Prevention	Governance and Elections	Education	Infrastructure and Energy	Gender
Training	Peace keeping	Legal Issues	Health, HIV/AIDS, Malaria and TB	Economic Affairs	AU Decisions and Declarations
Information and Communication	Peace building	Human Rights	Employment	Trade and Industry	Civil Society and Diaspora
Administration and Human Resources	Policy Organs	Humanitarian Response and Forced Population Displacement	Human Settlement and Migration	Rural Economy and Agriculture	
Conference Services	Post Conflict Reconstruction		Sport and Culture		
Programming, Budgeting Finance and Accounting			Science and Technology		
Internal Audit					
Medical Services					
Security					

prove the coordination of support from the UN system and other development partners. The AU also needs to achieve better internal coordination to improve communication and liaison with partners and with the RCM and cluster system. Some African member States that are supportive of the AU do not feel a sense of ownership in NEPAD. Further integration of NEPAD and its programmes within the AU's structures and processes should boost ownership and implementation. NEPAD is also a complex organization and its effectiveness and internal coordination need to be improved. Streamlining with the AU should improve NEPAD's internal effectiveness by integrating it with the AU's wider continental resources.

Subregional coordination

Subregional coordination is essential as it is the link between regional-level activities and country-level national priorities, actions and implementation. Building capacity in the AU Commission, NEPAD Secretariat, the RECs and participating agencies is crucial to ensuring delivery. The ECA and the RECs should take the lead in promoting arrangements at the subregional level and an institutional framework should be created for collaboration in support of AU and its NEPAD programme at this level.

The UN's Joint Inspection Unit report and the ECA and AU joint publication cited above (Section 3) suggest a review of UN agencies' subregional representation and mechanisms for coordination and collaboration. The AU and ECA have also suggested measures to rationalize and integrate the RECs into a more coherent and goal-oriented structure, removing overlapping mandates and memberships. The review of UN subregional support should take into account RECs' capacity constraints and UN agencies should build capacity in RECs.

More study is required on the most effective way of building capacity in the RECs, and the optimal configuration of clusters for effective performance. Such a study would help in necessary alignment of work programmes and design of more creative ways of enhancing coherence and coordination.

Objectives and time lines

NEPAD and AU should set clear timelines and measurable objectives for implementation of AU/NEPAD programmes. This would increase implementation and speed the coordinated UN system response.

Communication, coordination and integrated support

The UN clusters and RCM should increase the frequency and depth of their communication with each other and with the AUC, NEPAD Secretariat and RECs. One aim of the better communication between the different clusters and sub-clusters should be to ensure a holistic and integrated approach to the support being provided. The experience of NEPAD Secretariat, AUC and other bodies is that uncoordinated agency approaches, even when these are designed to help, put a strain on their resources. The situation has been worse for RECs which have less capacity.

Since the creation of the RCM and the cluster system, much has already been achieved in support of the AU and its NEPAD Programme. The *Ten-Year Capacity-Building Programme for the AU*, and its steady implementation has concretised AU/UN cooperation, driven in part by the urgency of making concrete progress across Africa towards achieving the MDGs. This urgency was reflected in the 8th RCM meeting and subsequent discussions.

By taking account of the lessons learnt, the UN system is set to play a key role in helping the RECs, AU and its NEPAD Programme to streamline, integrate and become more effective in achieving progress towards ending poverty, developing Africa and achieving the continental integration that is the ultimate AU goal.

Section 4:

Useful Resources and Contacts

Advocacy and Communications Cluster resources are available free from africarenewal@un.org and www.un.org/AR.

African Union website: www.africa-union.org

African Union 2007: *Integration of NEPAD into the Structures and Processes of the African Union: A Joint Proposal by the African Union Commission and the NEPAD Secretariat*, African Union, Addis Ababa, Ethiopia.

Economic Commission for Africa 2006: *Strengthening the Coordination of UN Support to NEPAD: From Review to Action. An Issues Note*. Addis Ababa.

Economic Commission for Africa/African Union 2006: *Assessing Regional Integration in Africa II: Rationalizing Regional Economic Communities*, Economic Commission for Africa, Addis Ababa, Ethiopia.

Economic Commission for Africa/African Union 2008: *Economic Report on Africa 2008: Africa and the Monterrey Consensus, Tracking Performance and Progress*, Economic Commission for Africa, Addis Ababa, Ethiopia.

ECA Knowledge Management Platform: <http://knowledge.uneca.org/community-of-practice/nepad-regional-integration-and-trade>

NEPAD Support Section website: www.uneca.org/nepad

NEPAD website: www.nepad.org

OSAA website: www.un.org/africa/osaa/

UN Economic Commission for Africa website: www.uneca.org

United Nations 2005: *Further Measures to Strengthen United Nations System Support to the New Partnership for Africa's Development*, Joint Inspection Unit, United Nations, Geneva.

United Nations/African Union 2006: *United Nations-African Union Cooperation: Framework for the Ten Year Capacity-Building Programme for the African Union*, United Nations, Addis Ababa, Ethiopia.

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MDGs at a Glance (to be achieved by 2015)

- Eradicate extreme poverty and hunger
- Achieve universal primary education
- Promote gender equality and empower women
- Reduce child mortality
- Improve maternal health
- Combat HIV/AIDS, malaria and other diseases
- Ensure environmental sustainability
- Develop a global partnership for development