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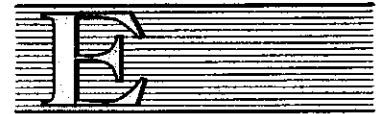
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POSITION PAPER ON THE UNDP SECOND REGIONAL COOPERATION FRAMEWORK
(2002-2006) (RCF 2)

TABLE OF CONTENTS

LIST OF ABBREVIATIONS

ADB	African Development Bank
AEC	African Economic Community
CCF	Country Cooperation Framework
COMESA	Common Market for Eastern and Southern Africa
ECA	UN Economic Commission for Africa
ECCAS	Economic Commission for Central African States
ECOWAS	Economic Commission of West African States
GCF	Global Cooperation Framework
GDP	Gross Domestic product
ICT	Information and communications technology
OAU	Organization of African States
ODA	Official Development Assistance
RBA	Regional Bureau for Africa of UNDP
RCF1	First Regional Cooperation Framework
RCF2	Second Regional Cooperation Framework
SADC	Southern African Development Community
TRIPS	Trade Related Intellectual Property System
UN	United Nations
UNAIDS	Joint United Nations Programme on HIV/AIDS
UNDP	United Nations Development Programme
UNICEF	United Nations Fund for Children
WHO	World Health organization
WTO	World Trade organization

SECOND REGIONAL COOPERATION FRAMEWORK (RCF2)
POSITION PAPER

I. INTRODUCTION

The purpose of this position paper on the Second Regional Cooperation Framework (RCF2) of the Regional Bureau for Africa (RBA) is to serve as a vehicle for consensus building among partners and stakeholders on the questions of **what** the next regional programme would support and **how** support would be delivered. The first Regional Cooperation Framework (1997-2001) that succeeded four regional programmes ends at the end of this year. A Mid-term Review in 2000 recorded the successes of the RCF1, identified problems encountered in its implementation and drew lessons learnt and recommendations for its successor (A copy of the Mid-term Review is available on request from RBA). The lessons learnt and recommendations helped to shape this position paper and will be referenced in context.

The position paper was preceded by an issues paper that identified issues on the basis of desk research into African and UNDP priorities and strategies, as well as consultations within UNDP Headquarters. The issues paper was shared with UNDP Resident Representatives and other stakeholders in Africa who were then consulted during sub-regional cluster meetings on key issues in designing the RCF2. Feedback from these consultations was taken into account in selecting the main elements of the position paper.

This position paper reflects the current transformation that UNDP as an organization is undergoing. This is a multi-faceted process aimed at creating greater specialisation by UNDP in policy advice, institution building and other upstream initiatives, including knowledge-networking, support for empowerment and multi-sectoral and participatory approaches. Through this kind of support UNDP hopes to assist with the strategic policy shifts and breakthrough solutions that will make a difference in human development. The new approach also involves moving expertise closer to countries by decentralising policy advisors, and achieving greater alignment, coherence and synergy among UNDP's various levels of programmes – global, regional and country. There is also much greater emphasis on partnership and more of a catalytic, brokering role.

The paper further reflects important policy and other changes within Africa. There has emerged a broad consensus on policies for sustainable development with equity and social cohesion at the country level, and a recommitment to continental political union, as proclaimed at the OAU Summit of 2001. A renewed emphasis on regional and sub-regional cooperation is reflected in the current focus of the Abuja Treaty for the establishment of the African Economic Community (AEC) on strengthening sub-regional organisations. These include the Common Market for Eastern and Southern Africa (COMESA), the Economic Commission for Central African States (ECCAS), the Economic Community of West Africa States (ECOWAS) and the Southern African Development Community (SADC). The RCF2 will be designed to respond to these thrusts and to provide upstream support to African partners in priority development areas shared by African regional and sub-regional organisations (both inter-governmental and non-governmental) and the UNDP.

It is important to reflect on the nature of a regional cooperation framework. First, it is **regional** in that its mandate is to support regional, sub-regional or other inter-country initiatives in Africa that are designed to strengthen and complement country level efforts to address priority development issues. It is thus complementary to UNDP's country programmes in Africa. In its regional focus on Africa it also complements UNDP's Global Cooperation Framework by bringing a sharper focus on the specific priorities of the region. Second, it is a **framework** for programming, rather than a programme or set of programmes in itself. As such it defines parameters within which programme development is expected to take place, such as areas for focus, initiatives, crosscutting themes, and programme development guidelines. Programmes for funding by the RCF2 are to be developed consistent with all elements of this framework. Thirdly, it is a **cooperation** framework, not an assistance or aid framework. This means that the cooperation of partners in Africa is critical to the success of the RCF2 and will be sought in developing and implementing the programmes. For this purpose Programme Development Guidelines and a Partnership Strategy will be developed.

This position paper is thus the vehicle for consulting with potential African partners and other stakeholders on the 'what' and 'how' of the RCF2. Section II presents the focus areas proposed for RCF2, some programme ideas within each of these focus areas and the type of initiatives that the RCF2 would support for addressing these programme ideas. For each focus area, cross-cutting issues that require consideration in programme development are also identified. Each section on a focus area thus provides readers with all the elements of the framework that have to be taken into account in developing programmes in that area. Section III outlines a partnership strategy for RCF2 that will serve to identify potential partners and to work out concrete cooperation agreements with those selected as partners in relation to particular elements of the focus areas. Section IV sets out key elements of Programme Development Guidelines that will be provided to potential partners to assist them in the development of programme proposals. These elements will also serve as criteria in the assessment and approval of programme proposals. Section V outlines some aspects of the management of the RCF2 that require consultation with partners and stakeholders. A concluding section emphasises the tentative status of the position paper as a vehicle for consultation and invites specific, concrete suggestions for modification. An outline of the consultation process and time line to the completion of the RCF2 is provided in Annex 2.

II.   THE FRAMEWORK

Overall Goal and Focus Areas

The RCF2 will seek to support the achievement of the targets of the Millennium Declaration in Africa and to reinforce UNDP's role in this regard in the African context. The Millennium Declaration states: "We will support the consolidation of democracy in Africa and assist Africans in their struggle for lasting peace, poverty eradication and sustainable development, thereby bringing Africa into the mainstream of the world economy."

In line with the Millennium Declaration, the overall goal of the RCF2 will be to contribute to **bringing Africa into the mainstream of world development**. In doing so, it will

focus on four interrelated areas selected on the basis of the leverage they provide for progress towards this overall goal:

- Making globalization work for Africa
- Preventing conflict, building peace and managing disasters
- Reducing the HIV/AIDS threat to and impact on Africa
- Strengthening democratic and participatory governance

These focus areas are widely recognised in African, as well as United Nations and other international contexts, as high priority areas for Africa at the start of the new millennium. The first three of these areas address major challenges to Africa and the main obstacles to its integration into world development: globalization, conflicts and HIV/AIDS. These three challenges are interrelated and tend to reinforce each other in a vicious circle: Many aspects of globalization tend to undermine African capacities to manage their economies and societies, thus reinforcing vulnerability to conflicts. Similarly, globalization regimes, such as the TRIPS, virtually exclude the entire population of Africa from access to drugs for the treatment of HIV/AIDS. And conflicts contribute to vulnerability to and the spread of HIV/AIDS. The latter two – conflict and HIV/AIDS – in turn further erode capacities to participate in globalization and join the mainstream of world development. In these three areas, the RCF2 will provide upstream support to regional and sub-regional institutions to strengthen their capacities effectively to address the regional dimensions of the challenges and to support country efforts to do so. The fourth area, democratic participatory governance, addresses building the foundations for sustained African capacity to meet these challenges in the new century. The capacities to deal effectively with the three main challenges will only be sustainable if they are grounded in stable, strong democratic and participatory systems, institutions and practices (See Figure 1 on the next page).

The RCF2 complements the Global Cooperation Framework (GCF) that guides the work of UNDP at the global level. The development objective of the GCF is to provide a window for developing countries to influence global trends and benefit from global knowledge on critical dimensions of sustainable human development in order to reduce national poverty and human inequity. It does this through interventions in four development dimensions within which immediate objectives are defined: globalization, participation, growth and crises. The GCF is designed to provide three core services in these areas: global advocacy and analysis; policy advice and support; and knowledge networking and sharing of best practice. Policy advisors posted to sub-regional centres in Africa will provide the services in collaboration with local partners. The value added by the RCF2 is that it will support African regional initiatives in basically the same areas and thus create greater demand for the GCF services and greater focus on African priority issues. It will provide a multiplier effect to African country programmes, which are the main channels through which UNDP contributes to the overall objective of the Millennium Declaration in the region. Thus African countries will derive greater benefits from the alignment and synergy among all three levels of UNDP operations: global, regional and country.

Figure 1: RCF2 OVERALL GOAL AND FOCUS AREAS
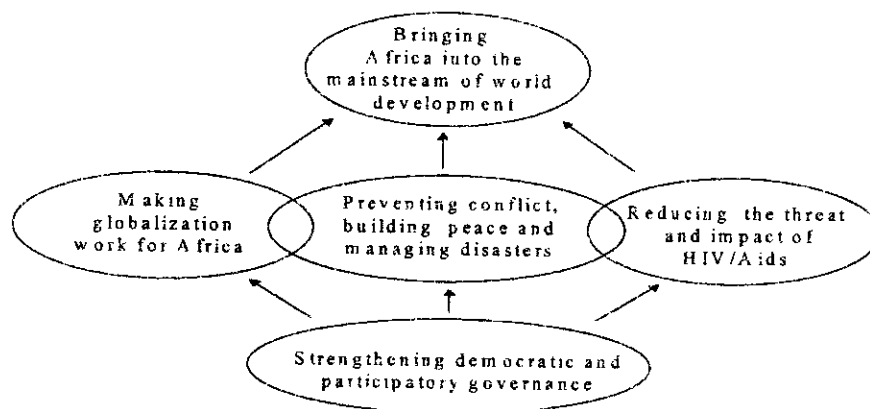
Each of the focus areas is developed according to a format that provides a rationale for the selection of the area from both African (current issues and challenges) and UNDP (comparative advantage) perspectives. Each focus area is then further elaborated with the identification of core **programme ideas** that would contribute to the achievement of the development objectives implicit in the focus area. Within each of the programme ideas, **initiatives** that the RCF2 would support are proposed. These reflect the new focus of UNDP on upstream contributions with high leverage for systemic change and transformation. These programme ideas and initiatives are not closed lists. They are provided partly as examples that would stimulate thinking, refinement of the definition of the initiatives to support and the identification of other initiatives of equal or superior relevance and value-added to the programme areas. Finally, the relevance of certain **cross-cutting issues** of critical importance in African development and in UNDP's paradigm of sustainable human development is highlighted, especially gender equity, regional integration and the environment. It is expected that all programme proposals would address the relevant cross-cutting issues in ways integral to the achievement of the objectives of the programme. Annex 1 provides a planning matrix for each of the focus areas with indicative output and outcome targets for the programme ideas or initiatives.

FOCUS AREA 1: Making Globalization Work for Africa

Development Challenge in Africa

Historically Africa has suffered from unfavourable terms of trade, volatile commodity prices, limited access to financial resources and lack of capacity to compete in global markets. While in theory globalization brings new opportunities in all these areas, it has in reality posed major challenges to Africa and has on balance worsened its situation. In fact, the continent is being increasingly marginalized on most development fronts. By 1998 the region's share in world trade stood at 2% (from 3.5% in 1980 and 2.7% in 1990), while levels of ODA per capita have fallen steadily. Modest increases in foreign direct investment, unevenly spread over the

region, have not made up for the shortfall. Over the past decade average per capita income declined by 1% per annum while, with a few notable exceptions, annual GDP growth rates fell below the 5% needed to halt the increase of poverty on the continent. Despite improvements in some human development indicators, all but 6 of the 35 countries in the low human development category of the 2000 Human Development Report, and 32 of the 48 least developed countries of the world, are in Africa. Further, up to 50% of the region's population lives in absolute poverty, a situation projected to worsen in the next five years.

Globalization holds many promises: increasing share in world trade, access to global sources of information, knowledge and technology, increased direct foreign investment, fuller participation in the global community and institutions, improved quality of life and human development. But clearly these promises have not been realised in Africa to a significant degree. To make real the opportunities offered by globalization, arrangements for global governance, international trade and investment, development cooperation and debt relief must take fully into account the special development situation of the region. The challenge for Africa is to adopt decisive measures at both regional and national levels to strengthen co-operation in managing globalization so that it works better for Africa and promotes rapid and sustainable development.

Rationale for UNDP's involvement through the RCF

UNDP has played a key role in the elaboration and promotion of a pro-poor global development paradigm and expanded provision of global public goods. Its leadership in mainstreaming sustainable human development at the global, regional and country levels has placed UNDP in a strategic position to support African efforts to contain the negative impact of globalization on their economies and societies, and to take advantage of the opportunities at the regional and global levels. Its new in supporting countries in achieving the targets of the UN Millennium Declaration and its new tighter focus enable UNDP to advocate and champion a more balanced globalization. It will thus help to "ensure that globalization becomes a more positive force for all the world's people" (Millennium Declaration) and contribute to bringing Africa into the mainstream of world development. RBA's Regional Cooperation Framework enables it to take up this challenge in Africa and to build partnerships with African regional governmental and non-governmental bodies dealing with regional issues central to managing the impact of globalization on the region.

RBA's support through the RCF2

Relevant programme ideas would include the following:

1. *Strengthening regional and sub-regional economic co-operation*

(a) *Policy advice* and *technical support* for development or strengthening of appropriate regional and sub-regional frameworks, and the harmonisation of relevant laws and regulations;

(b) *Networking* for development of regional and sub-regional positions and *capacity strengthening* for effective participation in international trade, trade regime and debt relief negotiations;

(c) *Strategic planning and policy advice* on ways of improving Africa's access to financial markets and investment;

(d) *Policy advice* and *networking* for strengthening the competitiveness of the private sector in Africa, particularly that of indigenous small-scale enterprise in domestic and sub-regional production and trade.

2. *Developing pro-poor policies*

(a) *Policy advice* and *networking* in developing pro-poor policies, protecting investment in the social sectors, and assessing the poverty impact of macro-economic policies;

(b) *Strategic planning and futures studies* at the regional and sub-regional levels to build scenarios for African development that can inform visioning and planning at all levels.

(c) *Strategic planning and policy studies* on the protection of global public goods in Africa leading to a regional strategy for the protection and provision of selected public goods (e.g., global trade regimes, rain forests, human development), with particular attention to their impact on the reduction of poverty.

3. *Closing the digital divide*

(a) *Policy advice* and *technical support* for the development of strategies and policies to build the African information highway; and

(b) *Policy advice, sharing of best practice* and *networking* on ICT policies and strategies, including the expansion of low-cost access to ICT, particularly Internet connectivity.

The following cross-cutting issues have relevance to the programme ideas in this focus area. Programme proposals will be expected to include activities to address these issues in ways integral to the programme, rather than as separate initiatives.

1. *Gender equity and affirmative action for women and girls:* While globalization opens up opportunities for the advancement of women and girls, its negative impacts are likely to affect them disproportionately. It is thus necessary to assess the need to address gender issues in these programmes and to include appropriate measures where needed.

2. *Regional integration for sustained capacity to deal with issues:* Many globalization issues will require regional institutional capacity to sustain strategic regional action to deal with them for the foreseeable future. Where the strengthening of such capacity is clearly required, programme proposals should address this issue.

3. *Protection and regeneration of the environment:* The sustainable management and renewal of natural resources and the environment are key challenges posed by globalization. Addressing these issues requires multi-partner, multi-sectoral,

decentralised and participatory approaches. Sensitisation to such environmental issues should be integrated into and addressed in all globalization programmes.

FOCUS AREA 2: Conflict Prevention, Peace Building and Disaster Management

Development Challenge in Africa

Conflicts still plague many countries in Africa and often affect entire sub-regions, such as the Horn, the Great Lakes and West Africa. During 2000, armed conflict prevailed in 6 countries and over 15 countries were affected by conflict in some way. Conflicts result in major human suffering, displacement of people, destruction of infrastructure, cessation of economic activities and social disruption. Development not only comes to a halt, but earlier gains are lost as countries slip into disarray and chaos. The regionalization of conflict is particularly serious as it undermines development in entire sub-regions and makes containment and resolution much more complex and challenging. Apart from conflict, many countries in Africa suffer from repeated cycles of floods and drought and can benefit from regional disaster management strategies and the sharing of experience. The challenges for Africa are to prevent and contain conflicts, to build peace and foster sustainable development, and to lessen the impact of natural disasters by better preparedness.

Rationale for UNDP's involvement through the RCF

UNDP has strong comparative advantage in this area and extensive experience at the country level in Africa. Its broad sustainable human development mandate allows it to deal with all aspects of crisis situations, unlike most other agencies with limited mandates. Because of its reputation for impartiality, it is trusted to deal with all parties in a conflict situation to develop strategies that address root causes and prepare for recovery and peace building. Governments and donors alike entrust UNDP with capacity building in sensitive areas of governance. Its often plays a unique role in rebuilding social and human capital and in restoring political and economic stability. During the first RCF, RBA has supported the Centre of Conflict Prevention of the OAU and played a key role in several countries experiencing conflicts and disasters. It has become increasingly clear that regional and sub-regional institutions have a key role to play in conflict prevention and crisis management. The Regional Cooperation Framework enables RBA to provide flexible support to regional efforts to prevent and resolve conflict situations and manage other complex emergencies.

RBA's support through the RCF2

Relevant programme ideas would include the following:

1.   *Regional strategy for conflict prevention*

(a) *Strategic planning* for a regional capacity to facilitate the prevention and management of conflict, including contingency plans for preventing the recurrence of conflicts in especially vulnerable situations;

(b) *Sharing of best practice and experience* in conflict prevention and resolution, development of guidelines for facilitation of conflict prevention and *networking* of local institutions with experience in arbitration and conflict resolution; and

(c) *Strategic planning and feasibility studies* for the development of an early warning system in collaboration with key UN partners.

2.   *Strengthen regional peace building and post-conflict recovery capacity*

(a) *Sharing of best practice and experience* in coordinating humanitarian assistance, resettlement of internally displaced people, de-mining, reintegration of demobilised ex-combatants, small arms retrieval, etc.

(b) *Sharing experience* in area-based and community driven programmes for rebuilding society and economy, rehabilitation and reconstruction of social infrastructure and related peace-building issues.

(c) *Strategic planning and technical support* for the development of a regional capability to manage peace keeping operations in conflict torn countries.

3.   *Improving disaster preparedness and management in the region*

(a) *Strategic planning* of regional capacity for disaster preparedness and management through co-ordinated efforts, and pooling and mobilization of resources.

(b) *Sharing of best practice and experience* in preparing for disasters and managing humanitarian assistance and recovery in complex emergency situations.

The following cross-cutting issues have relevance to the programme ideas in this focus area. Programme proposals will be expected to include activities to address these issues in ways integral to the programme, rather than as separate initiatives.

1. *Gender equity and affirmative action for women and girls:* As women and girls are often most affected by conflicts and disasters, special steps need to be taken to ensure that they fully participate in and benefit from programme activities. Women often can play a special role in conflict resolution and peace building.

2. *Regional integration for sustained capacity to deal with issues:* In the case of ongoing or recurrent challenges, programmes should address the question of regional institutional capacity to continue to deal with the issues effectively after the end of RBA RCF support.

3. *Protection and regeneration of the environment:* Armed conflicts often lead to destruction or contamination of the physical and built environment and natural disasters always pose environmental challenges and threats that need to be factored into and addressed in programmes in this area.

FOCUS AREA 3: Reducing HIV/AIDS threat and impact in Africa

VII.   Development Challenge in Africa

Of the 36 million people living with HIV/AIDS in 1999, over 25 million (70%) were in Africa. New infections in Africa in 2000 were estimated at 3.8 million, 2.5 times as many as in the rest of the world (1.5 million). HIV/AIDS related deaths in Africa in 2000 totalled 2.4 million, or 80% of the global total for such deaths. Over 50% of people living with HIV/AIDS are very young – 15 to 24 years old. In 21 African countries more than 7% of people live with HIV/AIDS. The pandemic threatens the human development gains made by Africa over the last decade. It is deepening poverty, which in turn increases vulnerability; reducing both the quality and quantity of education as teachers and students fall victim; over-burdening ill-equipped health services; reducing technical and managerial capacities as other professional classes are affected; and diminishing the productivity of the workforce through absenteeism. Governance is also threatened as revenues are reduced and health and other costs soar. The WTO agreement on TRIPS effectively excludes the population of Africa, with the exception of a small elite, from access to the most effective treatment for HIV/AIDS.

The first critical challenge is to strengthen the human and institutional capacities for identifying the direct linkages between HIV/AIDS and development and fashioning the necessary management and policy instruments for dealing with the problem. A second challenge is to ensure that the methodologies, tools and instruments so fashioned are available and applied within countries.

Rationale for UNDP's involvement through the RCF

As a co-sponsor of UNAIDS and long-time trusted partner of governments, UNDP is in a unique position to contribute through advocacy for strong leadership at all levels and political commitment and mobilization of actors and institutions well beyond the health sector. It can help build capacities for planning strategies, implementing programmes and mainstreaming HIV/AIDS in poverty eradication and other development programmes. It can promote human rights and gender equity approaches in all aspects of responses and provide special assistance to worst affected countries. Most importantly, through its RCF, RBA can support regional initiatives to strengthen country efforts through advocacy, policy advice, strategic planning, knowledge networking and resource mobilization. UNDP is a cosponsor of the International Partnership against HIV/AIDS in Africa, and is deeply involved in HIV/AIDS initiatives at the country level. At the regional level, RBA has, through its Regional Programme, "Confronting the Socio-economic Impact of AIDS in Sub-Saharan Africa", been involved since 1991 in developing national capacities for identifying the socio-economic impact of HIV/AIDS and raising awareness of the special needs of people living with HIV/AIDS. In consultation with other UN agencies, including UNAIDS, UNICEF, WHO and the World Bank, the Programme has been refocused and renewed for another 5 years. Through this Regional Programme RBA is well placed to make major contributions that complement those of other partners.

UNDP/Africa's support through the RCF2

Relevant programme ideas would include the following:

1.   Strengthening strategic plans aimed at reducing the impact of HIV/AIDS on human development.

(a) Development of sustained political *leadership, strategic partnerships* and effective *dialogue* on HIV/AIDS and its human development costs;

(b) *Increased level of understanding* of and *political commitment* to action on HIV/AIDS issues and policies; and

(c) *Sharing best practice* in effective human development approaches that impact on reducing the spread of HIV/AIDS.

2.   Developing methodologies and approaches for assessing the impact of HIV/AIDS on development , and integrating HIV/AIDS management strategies into sub-regional and regional development agendas

(a) *Increasing understanding* among regional decision-makers about the relationship between HIV/AIDS and human development; and

(b) Developing and *disseminating* guidelines, tools and approaches for assessing the impact of HIV/AIDS on development, integrating HIV/AIDS management policies and strategies into sub-regional and regional development agenda, and responding to HIV/AIDS in the context of conflict and post-conflict situations.

3.   Strengthening the capacities of regional institutions to provide technical and advisory services to countries in assessing and integrating HIV/AIDS prevention and care policies into national, sub-regional and regional development programmes

(a) *Knowledge networking* through an electronic forum, library and databank of institutions and resource persons on HIV/AIDS and development; and

(b) *Strengthening capabilities* of regional and national programme planners for assessing and integrating HIV/AIDS management policies into development agendas.

4.   Building regional consensus on the relationship between HIV/AIDS and development, and formulating long-term strategies for managing the HIV/AIDS pandemic

(a) *Facilitating* the elaboration of a regional long-term vision and policy agenda for dealing with the spread of HIV/AIDS in Africa; and

(b) *Facilitating* integrated sub-regional inter-country co-operation strategies and operational frameworks for managing the cross-border spread of HIV/AIDS.

The following cross-cutting issues have relevance to the programme ideas in this focus area. Programme proposals will be expected to include activities to address these issues in ways integral to the programme, rather than as separate initiatives.

1. *Gender equity and affirmative action for women and girls:* Women are at greater risk of HIV infection than men, as male-to-female transmission is more efficient than the reverse. The situation is compounded in Africa as the generally subordinate social position of women in their relations with men tends to limit their capacity to choose or practice safe sex. This is showing through in the data, as the rate of infection of women has accelerated Sensitivity to this trend, its causes and implications is crucial to effective policy-making in this area. Every programme must address the gender dimensions of the pandemic.

2. *Regional integration for sustained capacity to deal with issues:* The ease of cross-border transmission means that effective inter-country action is indispensable to the management of HIV/AIDS and the prevention of its spread from country to country. It is therefore essential that all programmes contribute to the enhancement of sub-regional or regional capacities, institutional and human, for sustained progress in halting the HIV/AIDS pandemic.

FOCUS AREA 4: Strengthening Democratic and Participatory Governance

Development Challenge in Africa

During the last two decades most African countries have made the transition to democratic governance. However, democratic institutions and practices are still fragile and some countries vulnerable to set backs. Legislative, judicial, human rights, administrative, economic management and security institutions and skills need to be further developed and consolidated. Political stability, predictability and legitimacy are essential conditions for sustained economic growth, sustainable management of natural resources and the environment and accelerated human development. The regional, inter-country challenges to governance in the environment and natural resource areas include desertification, water resource management, energy and sustainable development frameworks. Gender equity presents another major governance challenge, given the traditional subordinate social position and role of women in most African societies. Most countries have launched decentralization initiatives, but much remains to be done to ensure the effectiveness of these systems in fostering sustainable human development and poverty eradication. In particular, local communities that have been shown to be most effective in sustainable development practices and achievements in a wide range of areas have not been effectively empowered on a systematic basis through participatory development management practices. The main development challenge here is to consolidate democratic governance and to broaden participation fully to empower African people and communities effectively to pursue their own visions and priorities and manage their own development on a self-reliant, sustainable basis. Meeting this challenge is a precondition for effectiveness in meeting the other three challenges identified above, globalization, conflict and HIV/AIDS.

Rationale for UNDP's involvement through the RCF

UNDP has strong comparative advantage in the area of governance as a trusted, impartial partner of governments and civil society, with a strong track record in capacity building and strategic planning. RBA has played a key role in many African countries in the transition to democratic governance. Through the Governance Programme under the current RCF, it supports the African Governance Forum in addressing key common concerns in the region: capacity building for governance, accountability and transparency, good governance for conflict management and sustainable development, and the contribution of parliamentary processes in strengthening governance in Africa. UNDP has supported in Africa the conduct of elections, the strengthening of parliament, the judiciary, reform of public services, gender mainstreaming, sustainable development and decentralization policies in many countries. As a trusted partner in the often-sensitive area of governance, it plays a special role in the coordination of international donor community support and in supporting government coordination of development cooperation. It often plays a lead role in promoting participatory governance and management of development programmes such as poverty eradication and decentralization. The continuation of capitalising and building on this extensive experience is thus a strategic contribution RBA can make at the regional level through the facility of the RCF.

RBA's support through the RCF

Relevant programme ideas would include the following:

1. *Strengthening democratic governance institutions, policies and practices*

(a) *Knowledge networking and experience sharing* in areas of common concern to African governments;

(b) *Strategic planning* for developing a partnership in governance among the public, private and civic sectors and *networking to share knowledge and experience* on best practice;

(c) *Strategic planning* for a regional capacity to promote and protect human rights in Africa, including advocacy for countries to accede to, sign and adhere to all international human rights instruments, and to adopt a rights-based approach to development; and

(d) *Advocacy, policy advice and strategic planning* for improving the participation of women at all levels of governance, *strengthening their capacities* for effectiveness and *networking and sharing experience* on gender mainstreaming in development policies and programmes.

2.   *Promoting participatory development management*

(a) A *catalytic regional programme* to demonstrate the effectiveness of empowering local communities for participatory development management within the framework of decentralised governance;

(b) A *network for sharing best practice and experience* in participatory development methodologies and practices;

(c) *A network to share experience and promote* community level initiatives in sustainable livelihood and income generating initiatives, *strengthening participatory methodologies and practices*, and addressing *upstream enabling environments* to enhance catalytic impact.

3.   *Protecting the environment and managing natural resources*

(a) *Strategies and action planning* for halting desertification and reducing its impact on people;

(b) *Strategies* for resolving cross-border issues in management of water and energy resources; and

(c) *Policy advice and sharing of experience* in development and implementation of national sustainable development strategies and policies and *best practice* in environmental protection.

The following cross-cutting issues have relevance to the programme ideas in this focus area. Programme proposals will be expected to include activities to address these issues in ways integral to the programme, rather than as separate initiatives.

1. *Gender equity and affirmative action for women and girls:* The political and economic empowerment of women and their progress towards equality in participation, opportunities and benefits is a key governance problem that must be addressed through affirmative action elements in all programmes.

2. *Regional integration for sustained capacity to deal with issues:* Many governance issues will require regional institutional capacity to continue strategic regional action to deal with them for the foreseeable future. Where the strengthening of such capacity for sustainability is clearly indicated programme proposals should address this issue.

3. *Protection and regeneration of the environment:* The management of natural resources and the environment is one of the key challenges to effective governance that requires multi-partner, multi-sectoral, decentralised and participatory approaches. Sensitisation to such environmental issues should be integrated into and addressed in governance programme proposals where directly relevant.

III. COOPERATION WITH PARTNERS

1. Partnership strategy and principles

One of the lessons learnt during the first Regional Cooperation Framework (RCF1) is that there is a need to formulate and implement a strategy for the development and management of partnerships. The overall goals of such a partnership strategy would be to ensure African ownership of the programmes supported, to enhance cooperation and synergy towards a shared vision and mutual learning, and to strengthen African regional institutional capacities in the shared priority focus areas.

Partnership is based on shared principles, such as, equality of partners, shared responsibility and accountability for the development and success of programmes, clear definition of roles and responsibilities in the implementation of joint programmes, and joint participation in monitoring and evaluation of joint programmes.

The strategy would identify long-standing partners in the RCF, assess their potential roles in the RCF2 with them, and identify other potential partners that could make critical contributions to the success of the RCF2.

2. Types of partnership and selection criteria

Different types of partnership will be pursued and supported in the RCF2. These could include partnerships in (a) cost-sharing or co-financing; (b) programme development; (c) programme execution; (d) programme implementation, monitoring and evaluation; and (e) technical backstopping, research, networking, advocacy, or other specific services for the support of programme delivery.

Given the wide range of partners that the RCF2 is likely to involve, different considerations would apply in selecting different categories of partners. The principles of partnership suggested above would provide the basis for generating sets of selection criteria appropriate for particular types of partnership. In each instance, these criteria would become the basis for developing the specific terms and conditions for the partnership agreement.

IV. PROGRAMME DEVELOPMENT GUIDELINES

(a) Rationale

Experience with inter-country programmes has shown that demand-driven programmes in which countries and institutions in the region have clear ownership and commitment have a higher rate of success. At the same time, UNDP's realignment of resources, decentralization of decision-making and technical services point to a management strategy that emphasises partnership, empowerment of partners and more indirect approaches to programming. Therefore, the strategy proposed for RCF2 is to move away from the current predominant practice of direct

UNDP programming with the assistance of consultants and varying degrees of involvement of beneficiaries and partners. Instead, it will adopt a systematic approach towards **indirect programming** in which partners are empowered to take the lead in programme development within an agreed framework and guidelines. Indirect programming will be the first preference, falling back on direct programming only as a last resort. The nature and complexity of particular programme areas and the varying capabilities of potential partners will need to be taken into account on a case by case basis.

Based on the partnership strategy outlined above, partners or potential partners will be identified for each programme idea as part of the RCF2 implementation strategy to be developed after approval of the RCF2. These partners or potential partners would then be invited by RBA to participate in programme development in specific programme areas under each focus area. In order to ensure coherence and synergy within the RCF2 and among the various programmes, RBA will develop Programme Development Guidelines along the lines of the ideas presented in this section.

In the course of developing RCF2, consultation with key stakeholders, partners and potential partners will continue. After the approval of RCF2, discussions will be held with the OAU, ECA, ADB and sub-regional organisations, as well as with regional and sub-regional NGOs. The purpose will be to determine the most appropriate role each might play in RCF2, and the focus areas and initiatives of particular relevance and priority to them. This dialogue will form the basis of agreement on proposals they will develop and submit for consideration and approval through the normal procedures.

A clear distinction is necessary between **programme execution**, which involves management of financial resource and inputs, and **programme implementation**, which involves production of outputs and achievement of outcomes. These two functions are sometimes combined in the role of an executing agency that do both executing and implementing. This combination is often problematic in cases where the agency with the substantive expertise and experience does not have the requisite financial and contract management skills, or vice versa. In a programming strategy that emphasizes ownership of and empowerment with regard to development content, it is often necessary to separate the two roles. In principle, the RCF2 strategy will be to engage different partners for execution and implementation in order to enhance African ownership of programmes, but the feasibility of this will be considered carefully on a case by case basis.

(b) Modes of programming

These Programme Development Guidelines are mainly intended for programme implementing agencies, although they would also be of interest of executing agencies that would not necessarily be involved directly in the programme development process.

Depending on the capacities of the potential partner, the process of engagement might take different modes. There are **three main modes of indirect programming** that could be followed, with such variations as might be indicated on a case by case basis:

(a) *Autonomous programming:* Where the potential partner is fully capable of developing the programme, it will be invited to develop a programme proposal in accordance with the Programme Development Guidelines and submit it for consideration and approval. Where necessary, a proposal could be further refined, in collaboration with the partner, before final approval for implementation;

(b) *Assisted programming:* Where the potential partner does not have full capacity for autonomous programming, arrangements will be made to provide enhancement of the capacities required for successful programme development. Such assistance may be necessary because of lack of programming experience on the part of the potential partner or the complexity and novelty of the programme area, or a combination of such considerations. Assistance could take the form of the provision of technical support, learning opportunities, best practice sharing, or other means of capacity enhancement;

(c) *Programme preparation support:* The last resort to ensure regional ownership of the programme or to build regional capacity for the long-term sustenance of the programme area, would be to have a pre-programming engagement during which the potential partners' capacities would be strengthened. This could take the form of programme preparation support through the SURF in the sub-region in which the potential partner is located. The potential partner would have to agree to undertake this preparation in accordance with the Programme Development Guidelines. It could involve exchange visits to a centre with relevant expertise and experience, TCDC from such a centre, or even participation by such a centre in the development of the programme. The SURF in the sub-region would provide technical back-stopping, assessment of capacities needed for the implementation of the programme, and assistance with networking and sharing of lessons learned. A period of three to six months could be allowed for the programme preparation support stage at the end of which programme development might be close to completion in some cases or just commencing in other cases.

In cases where there is no potential partner that meets the criteria for selection and that could function effectively with one of the indirect modes of programming, the RCF2 management would resort to *direct programming* as in the usual practice. However, even in this direct mode, greater efforts will be made to build in provisions for participation and ownership by African institutions, organisations or networks that are active in the programme area and have a recognised role in the region.

3. Criteria for programme development

Among the design weaknesses pointed out by the Mid-term Review and the Management Audit, was that the rather general definition of "areas of concentration" failed to control the addition of unrelated or overlapping programmes, leading to the loss of coherence and synergy in the first RCF as a whole. To avoid a repetition of this situation, the programming strategy of RCF2 seeks to ensure that programmes not only fit within the indicated thematic focus areas, but also meet requirements calculated to secure coherence within the RCF2, while ensuring that there is synergy among its various programmes. To this effect a set of carefully worked out criteria and guidelines will be elaborated for proposal development as well as programme assessment. These will be made available to partners and other programme developers to be

applied with imagination and creativity in the development of programmes. They will also be applied rigorously in the assessment of programmes for funding.

The following categories of criteria are envisaged:

(a) Eligibility

For support under the RCF2, a programme proposal must be suitable for *regional* treatment. To satisfy this requirement, it must meet <u>one or more</u> of the following criteria:

(i) Value-addition to country programmes

1. The programme addresses an issue or issues of national priority, or the causal factors or effects of the issues are present, in a significant number of countries

2. An inter-country approach is likely to offer greater efficiencies, effectiveness or incentives.

(ii) Catalytic, learning function

1. Sharing lessons and best practice provide the most efficient, effective or appropriate way to address the issue or issues

2. Building awareness and understanding of the issue or issues, or introducing innovative ideas, approaches and methodologies, requires or indicates an inter-country approach.

(iii) Value-addition to global programmes

1. The programme adds relevance or focus to the contributions of the global programme to Africa, or facilitates inter-regional cooperation

2. The programme provides opportunities for co-financing with the global programme, or attracts additional extra-budgetary resources.

(c) Thematic area focus

The programme

(i) addresses a development objective within one of the four *focus areas* of the Framework set out at II above;

(ii) addresses one of the *programme ideas* within one of the focus areas or an idea of equal or superior relevance to the focus area;

(iii) takes the most appropriate *initiative(s)* for addressing the particular issue or issues within the selected programme idea; and

(iv) addresses relevant RCF2 *cross-cutting issues*, including gender, regional integration and the environment.

(d) Other Programme Features

The Programme Development Guidelines will encourage and facilitate programme proposals that are innovative and creative and explore alternative paradigms for addressing the challenges of Africa in the four focus areas. The guidelines will also provide further specification of expectations with regard to the following programme features:

(a) *Targets*

Expected programme outputs and outcomes contribute directly to targets identified in RCF2. Annex 1 contains preliminary indications of the types of targets the RCF2 will have.

(b) *Partner Status*

Other programme partners, proposed by the principal partner to participate in the programme, meet the selection criteria for participation in the programme, i.e., they have the leverage required to give the programme high impact. This could be shown from such considerations as (i) the legitimacy and recognition of a regional or sub-regional organisation, grouping or network, and (ii) the known capacities of the partners – technical, financial, or managerial.

(c) *Rationale for UNDP support through RCF2*

The rationale for RBA's support of the particular programme initiative is clearly established. Does it reflect RBA's comparative advantage in this focus area? If not, can RBA mobilise the required capacities to support the programme? What other donors support activities at the regional level in this area? What synergy would be created between the RCF2 programme support and those other activities?

(d) *Cost-effectiveness*

The proposal demonstrates that the anticipated results warrant the resource outlays required. This will depend on a variety of factors including what other action is proceeding in relation to those issues, and what other resources are available. Does the programme give 'value for money' by adding to existing programmes in the focus area, or will it make a significant difference?

(e) *Resource mobilization*

Successful development and implementation of RCF2 requires the fullest mobilization of resources for programmes. Partners are, therefore, expected to contribute resources and are encouraged to seek additional support for programme activities. Proposals should indicate what resource mobilization efforts have been undertaken or are proposed, and which donors are likely to support the programme.

(f) **Programme Synergy**

The programme proposal complements or creates synergy with UNDP country programmes in countries participating in the proposed programme, and with other RCF2 programmes. This would be achieved through consultations and/or co-planning with the UNDP Country Offices involved, and other RCF2 programme partners.

VI. SOME ASPECTS OF RCF2 MANAGEMENT

Detailed proposals for the management of the RCF2 will be developed, based on the lessons learnt in the RCF1. The following aspects are of concern to partners and stakeholders and are thus included in this position paper for consultation.

1. Oversight and management

An *Advisory Board*, consisting of eminent persons from Africa with in-depth knowledge of UNDP and the UN system in general, will provide oversight of the development of programmes and implementation of the RCF2. It will be involved in the consultations on the position paper and will review the draft RCF2 itself. It will meet periodically to review progress, but members will also be consulted individually on aspects of programme development, implementation and monitoring.

An RCF2 *Programme Development Team* will be established within RBA under the aegis of the Strategic and Regional Initiatives Unit to manage the programming process. It will dialogue with potential partners, invite programme proposals, evaluate the proposals and submit them for approval to RBA management. It will also manage relations with executing agencies and monitor the implementation of the programmes under RCF2. The Team will liaise with BDP and the SURF boards to ensure the generation of synergy with the GCF, as well as CCFs. It will also manage the provision of other services to UNDP Country Offices in the RCF2 focus areas with a view of maximizing synergy among RCF2 programmes and country programmes.

2. Resource Mobilization

One of the main purposes of the RCF2 is to act as a vehicle for resource mobilization for African development at regional, sub-regional and country levels in the focus areas. This will mainly be done in one of two ways:

(a) Through a special account in a thematic trust fund, where such a fund exists in the focus area, as for example, the Global Trust Fund for HIV/AIDS, or

(b) Where such a trust fund does not exist at the global level, through a special thematic trust fund set up by RBA. An example of the latter is the thematic trust fund on Governance, set up with assistance from Norway.

However, this approach will not preclude other arrangements for co-financing and other forms of support for RCF2 programmes.

Shortly after the approval of the RCF2, RBA will organize a briefing meeting to provide potential donor partners with an opportunity to gain in-depth familiarity with the framework and the opportunities for donor collaboration that it offers. Donors will be able to participate in programmes in any one or all of the four focus areas.

VI. CONCLUSION

This position paper has tried to propose specific ideas on all elements of the RCF2 for further discussion and consultation with RBA's partners and stakeholders. The proposed elements were selected on the basis of careful research and consultations, but the lists are open to deletion, addition and modification on the basis of further consultation. The overarching concern is to have a framework with a clear focus, coherence and potential synergy. Partners and stakeholders are thus invited to consider these proposed elements and to make specific, concrete suggestions for modification and refinement of the proposed ideas, and to identify missing elements that are critical to effective regional support for bringing Africa into the mainstream of world development.

Please see Annex 2 for an outline of the consultation process and the time line to the approval of the RCF2.

ANNEX 1: FOCUS AREA PROGRAMME PLANNING MATRICES

The purpose of these planning matrices is to suggest examples of some of the key elements of programme planning and development, and to consult on ways to bring greater clarity and precision to formulations. Planning matrices are provided for all initiatives in all programme ideas for each of the four focus areas. The matrix provides a column for each of the following: potential partners, output targets, outcome targets, and resource mobilization (RM) targets.

At this stage, the examples focus on output and outcome targets. It must be emphasized that the formulations and figures provided are only notional. For example, the number of countries that would participate in a particular initiative could not be determined at this stage. The formulation of the outcomes presents a special challenge. On the one hand, the outcomes have to be as specific as possible. On the other hand, most measures of outcomes would not necessarily isolate the impact of the particular programme activities. What the examples try to convey is rather the types of outputs and outcomes that would make sense to identify in the RCF. The actual magnitudes and volume assumptions can only be determined during actual programme planning and development and will depend on a number of factors, such as the indicative resources available, the number of countries affected and interested, and so on.

The 'potential partners' column is left blank. During the consultations suggestions for potential partners for particular programme ideas or initiatives would be welcome. The proposed partnership strategy would also address this issue and suggest criteria for selection of partners.

Finally, it is not possible to suggest resource mobilization targets before the nature of the programmes is developed more fully. The column serves to highlight this important dimension of programme planning and development.

Focus Area 1.: Making Globalization Work for Africa

Programme Area	Potential partners	Output targets	Outcome targets	RM targets
1. **Strengthening regional and sub-regional economic cooperation**				
a) *Networking* for development of regional and sub-regional positions and capacities for effective participation in international trade and trade regime and debt relief negotiations;		25 countries participate in capacity strengthening workshops for international negotiations. Guidelines on negotiation strategies in 3 areas produced and distributed	Increased effectiveness of African negotiators demonstrated in relation to trade regimes, trade and debt relief	
b) *Networking* for development of regional and sub-regional positions and capacities for effective participation in international trade and trade regime and debt relief negotiations;		25 countries participate in capacity strengthening workshops for international negotiations. Guidelines on negotiation strategies in 3 areas produced and distributed	Increased effectiveness of African negotiators demonstrated in relation to trade regimes, trade and debt relief	
c) *Strategic planning and policy advice* on ways of improving Africa's access to financial markets and investment.		15 country case studies on strategies to stimulate private investment and access to financial markets; Strategic plan and policy recommendations to countries	10 countries with improved policies and increased access to financial markets and investment	
d) *Policy advice* and *networking* for strengthening the competitiveness of the private sector in Africa, particularly that of indigenous small-scale enterprise in domestic and sub-regional production and trade.		10 case studies of measures taken by African countries to increase competitiveness, and policies to support SME. Policy advice to governments and private sector. Network	20 countries adopt measures to increase competitiveness of African private sector, particularly SME	
2. **Developing pro-poor macro policies**				
a) *policy advice and networking* in assessing the poverty impact of macro-economic policies, developing pro-poor macro policies and ring-fencing investment in the social sectors;		15 country case studies of impact of macro-economic policies on social provision, equity and poverty; 5 comparative analyses and policy synthesis	10 countries with pro-poor policy frameworks	
b) *Strategic planning and futures studies* at the regional and sub-regional levels to build scenarios for African development that can inform visioning and planning at all levels.		3 sub-regional future studies; 1 compilation of future trends for Africa and an assessment of the feasibility of future scenarios for Africa as a whole	Clearer bases for sub-regional and regional visions and strategic plans	
(d) Strategic planning and policy studies on the protection of global public goods in Africa leading to a regional strategy for the protection and provision of selected public goods (e.g., global trade regimes, rain forests, human development), with particular attention to their impact on the reduction of poverty.		10 country studies of the management of global public goods; 3 policy papers on the pro-poor management of global public goods in Africa	8 countries with improved pro-poor global public goods management regimes	
3. **Closing the digital divide**				
a) *Policy advice and technical support* for the development of strategies and policies for building the African information highway;		Regional and sub-regional strategies and policies for building the African information highway	Regional and or sub-regional initiatives to implement strategies and policies	
b) *Sharing of best practice* on ICT policies and strategies, including the expansion of low-cost access to ICT, particularly Internet connectivity;		20 countries share experiences Knowledge network and information base on ICT policies and strategies	Accelerated rates of low-cost access to ICT, particularly Internet connectivity in rural areas.	

Focus Area 2.: Conflict Prevention, Peace Building and Disaster Management

Programme Area	Potential Partners	Output targets	Outcome targets	RM targets
1. *Regional strategy for conflict prevention* a) *Strategic planning* for a regional capacity to facilitate the prevention and management of conflict, including contingency plans for preventing the recurrence of conflicts in especially vulnerable situations.		Strategic plan enhanced regional capacities	More effective conflict prevention, i.e., fewer new conflict outbreaks	
b) *Sharing of best practice and experience* in conflict prevention and resolution, development of guidelines for facilitation of conflict prevention and *networking* of local institutions with experience in arbitration and conflict resolution.		15 countries share best practice guidelines Network of local institutions	More effective conflict prevention, i.e., fewer new conflict outbreaks	
c) *Strategic planning and feasibility studies* for the development of an early warning system in collaboration with key UN partners.		Strategic plan Feasibility studies	Sound basis for decisions on establishment of early warning system	
2. *Strengthen regional peace building and post-conflict recovery capacity* *Sharing of best practice and experience* in coordinating humanitarian assistance, resettlement of internally displaced people, de-mining, reintegration of demobilised ex-combatants, small arms retrieval, etc.		15 countries share best practice	More effective peace keeping and post-conflict normalization	
a) *Sharing experience* in area-based and community driven programmes for rebuilding society and economy, rehabilitation and reconstruction of social infrastructure and related peace-building issues.		15 countries share best practice	More effective reconstruction and rehabilitation of society	
b) *Strategic planning and technical support* for the development of a regional capability to manage peace keeping operations in conflict torn countries.		Strategic plan Feasibility studies	Basis for decision on development of management capacity	
3. *Improving disaster preparedness and management in the region* a) *Strategic planning* of regional capacity for disaster preparedness and management through coordinated efforts, and pooling and mobilization of resources.		Strategic plan	More effective disaster preparedness and management	
b) *Sharing of best practice and experience* in preparing for disasters and managing humanitarian assistance and recovery in disaster situations.		10 countries with shared experience and improved capacity	10 countries with knowledge and capacities to manage disasters more effectively	

Focus Area 3: Reducing HIV/AIDS' threat to and impact on Africa

Programme Area	Potential Partners	Output targets	Outcome targets	RM targets
1. *Strengthening strategic plans aimed at reducing the impact of HIV/AIDS on human development.* a) Development of sustained political leadership, strategic partnerships and effective dialogue on HIV/AIDS and its human development costs b) *Increased level of understanding of* and political commitment to action on HIV/AIDS issues and policies c) *Sharing best practices and approaches in* effective human development approaches that impact on reducing the spread of HIV/AIDS.		Forums for policy dialogue; strategic partnerships; media staff trained and materials developed; leaders trained 6 studies and consolidated report; 8 regional policy seminars; 5 regional TV panel discussions; reference book Framework, 10 field visits, consolidated reports	Increased effectiveness of leaders Increased understanding, commitment and capacity to deal with H/A Stronger partnership and network show better results	
2. *Developing methodologies and approaches for assessing the impact of HIV/AIDS on development* a) *Increasing understanding among regional decision-makers about the relationship between HIV/AIDS and human development; and* b) *Developing and disseminating* guidelines, tools and approaches for assessing the impact of HIV/AIDS on development, integrating HIV management policies and strategies into sub-regional and regional development agenda, and responding to HIV in the context of conflict and post-conflict situations.		Manual for assessing impact of HIV/AIDS on development Handbook for mainstreaming HIV/AIDS in development agendas HIV/AIDS training established in at least 5 institutions Manual on HIV/AIDS in conflict situations	Increased effectiveness of dealing with H/A in programmes Increased effectiveness in mainstreaming H/A in development Increased effectiveness in dealing with H/A in conflict situations	
3. *Strengthening the capacities of regional institutions to provide technical and advisory services to countries* a) *Knowledge networking* through an electronic forum, library and databank of institutions and resource persons on HIV/AIDS and development; and (c) *Strengthening capabilities* of regional and national programme planners for assessing and integrating HIV/AIDS management policies into development agendas.		Electronic forum, library and data base UNDP intra-network on HIV/AIDS and development Strengthened capacities of UNDP national and regional programme planners	Better communication, access to knowledge and expert resources Technical network and strengthened capacities of UNDP national and regional programme planners	
4. *Building regional consensus on the relationship between HIV/AIDS and development, and formulating long-term strategies for managing the HIV/AIDS pandemic* a) *Facilitating* the elaboration of a regional long-term vision and policy agenda for dealing with the spread of HIV/AIDS in Africa; and b) *Facilitating* integrated sub-regional inter-country co-operation strategies and operational frameworks for managing the cross-border spread of HIV/AIDS.		A regional long-term vision and policy agenda on HIV/AIDS Sub-regional inter-country strategy on cross-border issues	Increased effectiveness in curtailing spread of H/A Increased effectiveness in cross-border cooperation	

Focus Area 4: Strengthening Democratic and Participatory Governance

Programme Area	Potential Partners	Output targets	Outcome targets	RM targets
1. **Strengthening democratic governance institutions**				
a) Knowledge networking and experience sharing in areas of common concern to African governments		AGF annual events 4 sub-regional workshops on governance issues	Improved good governance practices	
b) Strategic planning for developing a partnership in governance among the public, private and civic sectors and networking to share knowledge and experience on best practice.		Strategic plan for strengthening partnerships 4 sub-regional workshops to share experience and best practices	Increasing incidence and effectiveness of partnerships in key areas	
c) Strategic planning a regional capacity to promote and protect human rights in Africa, including advocacy for countries to accede to, sign and adhere to all international human rights instruments, and to adopt a rights-based approach to development.		Strategic African human rights promotion plan implemented	Improved human rights practices and record in all countries Increased rights-based development	
d) Advocacy, policy advice and strategic planning for improving the participation of women at all levels of governance, strengthening their capacities for effectiveness and networking and sharing experience on gender mainstreaming in development policies and programmes.		Regional strategic plan and policy advice Training programme for women in elective offices Shared experience and lessons learnt	Increased participation of women Improved effectiveness in representative roles Improved mainstreaming methods	
2. **Promoting participatory development management**				
a) A catalytic regional programme to demonstrate the effectiveness of empowering local communities for participatory development management within the framework of decentralized governance.		15 – 20 countries with PDM pilots, sharing experience and best practice and building capacities	Improved PDM. Increased no. of countries going to scale with PDM	
b) A network for sharing best practice and experience in participatory development practices.		Sub-regional networks with regional nodal point share experience	Improved participatory development practices in all countries	
c) A network to share experience and promote community level initiatives in sustainable livelihood and income generating initiatives, strengthening participatory methodologies and practices, and addressing upstream enabling environments to enhance catalytic impact.		20 countries participate in network and implement programmes successfully	Improved impact on communities Basis for going to scale	
3. **Protecting the environment and managing natural resources**				
a) Strategies and action planning for halting desertification and reducing its impact on people		Strategic action plan implemented	Decreased desertification and impact on people	
b) Strategies for resolving cross-border issues in management of water and energy resources		Sub-regional strategies implemented	Increasing effectiveness of cross-border management	
c) Sharing of experience in development and implementation of national sustainable development strategies and policies and best practices in environmental protection		Sub-regional networks share experience and best practice	All countries with SD Frameworks and mechanisms	

ANNEX 2

Projected RCF2 Time Line
(January 2001-January 2002)

- Jan. 22   Complete first draft of RCF Issues Paper (IP)
- Jan. 26   Present IP draft / RBA Headquarters

    Revise IP draft for RBA clusters

- Feb/Mar   Present revised IP at RBA clusters
- March   Develop IP into a Position Paper (PP)

    Establish email forum with COs for consultations on PP

- Apr 16/17   Consult with RBA Advisory Board on PP
- May 8-10   Present PP at ECA

    Consult selected sub-regional institutions

- End May   Consult with African UN Missions
- June   Consult selected CSOs/NGOs
- End July   Develop first draft of full fledged RCF Paper

    Share draft with Office of the Administrator

    Share draft with regional & national institutions

    Share draft with COs

    Share with Advisory Board

- Sept.   Meet with individual Executive Board members (mix of G77 & donors)

    Conduct informal discussions with Board

    Revise RCF for RBA / PAC (programme appraisal committee)

- End Sept.   Hold RBA PAC of RCF
- Nov.   Present RCF to PWG-cum-Policy Board
- Dec.   Distribute RCF for January 2002 Board approval