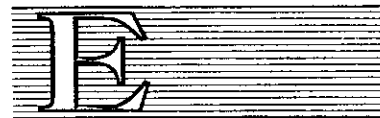




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**COORDINATION AND COLLABORATION AMONG UNITED NATIONS AGENCIES
AT REGIONAL AND SUBREGIONAL LEVELS IN AFRICA**

ABBREVIATION AND ACRONYMS OF ORGANIZATIONS

ACMAD	Africa Centre of Meteorological Applications for Development
ECA	Economic Commission for Africa
FAO	Food and Agricultural Organization
HABITAT	United Nations Centre for Human Settlements
IAEA	International Atomic Energy Agency
IBRD	World Bank
ICAO	International Civil Aviation Organization
IFAD	International Fund for Agriculture Development
IFORD	Institut de formation et de recherche démographiques
ILO	International Labour Organisation
IMF	International Monetary Fund
IMO	International Maritime Organization
ITU	International Telecommunication Unit
OECD	The Organization for Economic Cooperation and Development
PMAESA	Port Management Association of Eastern and Southern Africa
RIPS	Regional Institute for Population Studies
UNAIDS	United Nations Programme of HIV/AIDS
UNCTAD	United Nations Conference on Trade and Development
UNDCP	United Nations International Drug Control Programme

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UNDP	United Nations Development Programme
UNEP	United Nations Environment Programme
UNESCO	United Nations Educational Scientific and Cultural Organization
UNFPA	United Nations Fund for Population
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UNIDO	United Nations Industrial Development
UPU	Universal Postal Union
WFP	World Food Programme
WHO	World Health Organization
WIPO	World Intellectual Property Organization
WMO	World Meteorological Organization
WTO	World Trade Organization

1. INTRODUCTION

1. Achieving improved coherence in the activities of various United Nations agencies has received well-deserved emphasis over the years. The reforms initiated in various parts of the United Nations system in recent times have sought to reinforce that effort. Coherence implies a unity of purpose and harmony in the work of various United Nations agencies. The key to enhanced coherence is greater collaboration and coordination among United Nations agencies at the headquarters, regional and country levels. For a long time, coordination and collaboration among United Nations agencies at the headquarters and national levels have preoccupied policy makers in national governments and in the United Nations system.

2. At the same time, several trends and factors are providing the impulse for greater collaboration and coordination among the United Nations agencies at the regional and subregional levels. First, several issues on the development agenda have cross-border dimensions and increasingly demand regional or subregional approaches. An illustrative list includes population movements related to war or natural disaster, health problems, environmental issues, transportation, trade and regional integration, and post conflict peace building. For example, successful recovery from conflict and post conflict peace building is closely linked with the political process, which is invariably regional or subregional in nature. Second, donors are increasingly and insistently demanding greater collaboration and coordination, as means of demonstrating the effectiveness of aid resources, whether such resources are devoted to national, subregional or regional programmes. Third, as more and more agencies of the United Nations system decentralize their activities to the regional and subregional levels, enhanced inter-agency coordination and collaboration will be key to avoiding duplication, minimizing overlap and reinforcing synergies, thus increasing the impact of their collective effort. Fourth, regional member States are as keen to monitor progress in the implementation of programmes of the agencies at subregional and regional levels as they are in exercising ownership of programmes at the national level.

3. The need for enhanced collaboration and coordination is particularly compelling in Africa, where the activities of the United Nations agencies have witnessed significant expansion at the national and regional levels in the past decade and half. This burst of activities by United Nations agencies in the region has led African governments to show much interest in comprehending the overall picture of the pattern of interactions among the United Nations agencies at the regional and subregional levels. Thus, for example, the first meeting of the Ministerial Follow-up Committee of the Conference of African Ministers of Economic and Social Development and Planning held in April, 1998 requested a report on the coordination and collaboration among United Nations agencies operating at the subregional and regional levels in Africa, to be submitted to the 1999 session of the Conference. This report responds to that request.

4. The objective of the paper is to examine what individual agency is doing in collaboration with other United Nations agencies or subregional and regional intergovernmental organizations at the subregional and regional levels in Africa and the mechanisms for coordinating that effort. This reflects the recognition that coordination and collaboration among the agencies can produce results that exceed the sum total of each individual agency's contribution and magnify the overall impact of

the United Nations system at the regional and subregional levels in Africa. This paper was shared with United Nations agencies to elicit their comments and observations on its content and to give an opportunity to each agency to provide an update on their current experience on coordination and collaboration in Africa. The paper has, therefore, benefited from a careful review by several United Nations agencies.

5. This paper is divided into five sections, excluding this introduction. The next section describes the features of regional and subregional programmes of United Nations agencies in Africa and the instruments of collaboration and coordination. Section III examines coordination and collaboration on system-wide, thematic and other partnership programmes and initiatives. Section IV analyzes the patterns of coordination and collaboration at subregional level. Section V presents the key findings regarding the existing arrangements for coordination and collaboration in Africa. The final section summarizes the conclusions reached at the regional coordination meeting of United Nations agencies held in Nairobi on 5 March 1999. This is done to inform member States of the purpose as well as outcome of that meeting, given that its focus was on improving coordination at the regional level.

II. THE FEATURES OF REGIONAL AND SUBREGIONAL PROGRAMMES OF UNITED NATIONS AGENCIES IN AFRICA AND INSTRUMENTS FOR COLLABORATION AND COORDINATION

Features of regional and subregional programmes

6. United Nations agencies operating in Africa display a lot of diversity with respect to internal organizational structure for managing their regional and subregional programmes; the location of the regional and subregional offices/centres in Africa; and the definitions of what constitutes regional and subregional programmes.

7. Three major patterns are discernible in the organizational design for managing regional programmes. Some agencies have the bureaux or departments or divisions for managing their regional programmes located at their headquarters. This is the case for such agencies as United Nations Development Programme (UNDP), United Nations Population Fund (UNFPA), World Food Programme (WFP), International Fund for Agricultural Development (IFAD), Office of the United Nations High Commissioner for Refugees (UNHCR), United Nations Industrial Development Organization (UNIDO), United Nations Programme of HIV/AIDS (UNAIDS), World Intellectual Property Organization (WIPO), International Civil Aviation Organization (ICAO), International Monetary Fund (IMF) and the World Bank. Other agencies have decentralized regional offices to Africa. These include Food Agriculture Organization of the United Nations (FAO), International Labour Organisation (ILO), United Nations Educational, Scientific and Cultural Organization (UNESCO), United Nations International Drug Control Programme (UNDCP), United Nations Children's Fund (UNICEF) and World Health Organization (WHO). There are agencies which programmes are organized on functional rather than regional basis. These include United Nations Conference on Trade and Development (UNCTAD), Universal Postal Union (UPU), WIPO, World Meteorological Organization (WMO), World Tourism Organization (WTO) and International Maritime Organization (IMO). Then there are agencies like Economic Commission for Africa (ECA)

and United Nations Environment Programme (UNEP), which have their headquarters located in Africa.

8. There are marked variations in the nature, location and orientations of the subregional presence of the agencies. Thus, UNFPA has country support teams and ILO has subregional multi-disciplinary advisory teams, which serve as a pool of technical expertise that provide advisory services on demand to member States that belong to their cluster. The country clusters are not necessarily geographically contiguous. UNDP has recently created subregional resource facilities (SURFs) whose main purpose will be to help UNDP country offices in a subregion better define the substantive expertise needs of their programmes. In addition, UNDP has also established thematic facilities in some country offices to serve a sub region/region. There is, for example, a UNDP thematic facility with responsibility for private sector development which is in Gabon and a peace for development regional office in Addis Ababa, Ethiopia. The term regionalization of country offices has been used to describe this trend, in the report cited in footnote 1 below. UNICEF has also established regional management teams (RMTs), which bring UNICEF country representatives together under the leadership of the Directors, to act as multi-country mechanisms for exchange of experiences and collaboration on programme development, implementation, review and evaluation at the regional level. The RMTs and their committees also make the managerial and technical expertise in the regions available to support the country offices in vital ways.

9. For its part, ECA has Subregional Development Centres (SRDCs) located in the five subregions in Africa serving a cluster of geographically contiguous countries. The main functions of the centres are to: (a) facilitate subregional economic cooperation and integration; (b) provide advisory services to member States, regional economic communities and other subregional development operators; (c) act as centres for policy dialogue on subregional development experience; (d) collect and disseminate information on economic and social trends in the subregions; and (e) serve as operational arms of ECA at the subregional levels. The coverage and locations of the regional and subregional offices of the various agencies are shown in table I on regional and subregional structures of the United Nations System in Africa.

10. There is no uniform definition of what constitutes a regional or subregional programme among the agencies. There are three ways of defining regional or subregional programmes. For some agencies, the term regional or subregional programme refers to the aggregation of all activities undertaken in the region or subregion. Thus, broadly defined, regional or subregional becomes indistinguishable from intercountry and national programmes. For other agencies, regional is defined as "those activities that are not undertaken at the country or global levels. The sources of funding also tend to define what is regional. There are agencies that have separate allocations for regional and subregional activities".¹ Then, there are cases where regional refers to programme activities undertaken to support intercountry activities in areas such as infrastructure development, regional cooperation and integration, environment, complex emergency relief operations and institutional support for capacity building efforts of regional or subregional intergovernmental organizations.

¹ See Regional Operations of the UN System, a paper prepared for the Consultative Committee on Programme and Operational Questions at its eleventh Session in September, 1997 (ACC/1997/POQ/CRP.26).

Many agencies define their regional or subregional programme in this way and have activities in these areas.

Types and Instruments of collaboration and coordination

11. Regardless of the way that various agencies define regional and subregional programmes, the fact is that the existence of activities at the regional and subregional levels offers immense opportunities for coordination and collaboration. There is a distinction between coordination and collaboration, however. Coordination involves bringing harmony or creating synergies to achieving common goals or objectives. Coordination can be vertical or horizontal. Vertical coordination implies a hierarchical relationship, with the superior party coordinating subordinates. Horizontal coordination, on the other hand, is based on shared values, norms and goals, and occurs among equals. Typically, coordination among United Nations agencies is organized on horizontal rather than vertical basis. As such, the concern sometimes expressed that coordination among United Nations agencies implies a superior-subordinate relationship is unwarranted. Collaboration implies fostering joint effort, based on a division of labour, to implement defined tasks to further attainment of set goals. The main difference, then, is that collaboration entails agencies working together on a common theme or specific issue for the benefit of target beneficiaries; while coordination seeks to promote complementarity and collaborative action in support of common goals for the benefit of target beneficiaries. In both cases, the target beneficiaries can be governments, intergovernmental or non-governmental groups or the private sector. The term partnership or cooperation is often used to refer to cases where coordination and collaboration are taking place among agencies.

12. Collaboration and coordination encompasses three facets: policy, institutional and operational. Policy coordination and collaboration refers to developing or using a common framework as guide for individual or collective action. Institutional collaboration and coordination implies the creation or use of an existing organizational structure for consultation and dialogue. Operational collaboration refers to cooperating in implementing agreed tasks, based on division of labour to achieve common or shared goals and objectives. While it is useful to draw a distinction between the various facets of collaboration and coordination; there are many instances where the three facets are fused, as will be shown later. What follows is a general description of the various instruments of collaboration and coordination among United Nations agencies and, in some cases, between United Nations agencies and regional and subregional organizations.

(a) Regional development agenda: The existence of a regional programme of action or regional development agenda can serve as a ready source of both policy and operational collaboration and coordination. Thus, the United Nations Programme of Action for Africa's Economic Recovery and Development (UN-PAAERD) and the United Nations New Agenda for the Development of Africa in the 1990s (UN-NADAF) as well as the Cairo Agenda for Relaunching Africa's economic and social development served as common reference points for action by agencies of the United Nations system with operations in Africa.

(b) Articulating regional common position: Various United Nations agencies have collaborated in supporting African member States to articulate regional common positions on a variety of issues, particularly in preparation for the series of the global conferences and summits of the 1990s.

(c) Joint units: The establishment of a joint unit between agencies working in the same sector or theme is one important instrument of collaboration and coordination. Under this arrangement, an agency would post some of its staff to the other agency for purpose of jointly developing and implementing a work programme on a particular issue or theme.

(d) Memorandum of Understanding: This instrument of coordination and collaboration takes the form of an agreement signed usually by two or more agencies. The Memorandum of Understanding sets out the areas and modalities for cooperation among the concerned agencies. Some memoranda of understanding have in built mechanisms for periodic reviews.

(e) Regional consultative meetings: The idea of an integrated mechanism for regional consultation and coordination goes back to United Nations General Assembly resolution 32/197 of 1977, the same resolution that created the Resident Coordinator system as the mechanism for coordination and collaboration at the national level. That resolution required the regional commissions to exercise team leadership and responsibility for coordination of the United Nations System at the regional level. To give additional impetus to that legislative mandate of the United Nations General Assembly, the Secretary General of the United Nations proposed in March, 1994 the establishment of Regional Administrative Committees on Coordination (Regional ACC) to be chaired by the Executive Secretaries of the regional commissions. In response to this proposal, regional inter-agency committees have been established in some of the regions. The existence of the United Nations System-Wide Initiative on Africa (UN-SIA), co-chaired by the ECA Executive Secretary and the Administrator of UNDP, and, before that the Inter-Agency Task Force for UN-NADAF, filled the gap in organizing a regional ACC in Africa. However, the Economic and Social Council (ECOSOC) has given fresh impetus to enhanced coordination at the regional level by endorsing the proposal of the Secretary General for a regional consultative meeting to be chaired by the Deputy Secretary General. This first regional consultative meeting of United Nations agencies for the Africa region was held in Nairobi on 5 March 1999.

(f) Thematic cooperation: This is a most common instrument of collaboration and coordination. Usually, but not always, this form of collaboration springs from and is based on the existence of a programme which has been adopted by a regional or global body. The difference between cooperation based on regional development agenda and the thematic programme is that the former is a broader framework that focuses on a wide range of issues, while the latter is more sharply focussed on a specific theme.

(g) Liaison offices: These are established to foster cooperation between the sending agency and the receiving agency. The presence of a liaison office is often an indication of the importance that two agencies attach to enhancing collaboration between them. Typically, a liaison office serves as an important link for dialogue between two agencies. Liaison offices conduct relations not only between United Nations agencies but also between the sending United Nations agencies and regional or subregional intergovernmental organizations. Hence, for example, all agencies of the United Nations system in Addis Ababa have a liaison role in relation to both OAU and ECA.

(h) Joint consultative meetings with regional organization: This mechanism is designed mainly to promote collaboration between the United Nations agencies, on the one hand, and a regional organization, on the other. The most illustrious example of this form of collaboration in Africa is the annual meetings of the United Nations and OAU.

(i) Joint Task Force: This is an arrangement whereby two or more agencies establish a mechanism for collaboration and periodic consultation, usually a Task Force. The task force reviews the collaborative work in progress, identifies new or potential areas of collaboration, and advises the agencies on ways to address problems that arise in course of implementation of collaborative programmes.

(j) Ad hoc collaboration in operational projects, research and advocacy: There are many instances where agencies develop collaboration in pragmatic response to needs of a region or group of countries in a subregion. This form of collaboration usually is not set in any structured, formal framework like a memorandum of understanding or strategic compact or an existing consultative arrangement. To that extent, such collaboration is essentially ad hoc and could cover operational projects, joint research or joint advocacy on a particular theme or issue. Nonetheless, this type of collaboration serves three useful functions: (a) it demonstrates to the member States the collective responsiveness of United Nations agencies to new or emerging problems; (b) it enables agencies to develop mutual respect and recognition of what each can offer to make a particular endeavour a success; and (c) especially where the current collaborative undertaking succeeds, it stimulates further collaboration and possibly coordination.

13. It bears emphasis that while collaboration and coordination among agencies are always desirable and even necessary; it may just not be feasible in some cases. The case for collaboration is strongest where two or more agencies are working in the same sectors or themes for the same target beneficiary groups. Coordination not only requires a measure of commitment on the part of agencies but can be time consuming and costly. Collaboration on agreed tasks, by contrast, has less of the problems of coordination. The real and perceived problems in coordination should not be an excuse for a weakened commitment to coordination. Rather, mechanisms for coordination should be designed to be simple, transparent and cost effective. This would suggest, for example, that coordinating mechanisms should involve few but well prepared meetings; effective arrangements for follow-up; and more opportunities for sharing of information and experience on current or planned programmes.

III. COORDINATION AND COLLABORATION ON SYSTEM-WIDE AND THEMATIC PROGRAMMES AND INITIATIVES

14. Coordination and collaboration at regional and subregional levels represent an intermediate point between coordination and collaboration at headquarters and country levels. As such, the implementation of regional programmes can benefit from and reinforce the policy and institutional mechanisms for coordination and collaboration at the global and country levels. Several mechanisms for coordination and collaboration among United Nations agencies have been developed around various regional programmes or initiatives for Africa. By examining a select number of such programmes, where many agencies have been involved, it is possible to gain some insights into the

scope and depth of coordination and collaboration at the regional level among United Nations agencies in Africa.

15. Three patterns of coordination and collaboration among United Nations agencies are discernible at the regional level in Africa. The first is around the system-wide programmes and initiatives adopted by the United Nations to address Africa's economic and social development. The second are the regionally agreed programmes adopted by African member States themselves which have been endorsed by the United Nations. And the third are collaborations/partnerships arrangements among agencies developed as pragmatic response to the specific needs of African countries.

A. System-wide programmes/initiatives

16. **The United Nations-New Agenda for the Development of Africa in the 1990s (UN-NADAF):** In 1991, the General Assembly in resolution 46/151 adopted UN-NADAF as a successor to the United Nations Programme of Action for Africa's economic recovery and development UN-PAAERD (1986-1990). UN-NADAF is a compact of mutually agreed commitments between the African and international community on ways to promote recovery, growth and development in Africa, with a longer time frame (1991-2000).

17. African countries committed themselves to the achievement of sustained and sustainable growth and development; promotion of regional and subregional economic cooperation and integration; intensification of the democratization process; investment promotion; human resources development; integrating population and environmental considerations in development planning; promoting agriculture, rural development and food security; and South-South Cooperation. On the other hand, the international community committed itself to assisting Africa in its efforts to achieve accelerated growth by providing solutions to Africa's debt problem; increasing resource flows; supporting the diversification of the African economies; and improving terms of trade.

18. The United Nations system was called upon to play a major role in the implementation of the agenda. The policy framework for collaboration among the United Nations agencies was a System-wide Plan of Action for African Economic Recovery and Development wherein each agency indicated its programme activities to help member States implement the priorities of UN-NADAF. The institutional framework for coordination among the agencies was the Inter-Agency Task Force consisting of virtually all the United Nations agencies. UN-SIA has since been recognized as the implementation arm of UN-NADAF.

19. **The United Nations System-wide Special Initiative on Africa²:** UN-SIA was launched in March 1996 to provide a new impulse and concerted action by the (UN-SIA) system to addressing effectively the challenges facing Africa. The Special Initiative sought to reinforce the positive economic and political transformations underway throughout the continent through coordinated United Nations support for Africa.

² The discussion on UN-SIA is drawn from an ECA paper entitled "The UN Role in Africa: Enhancing Programme Coherence for Greater Impact", October 1998.

20. The coordinating mechanism for the Special Initiative on Africa is its Administrative Coordination Committee (ACC) Steering Committee on the Special Initiative that determines the Initiative's programmatic focus and provides policy guidance. The Steering Committee is co-chaired by the Executive Secretary of ECA and the Administrator of UNDP, with the secretariat function of the Steering Committee shared between ECA and UNDP. The Initiative, now in its third year, is recognized as the implementation arm of UN-NADAF and as such the work program of the ECA-SIA Secretariat and the Inter-Agency Task Force on UN-NADAF has been merged to generate synergy for enhanced impact and delivery of programmes under the SIA and UN-NADAF. The participating United Nations agencies in the Special Initiative include ECA, FAO, UNDP, UNICEF, UNFPA, UNESCO, UNCTAD, UN-DESA, UNIDO, UNEP, IFAD, IMF, the International Trade Centre (ITC), ILO, the World Bank, WFP and WHO.

21. The Special Initiative was designed with the objective of identifying and developing a set of concrete programmes that would: (a) give practical and coordinated expression to the commitments made to Africa's development in the context of earlier international conferences; (b) maximize the support provided by the United Nations System to Africa; and (c) provide momentum to the positive trends that had started throughout the continent during the 1990s, both on the political and economic front.

22. The SIA programmes included 13 clusters grouped under the following five broad areas: (a) fundamental issues of human resources development and poverty reduction; (b) urgent survival issues of food security, drought management, and sustainable water resource management; (c) governance issues, including peace-building, conflict resolution, and civil society participation in development; (d) structural reform issues focusing on internal resource mobilization, sustainable debt relief, trade access and opportunities, and south-south cooperation; and (e) issues dealing with the utilization of information technology for Africa's development.

23. First, in addition to the programme areas covered under UN-NADAF, the Special Initiative emphasized critical emerging development issues of importance to Africa's economic and political transformation such as good governance, conflict resolution, participation of civil society organizations in Africa's development, mainstreaming of population, and harnessing information technology for development. Second, the design of the Initiative recognized that African leadership and ownership of development programmes were key to the continent's development. Indeed, in terms of programmatic priorities, the Special Initiative was very much inspired by the priorities of the Cairo Plan of Action adopted by African heads of State and Government.

24. Third, the Special Initiative was specifically goal-oriented at the sectoral level, in line with the compacts agreed to at earlier United Nations global conferences. For example, in the area of education, the goal was to achieve basic education for all African children by the year 2005. In health, the objective was to strengthen, revitalize and expand Africa's primary health facilities in order to provide essential basic care and outreach service to a majority of the population by the year 2005. In both these sectors, the SIA devised concrete resource mobilization strategies to enable the achievement of the globally agreed goals. Indeed, out of the \$US25 billion associated with the SIA, 95 per cent was to be allocated to the expected programmes in this sector. Fourth, the Initiative had

an arrangement of lead and co-lead agency assignments under which agencies, including the Bretton Woods Institutions, agreed for each cluster to hold each other accountable for prioritizing the programme content, defining the funding modality, and leading implementation. This arrangement has enabled the Initiative to achieve progress in several key clusters where lead agencies have been active in stimulating implementation.

25. In the education sector, under the leadership of the World Bank and UNESCO and in collaboration with UNICEF and UNFPA strategies are being developed for 16 countries with low primary enrollment rates and low female literacy rates. In this context, sector investment programmes (SIPs) in the education sector have been developed or are under preparation for several countries.

26. In the health sector, under the leadership of WHO and the World Bank, intercountry consultations are well underway to clarify the objectives and content of the health component under the Special Initiative and share country experiences on health sector reforms. Eleven countries participated in the first intercountry meeting in the Republic of Benin in July, 1988. The second intercountry meeting involving 15 countries is planned for 1999.

27. In the area of trade, UNCTAD - working with WTO and ITC has developed an integrated framework for trade related technical assistance in the least developed countries and other African countries, including for human and institutional capacity building.

28. In informal sector and employment generation, ILO is taking the lead, in collaboration with ECA, in poverty reduction through the promotion of the informal sector and employment generation. WFP is participating in these efforts. A task force led by ILO has put together a programme of work in this area, with emphasis on promoting appropriate policies for informal sector development, access to financial services for micro-finance, vocational training for informal sectors, promotion of rural non-formal industrial and manufacturing activities, and the use of infrastructure for employment generation through labour intensive work.

29. In the area of governance, UNDP and ECA have initiated an annual African Governance Forum series, two of which have already been held. The Forum provides a platform for representatives of governments, civil society, NGOs and their external partners to exchange information on the state of governance in Africa. A third forum is scheduled to take place in Mali in June 1999, focussing on post-conflict, peace building and development.

30. In the area of harnessing information technology for development, under the leadership of ECA, the African Information Society Initiative (AISI), serves as the blueprint for the development of information and communication infrastructure in Africa through networking with African governments, United Nations agencies, bilateral, multilateral and private partners. The plan - endorsed by the ECA Conference of Ministers in 1996 - aims to accelerate and deepen Africa's participation in the information age. The Partnership in Communication Technologies for Africa (PICTA), a collaborating formed around the AISI provides a forum for dialogue among policy makers from government, private sector and international organizations as well as private foundations

on a range of policy issues, including the regulatory framework for expanding connectivity, liberalization of telecommunications policy and public-private partnership for financing the infrastructure for information and communication technologies.

31. In the area of food security, FAO launched in 1994 the Special programme for Food Security (SPFS) in Low-income Food-deficit Countries (LIFDCs). In support of SPFS, the Director-General of FAO has signed Memoranda of Understanding with the World Bank, the African Development Bank (ADB) and the Islamic Development Bank (IDB). The Programme is also supported by multilateral donors such as UNDP, IFAD and WFP. As at November 1998, the pilot phase was operating in 38 countries and under formulation in 35 countries.

B. Thematic sectoral programmes

32. The main thematic or sectoral programmes around which United Nations agencies have developed coordinating and collaborating mechanisms are the African Information Society Initiative (AISII); the United Nations Transport and Communications Decade for Africa (UNTACDA), the United Nations Industrial Development Decade for Africa (IDDA); and the Addis Ababa Plan for Statistical Development in Africa.

33. African Information Society Initiative: The African Information Society Initiative, an action framework to build information and communication infrastructure in Africa, was approved by the 1996 session of the Conference of African Ministers responsible for economic and social development and planning, in its resolution 812(XXXI) of 8 May 1996. The implementation of the Initiative has concentrated on seven component areas: policy awareness, national information and communication infrastructure, planning, connectivity, training and capacity building, democratising access to the information society, sector applications, and development information infrastructure.

34. Key activities undertaken since mid-1996 have included a policy awareness campaign on the Initiative, organization of policy workshops on connectivity and on the overall use of information and communication technologies for development, organization of Internet training workshops, advisory services on the elaboration of national information and communication plans, and projects on telecentres.

35. Partnerships with other organizations have been central to providing the necessary coordination, synergy and resources to undertake the wide scope of activities outlined in the Initiative. At a regional coordinating meeting held at Addis Ababa in October 1996, ECA and several collaborating agencies assumed responsibilities for implementing various components of the Initiative. Collaborating partners in this effort include UNESCO, ITU, UNDP, FAO, UNIDO, the World Bank and the International Development Research Center (IDRC) of Canada. Regional and non-governmental organizations involved in the Initiative are the Regional Satellite Communications Organization, the Pan African Telecommunication Union, Sangonet, and the Africa regional branch of the Association for Progressive Communication. The business community has participated through the Global Information Infrastructure Commission.

36. The regional coordinating committee was extended further to embrace not only these organizations and the original African Networking Initiative partners, but to encompass the African Internet Forum (the World Bank, UNDP, USAID, and the Carnegie Corporation of New York), Non Governmental Organizations (NGO's) and representatives of the private sector. Formed in April 1997, PICTA is the collaborative implementation mechanism of the AISI. Since April 1997 PICTA has had two annual meetings (in Addis Ababa and in Tunis) and some five smaller meetings, convened by ECA and its partners at major meetings relating to information and communication technologies for development. ECA's leadership on information technology through PICTA is enhanced by its role as the lead agency in the Harnessing Information Technology for Development priority area of the United Nations System-Wide Special Initiative for Africa. The partners in this priority area (including UNESCO, UNIDO and UNCTAD) have adopted AISI as their implementation modality.

37. The African Technical Advisory Committee (ATAC) to AISI, also established by Commission resolution 812 (XXXI), which brought AISI into being brings an African vision, provides advice and guidance to ECA's implementation of AISI. ATAC, comprised of six African experts in various aspects of information and communication technologies, has met twice (in Addis Ababa and in Johannesburg) to present its views. In addition to its in-person meetings, ATAC works through an electronic discussion list (ATAC-cl) through which members can present ideas and comment on ECA's work programme at any time. Both PICTA and the AISI-HITD alliance also work through ongoing electronic discussion lists (picta-cl and aisi-hitd-cl). The first is restricted to donors and executing agencies in the ICTs for development area, while the second is open to anyone with a valid interest in the AISI and the HITD priority area of the SIA.

38. United Nations Transport and Communications Decades in Africa: In recognition of the importance of transport and communications for the economic development of Africa, particularly the economic integration of the continent, the United Nations General Assembly, upon the request of African governments, declared the years 1991-2000 as the Second United Nations Transport and Communications Decade for Africa. The programme was designed to consolidate the gains of the UNTACDA I (1978-1988). The programme seeks to mobilize African governments, intergovernmental organizations, the United Nations system and external support agencies for a coherent action in the development of transport and communications services in Africa.

39. The main goal of the programme is to implement an integrated transport and communications system as a basis for the physical integration of the African continent, and facilitate national and international traffic so as to fasten trade and economic development. This goal has been translated into 10 broad objectives and each of them has been elaborated into sectoral specific objectives, which have formed the basis for developing the strategies and action programmes.

40. The objectives of the programme were developed by an Inter-Agency Coordinating Committee (IACC), composed of all relevant United Nations agencies (ECA, UNCTAD, ILO, UNDP, World Bank, ICAO, IMO, and ITU) and African Intergovernmental organizations and institutions. The programme objectives were adopted by the Conference of African Ministers of Transport, Communications and Planning at its seventh meeting held in Tangier, Morocco, in 1989.

As an innovative departure from UNTACDA I, the "bottom up" approach was adopted in the preparation of the UNTACDA II programme, that is building from national to subregional and then to regional level.

41. This strategy is based on the belief that sustainable development must be based on a broad foundation of popular participation on the full involvement of the people in their own development. The key features that distinguish UNCTADA II from UNTACDA I are the establishment of the Advisory Committee on the Promotion of the (UNCTADA II) Programme ACPP (former resources mobilization committee); the flexibility of the programme; and the setting up of quantitative targets and goals against which progress could be measured which will facilitate the assessment of the impact of the programme. The institutional mechanisms established for coordination and collaboration in implementing the programme are: the Conference of African Ministers of Transport and Communications which is the permanent supreme policy-making body responsible for the design, implementation and monitoring of the Decade programme; the Inter-Agency Coordinating Committee (IACC); the Resources Mobilization Committee (RMC); and the Subsectoral working groups.

42. The second mid term evaluation of UNCTADA II undertaken in 1997 revealed that though the mechanisms set up for the implementation of the programme and the "bottom up" approach were important, they failed to take into account the difficulties faced by the various parties in coordinating tasks assigned to them in the implementation of UNCTADA. In the case of various United Nations agencies, relevant activities of the Decade were not integrated into their regular budget. After careful consideration of the 1997 evaluation report which, among other things, identified the ineffectiveness of established institutional frameworks, and hence the tardy programme implementation, a new streamlined framework was adopted consisting of: Ministerial Follow-up Committee, Coordinating Committee, Inter-Agency Coordinating Committee (IACC), Subregional Coordinating Committees, and the National Coordinating Mechanisms.

43. The Ministerial Follow-up Committee composed of Ministers designated by the various subregions on a two-year rotating basis. This committee will oversee at the political level the orientation and implementation of transport and communications programmes adopted by the Conference. The Coordinating Committee composed of ECA (lead agency and secretariat), OAU and ADB to monitor, at the operational level, the day-to-day implementation of the programmes, report on and coordinate resource mobilization (sensitization and dissemination of information, support to institutions and countries in their resource mobilization efforts). In this respect, ECA will coordinate subregional programmes of subregional economic organizations as well as the regional projects of international organizations. ECA, in cooperation with the countries, will collect and disseminate information on the best practices and support the efforts of organizations towards the attainment of the Decade objectives.

44. Inter-Agency Coordinating Committee (IACC) and its subsectoral groups are the technical organs of the Ministerial Follow-up Committee and will be responsible for the orientation of regional plans of action for the participation of partners in the development of transport and communications in Africa. The Subregional Coordinating Committees, placed under the auspices of the subregional economic organizations, have the responsibility to coordinate and animate these committees. These subregional coordinating committees will have the responsibility to guide and ensure the technical

preparation of the subregional programmes as well as follow-up on their implementation. Furthermore, the subregional organizations will coordinate the programmes and efforts to integrate their member States. National Coordinating Mechanisms were entrusted with the coordination of the transport and communications sector under the thrust of subregional economic cooperation organizations.

45. The success of UNCTADA II will depend both on the commitment of African governments to rigorous adherence to the implementation of the programme and on the cooperation among all partners. In this regard, United Nations agencies need to intensify their efforts in mobilizing resources to attain the objectives of the Decade. The new coordinating mechanisms adopted by the eleventh meeting of African Ministers of Transport and Communications should assist African countries to accelerate the pace of the implementation of the programme. This requires the commitment of all partners, in particular the United Nations agencies.

46. Industrial Development Decade for Africa: Following the adoption of the Lagos Plan of Action in 1980, the United Nations General Assembly, at its thirty-fifth session proclaimed The 1980s as the Industrial Development Decade for Africa (IDDA). The United Nations Industrial Development Organization (UNIDO) and the Economic Commission for Africa (ECA), in close collaboration with the OAU, were called upon to assist African member countries and monitor the progress in the implementation of the programme for the Decade. To this effect, a joint ECA/UNIDO/OAU Secretariat was established in November 1981 to provide necessary assistance to member countries in organizing and servicing of the meetings of the Conference of African Ministers of Industry (CAMI), and its meetings of experts; and in the preparation of technical papers dealing with industrial issues. Furthermore, a Joint UNIDO/ECA unit was established and located at ECA during IDDA I to enhance programmatic collaboration between ECA and UNIDO. The joint unit was dissolved a few years ago.

47. At the end of IDDA I, an independent mid-term evaluation was carried out in 1988 with the financial support of UNDP. After considering the recommendations of the evaluation report, the ninth meeting of CAMI which was jointly organized by ECA and UNIDO and in collaboration with OAU in Zimbabwe from 29 to 31 May 1989 reviewed the progress made towards the industrialization of African countries and called for the proclamation of a IDDA II. Consequently, the twenty-fifth session of the Assembly of African Heads of State and Government adopted resolution AHG/Res. 180(XXV) on the proclamation of the IDDA II in July 1989 and on 22 December 1989, the United Nations General Assembly proclaimed the IDDA II at its forty-fourth session in resolution 44/237.

48. Frequent consultations and exchange of information occur through the Joint Secretariat on ways of coordinating and collaborating to assist African countries in accelerating the process of industrialization. This collaboration effort, though originally centred on IDDA, has extended to the Alliance for African Industrialization – the UNIDO initiative to accelerate and deepen the momentum of industrialization in Africa. Activities related to the implementation of IDDA have encompassed such issues as the promotion of the private sector, small and medium-scale enterprises development; human resources development; industrial investment and technology; industrial processing of mineral

resources; energy and environment; transport and communication industries; global competitiveness of African industry especially in the contest of Uruguay Round Agreements; regional and subregional cooperation, interregional linkages; industrial studies and policy analysis of trends and strategies at country, subregional and regional levels.

49. The Addis Ababa Plan of Action for Statistical Development in Africa in the 1990s: This plan was adopted in response to the need to deal with the deteriorating state of statistics in Africa during the 1970s and 1980s. The Plan has a life span of ten years – from 1990 to 1999. The objectives of the Plan of Action to: (a) achieve national self-sufficiency in statistical production, including the creation of a comprehensive national statistical database by the end of the century to improve the reliability and relevance of data produced in African countries; (b) undertake production of data required for formulating, monitoring and evaluating programmes designed to restructure and transform African economies; (c) improve the timeliness in the production and dissemination of statistical information; (d) increase awareness of the importance of statistical information among users; (e) strengthen and sustain statistical training programmes at various levels and institutions; (f) promote contact and dialogue among African statisticians; (g) encourage improvement in the organizational set-up of the national statistical services (NSS) and assure their autonomy; and (h) improve coordination of all statistical development programmes at both national and international levels.

50. To enable comprehensive implementation of the Addis Ababa Plan of Action, a strategy for implementing the Plan of Action was prepared by ECA and was adopted by the ECA Conference of Ministers responsible for Economic Development and Planning in April 1992. The Strategy recommended the formation of an inter-agency committee of the principal international actors and a number of interested donors on statistical development to undertake a number of tasks, including reviewing periodically progress made by individual countries, monitoring the implementation of the strategy, etc. This inter-agency committee was named the Coordinating Committee on African Statistical Development (CASD).

51. The Coordinating Committee on African Statistical Development is a technical committee of African statistical experts, composed of ECA member States and Statistical Training Programme for Africa (STPA) centres, and its partners, composed of African and non-African bilateral and multilateral agencies and donors involved in African statistical development. The Committee acts as the coordinating body for statistical development activities in Africa. ECA is the secretariat of CASD.

52. The Coordinating Committee on African Statistical Development meets annually to review its programme of work and to plan its future activities. The composition of CASD has a four tier structure consisting of 10 African member States; two regional training centres participating in STPA; eight institutions representing African and non-African bilateral and multilateral agencies and donors; and 10 observer organizations representing Africa and non-African agencies and donors. Among the agencies and organizations in the third and fourth categories are FAO, UN-DESA, IMF, UNFPA, the World Bank and non-United Nations organizations like OAU, ADB, ECOWAS, COMESA, SADC, and bilateral donors such as United Kingdom's Department for International

Development (UK-DFID), the US Census Bureau and the Statistical office of the European Commission (EUROSTAT).

C. Partnership arrangements

53. There are many collaborative/partnership arrangements among United Nations agencies developed as pragmatic responses to the needs of African countries or institutions. The following are some reported by various agencies:

54. The Special Programme of Assistance for Africa (SPA) was launched in 1987 in response to the severe debt and development crisis which affected sub-Saharan African countries. The objective was to promote economic growth through the provision of quick-disbursing aid to the reform process within the context of structural adjustment. In addition, the SPA mechanism deals with the improvement and coordination of donor procedures in the framework of economic reform process, the monitoring of adjustment programmes especially in terms of growth and poverty reduction and the monitoring of donor practices in support of reforms. Besides UNDP and ECA, other multilateral institutions that are part of SPA include ADB, the World Bank (chair of the plenary meetings), IMF, the Organization for Economic Cooperation and Development (OECD) and the European Commission. Today 30 sub-Saharan African countries are eligible for SPA.

55. The NLTPS "African Futures" Programme has been jointly established by UNDP, ADB and the World Bank. ECA is now a member of NLTPS's Executive Board. The programme's objective is to stimulate the revitalization of African economies by strengthening their capacity to plan for the future and have a broad vision of national priorities. To this end, a regional team was set up in Abidjan, Côte d'Ivoire to develop the methodological capacity, train and assist national country teams to undertake such studies. The end result is to establish a long-term vision and strategic goals (medium-term) for a country as a framework for short-term operational projects and programmes can function. The NLTPS process represents a new approach to development management. It provides the means to anticipate the future, cope with uncertainty, complexity and change; design a strategic information system, integrate plans of different time horizons, promote national learning, empower the people through participation in national decision-making, and a conceptual framework for implementing a new development paradigm. The African Futures has assisted 14 countries in designing a long-term vision. These include Cote d'Ivoire, Gabon, Guinea Bissau, Cape Verde, Mauritania, Madagascar, Malawi, Sao Tome and Principe, Seychelles, Swaziland, the United Republic of Tanzania, Uganda, Zambia and Zimbabwe.

56. The World Meteorological Organization cooperated with UNDP in the establishment of two Drought Monitoring Centres, one in Nairobi for Eastern Africa and another in Harare for Southern Africa. The Centres have been operational since 1991. Recently assistance for the Centre in Harare has also been provided by the Government of Belgium. The Centres provide timely information and warnings on drought as well as forecasts of seasonal weather conditions and their impacts on agricultural production and water resources to the countries in Eastern and Southern Africa. In order to assist the countries in Africa to monitor and assess the quantity and quality of water resources, WMO has initiated a regional programme known as the Hydrological Cycle

Observing System (HYCOS), which is a component of the World Hydrological Cycle Observing System (WHYCOS), a concept developed by WMO. The Hydrological Cycle Observing System for Mediterranean Basin countries is already being implemented by WMO with the assistance of the World Bank. The African countries sharing this river basin are participating in the project. A project for SADC-HYCOS has also been developed and is being implemented in the SADC region with the assistance of the European Union. Similar projects for IGAD-HYCOS (Eastern Africa) and AOC-HYCOS (Western and Central Africa) are being developed.

57. The Inter-Agency Group for Water in Africa (IGWA) with ECA as secretariat been holding annual meetings to coordinate United Nations Agencies activities in the water sector. There is a need for each agency to acknowledge the importance of IGWA as a coordinating instrument at regional level. The sixth Annual Meeting held in Rabat, Morocco was attended by representatives of FAO, SADC, UNESCO, UNFPA, UNHCR, UNICEF, UNIDO, WMO, WHO, World Bank, UNDP and ECA.

58. Partnership against HIV/AIDS in Africa: With the participation of the World Bank, WHO and bilateral development agencies, UNAIDS is providing administrative and technical support, as well as mobilizing resources for subregional initiatives that focus on determinants of HIV infection. Examples of such determinants include diverse forms of migration and mobility in West Africa, the Great Lakes regions and southern Africa. Based on consensus-building between governments and non-governmental organizations on priority issues, a number of cross-border projects have been elaborated on seasonal migration, transportation along trans-national highways, refugee situations and the social-economic pressures that lead to sex work and other risk situations. In collaboration with the regional office of the International Office of Migration (IOM), the Inter-Country Team (ICT) for Eastern and Southern Africa is working to establish technical resource networks on HIV and migration and facilitate responses to cross-border issues. In the context of the West Africa Institute, and in collaboration with The World Bank, the West and Central Africa ICT has facilitated the development of a technical network in the area of migration to develop capacities and to provide technical support to countries on cross-border issues.

59. In addition to subregional initiatives, such as the West African HIV/AIDS Initiative (launched in Ouagadougou in 1994) and the Great Lakes HIV/AIDS Initiative (launched in Bujumbura in 1998), a region-wide partnership has recently been launched by UNAIDS' co-sponsors. The goal of the International Partnership against HIV/AIDS is to substantially intensify support to respond to HIV/AIDS and its consequences in the region, focussing, in particular, on creating the appropriate social and policy environment. The partnership is characterized by a substantial commitment in resources, capacity-building and advocacy efforts in Africa as the most affected continent. Recognizing the adverse impact of the epidemic on the hard-won gains in development and health over recent decades, an emergency and large-scale response has become essential. The United Nations system will play a leading role in mobilizing this multisectoral response and will be instrumental in channeling additional funds to HIV/AIDS.

IV. COORDINATION AND COLLABORATION AT SUBREGIONAL LEVEL

60. While the various system wide programmes of action and initiatives as well as sectoral programmes adopted by United Nations or regional intergovernmental bodies provide the framework for coordination and collaboration for United Nations agencies in Africa, no similar frameworks exist at the subregional level. This fact, coupled with the lack of congruence in the demarcation of subregional geographic territory covered by United Nations agencies, has meant that there is little or no structured framework for coordination and collaboration at the subregional level.

61. Instead, United Nations agencies have developed different collaboration arrangements at the subregional levels. Thus, it is possible to distinguish four patterns of cooperation by United Nations agencies at the subregional level in Africa. The first pattern relates to instances where United Nations agencies organize a subregional programme around a specific issue of concern to selected or affected countries, in the agencies' area of competence. The Onchocerciasis Control Programme in West Africa (OCP) is sponsored by WHO, World Bank, UNDP and FAO. It covers 11 countries. The success of the OCP has led to the establishment of the African Programme for Onchocerciasis Control (APOC) which covers nine additional countries in Central, East and Southern Africa. UNICEF has initiated a multi-country Girls Education Programme known as the African Girls Education Initiative (AGEI) to assist countries in their efforts to transform educational systems so that they become gender sensitive and effectively function to achieve equitable and quality education for all girls and boys. The programme operates in 10 West African, 12 Eastern and Southern African countries and in Egypt in North Africa.

62. United Nations Development Programme has a programme that aims at providing the necessary technical and management support to the Nile River Basin countries in defining an adequate and acceptable Framework for Cooperation that may pave the way for equitable and legitimate use of the Nile River Basin water resources. The project will enhance the capacity of Governments of the Nile River Basin in aspects of regional cooperation and water resources management. IMO has collaborated with UNEP in the assessment of the risk of oil spills and the state of preparedness in the UNEP regional seas areas affecting Africa as well as other regions. IMO has collaborated with the Global Environment Fund (GEF) and UNEP on various projects and programmes connected with the prevention and protection of the marine environment in Africa.

63. The second pattern involves programmatic collaboration between various individual United Nations agencies and the subregional intergovernmental organizations. Thus, for example, UNHCR and ECOWAS are cooperating in defining subregional strategies to tackle issues of refugees as well as conflict prevention and resolution in West Africa. UNHCR has also provided assistance to Intergovernmental Authority on Development (IGAD) in the formulation of a project on sustainable and integration of displaced persons and returnees and rehabilitation of host countries. UNHCR and SADC are developing mechanisms for addressing the problems of refugees and other populations within the Southern Africa region. Food and Agricultural Organization is collaborating closely with ECOWAS to develop a Framework for cooperation in food security in the West African Subregion. Similarly, FAO has been cooperating with ECOWAS and Union economque et monetaire ouest africaine (UEMOA) in reviewing and reforming their strategies for sustainable agricultural

development. WMO has assisted ECOWAS, IGAD and SADC in developing and strengthening the capacity of the countries in the subregions to monitor the environment and transmit vital information to the user communities.

64. World Food Programme participates in the meetings of IGAD regarding conflict resolution in complex emergencies in the Horn of Africa. World Food Programme has worked closely with SADC countries to improve early warning systems and response mechanisms to mitigate the effects of natural disasters. The WFP Vulnerability and Mapping (VAM) Unit plays an important role in directing WFP's disaster mitigation activities and targeting food assistance to the most vulnerable and food insecure beneficiaries. WFP also plays an advisory role to SADC with regard to the provision of information on regional market indicators used by SADC to analyze the interplay between trade and food security. WFP has similar arrangements with CILSS/Club du Sahel. The Permanent Inter-State Committee for Drought in the Sahel (CILSS) member States and members of Club du Sahel adopted in 1990 the Food Aid Charter, a joint declaration intended to improve the use of food aid to enhance food security in the Sahel. WFP's Sahel Regional and VAM Offices work with CILSS, USAID's Famine Early Warning System (FEWS), FAO and national early warning systems for all planning relating to implementing of programmes in beneficiary member States. Similarly FAO has been cooperating with ECOWAS and UEMOA in reviewing and reforming their strategies and policies for sustainable agricultural development.

65. United Nations Development Programme, through its regional programme, has been supporting for the past five years the Arab Maghreb Union (AMU) with an ultimate objective to contribute to promoting the social and economic integration of the member States of this subregion. This support has been illustrated through, *inter alia*, (a) strengthening the capacity of the General Secretariat of AMU, and the establishment a computerized data base and information system for collecting, analyzing and disseminating information, and (b) undertaking a number of priority studies dealing mainly with Mechanisms of Implementation of the Common Development Strategy, Harmonization and Unification of Standards, and Investment Systems in AMU countries.

66. United Nations Fund for Population is cooperating with the Southern African Development Community (SADC) in the preparation of the 2001 Census Initiatives that are being planned in all the 14 SADC member States. The assistance from UNFPA has been in the area of training in census planning and management including data analysis, building institutional and human resources capacity, provision of census technical expertise, and mobilization of resources.

67. A United Nations International Drug Control Programme project in the ECOWAS region has brought together the 16 West African countries in the creation of harmonized national drug control coordination and policy-making bodies, as well as in the development of national drug control strategies or action plans aimed at implementing the regional ECOWAS drug control action plan. Based on this four-year project, UNDCP and ECOWAS are now working on the finalization of a five-year drug control priority programme comprising harmonized national as well as regional drug control activities. UNDCP and SADC have been cooperating closely in the formulation of a regional judicial training project for 19 Southern and East African countries which will start in 1999. Further, joint programming activities between UNDCP and SADC have been agreed upon by OAU and UNDCP cooperates in the planned creation of a database on African drug control experts and

training institutions, as well as in the creation of an African NGO forum on demand-reduction matters.

68. The third pattern is reflected in the Subregional Development Centres of ECA (SRDCs), which are instruments of promoting subregional development partnership with member States and the subregional intergovernmental organizations. These centres, as noted earlier, have as one of their functions the fostering of sub regional cooperation and integration. As such, there is very close policy and programmatic interface between the SRDCs and the subregional economic communities. Several factors account for this close link. First, the geographic coverage of SRDCs and the subregional economic communities are, for the most part, identical. Second, the intergovernmental bodies of the SRDCs and the subregional economic communities consist of the same member States. This has made it possible for the member States to demand greater complementarity in the work of the SRDCs and the subregional economic communities, given that their work pertains to developing and implementing activities related to regional integration. Third, the SRDCs are increasingly participating in the implementation of country team activities of the United Nations agencies organized around the Resident Coordinator system, thus bringing subregional perspectives to bear on national level efforts of governments and the United Nations Country teams.

69. The fourth pattern relates to situations where individual United Nations agencies offer assistance to or are engaged in cooperation with a regional or subregional technical organization specializing in a particular field. Thus, for example, WIPO cooperates on issues of intellectual property development with the African Regional Industrial Property Organization (ARIPO), *Organisation africaine de la propriété intellectuelle (OAPI)* and the African Centre for Technology (ARCT). ITU has cooperative arrangements with the African Advanced Level Telecommunication Institute in Nairobi and the *Ecole Supérieure Multinationale des Telecommunications* in Dakar.

70. The Food and Agricultural Organization and the two Inter-State Schools for Rural Engineering based in Ouagadougou have been collaborating on a programme for low-cost irrigation technology transfer in West Africa. In the same respect, FAO has maintained formal collaboration with other subregional bodies such as CILSS, IGAD and river and lake basin authorities. With the Agro-Hydro-Meteorology Centre (AGRHMET) and the African Centre of Metreological Applications for Development (ACMAD) both based in the Niger, FAO and WMO are promoting, through roving seminars, the use of agroclimatic data for effective irrigation, water and drought management.

71. United Nations Fund for Population collaborates with ECA in the area of training in population and development. In this context, the "Institut de Formation et de Recherche Demographiques (IFORD)", in Cameroon and the Regional Institute of Population Studies (RIPS), in Ghana were created in 1972 by a decision of the United Nations: (a) train African demographers/population experts, (b) strengthen capacity; and (c) promote the conduct of research in population issues in both Francophone and Anglophone countries of the region. In this endeavour, UNFPA and ECA have been the funding and executing agencies respectively, while the member States, as beneficiaries, are expected to pay contributions and gradually take over the running of the institute.

72. The International Maritime Organization has collaborated with the Port Management Association of Eastern and Southern Africa (PMAESA) in the preparation of the "Strategy and Action Plan for the Protection of the Marine Environment in the Coastal States of Eastern and Southern Africa (SPMEESA)." IMO is collaborating with SADC in the SADC Maritime Safety Development Programme.

V. KEY FINDINGS REGARDING COORDINATION AND COLLABORATION AT THE REGIONAL AND SUBREGIONAL LEVELS IN AFRICA

73. Several important conclusions can be drawn and lessons learnt regarding the arrangements for coordination and collaboration among United Nations agencies operating at the regional and subregional levels in Africa. The first conclusion is that the United Nations Inter-Agency Task Force established for UN-NADAF had been helpful in building, facilitating and mobilizing inter-agency team effort for implementing various programmes and initiatives. The launching of the United Nations System-wide Special Initiative for Africa has provided additional impetus for inter-agency collaboration in Africa.

74. The second is that there is a plethora of coordinating mechanisms developed around specific regional programmes. The need to streamline these mechanisms is widely recognized by the agencies as well as the member States.

75. The third is that the thematic programmes represent an important framework for collaboration among the United Nations agencies, on one hand, and between the United Nations agencies and other stakeholders, including the private sector organizations, on the other.

76. The fourth is that there is a virtual absence of any mechanism for coordination at the subregional level in Africa. This situation is likely to persist both because of lack of convergence in the geographic demarcation of subregions among the agencies and because of the absence of a common framework for collective action, as has been the case at the regional level.

77. The fifth is that many agencies are developing closer links with the subregional intergovernmental organizations. This potentially offers opportunities for collaboration, if not coordination, among the United Nations agencies. However, the nature and scope of such collaboration need to be creatively sought, explored and developed. The agencies with active subregional presence can take the lead in that effort.

78. The sixth conclusion is that the decentralization of activities by various agencies to the subregional level in Africa is yet to induce the much hoped for improved coordination among the agencies. In part this is due to the lack of convergence of geographic demarcation of subregions among the agencies, as earlier explained. But it may also reflect the fact that decentralization to the subregional level is a new experience for many agencies, with each still finding ways to creatively adapt their operations to the subregional context before seeking opportunities for collaboration or coordination. Thus, coordination among United Nations agencies at the subregional level, when it

occurs or increases, will be a pragmatic response to a strongly shared desire for greater collective impact and synergies.

VI. CONCLUSIONS

79. The importance attached by member States to improving coordination and collaboration among United Nations agencies at the regional level has been underlined in many recent discussions of several intergovernmental bodies of the United Nations. As noted earlier, this report was requested by the member states of the Commission at the Ministerial Follow-up Committee of the Conference of African Ministers responsible for Economic and Social Development and Planning held in April 1998. Subsequently, Economic and Social Council (ECOSOC) in its resolution 1998/46 endorsed the recommendation of the United Nations Secretary General to convene, on an annual basis, regional coordination meetings of United Nations agencies engaged in regional and intercountry economic and social activities in each region. As part of the preparations for the first annual regional coordination meeting of the United Nations system in Africa, ECA shared this paper, including the findings listed in the preceding section with all United Nations agencies.

80. Thus, the regional coordination meeting held at the United Nations Office in Nairobi (UNON), Kenya on 5 March 1999 offered the United Nations agencies an important opportunity to respond to the findings of this report. The meeting, which was chaired by Ms. Louise Frechette, the United Nations Deputy Secretary-General, was attended by representatives of 23 United Nations agencies working in Africa.

81. The meeting revolved around three main questions: What was the vision of the United Nation's work in Africa? Was there a coherent United Nations approach in implementing the vision? How effective were the coordinating mechanisms? Participants engaged in frank discussions on these questions. Noting the proliferation of programmes and initiatives, they questioned whether the existing coordinating mechanisms for these programmes were effective. They underscored the need for enhanced coordination and collaboration, at the country as well as the regional and subregional levels. They also stressed the need for periodic review of the achievement of the system's commonly agreed goals and objectives for Africa.

82. The meeting agreed that the vision for the United Nation's work in Africa must be shaped and determined by Africa's agreed priorities. Since such priorities were continuously evolving, there was a need for the United Nations system to review and adjust its activities accordingly. It was however emphasized that in view of the existing coordination arrangements and mechanisms, new structures for this purpose should not be created. Instead, existing ones should be used and strengthened as appropriate.

83. The meeting agreed that the United Nations system-wide Special Initiative on Africa would provisionally constitute an appropriate mechanism for coordination of the United Nations system's work in Africa. The existing Special Initiative sub-themes or clusters would be reviewed and augmented to include other priority areas as desirable. This modified mechanism would: (a) facilitate

the sharing of information among agencies; (b) establish goals and identify priorities; and (c) periodically monitor achievements of targets.

84. The co-chairs of the ACC Steering Committee on the Special Initiative were requested to prepare a report containing detailed proposals on how the Special Initiative could play this coordinating role. The report, to be prepared in consultation with the participating entities, would be submitted to the Deputy Secretary-General for approval within three months. The role of the Special Initiative as the coordinating mechanism would be subject to review after two years.

85. In view of the high priority accorded to Africa by the United Nations system, and to demonstrate to member States the effectiveness of the work of the United Nations in the region, the meeting underscored the necessity for the entities of the United Nations system to work together more coherently.

86. The conclusions of the regional coordination meeting will provide the framework and basis on which agencies of the United Nations system will work to enhance their coordination at the regional and subregional levels in Africa. A report will be submitted to the Conference of Ministers at the end of the two years experimental period of using the United Nations Special Initiative as the main coordinating mechanism for United Nations agencies in Africa.

Table 1: Africa - Regional and Subregional Structures of the United Nations System

Organization	Country Coverage	Regional Office	Subregional Offices, Location No. of Countries Covered(in bracket)	Remarks
1. ECA	53	Addis Ababa	SRDCs Lusaka (11) Kigali (13) Yaounde (7) Niamey (15) Tangier (7)	Dual Membership of Egypt in ESCWA
2. UNDP	45	New York HQ	Subregional Resource Facilities in Addis Ababa, Harare	HQ Reg. Bureau and Divisions; 8 countries of North Africa in Arab region
3. UNFPA	45	New York HQ	3 subregional Country Support Teams Addis Ababa (12) Dakar (18) Harare (15)	HQ Division 8 countries of North Africa in Arab region
4. UNICEF	46	Abidjan, Nairobi	Regional Bureaux; West & Central, Abidjan (23); Eastern & Southern, Nairobi (23)	7 Countries of North Africa Region covered by Middle East and North Africa Regional Office

Source: Report on Regional and Subregional structures of the United Nations system (ACC/1994/CRP.24-Sept. 94) with updates provided by several agencies as of March 1999.

5. WFP	45	Rome	5 Regional Offices: Nairobi for the Horn of Africa; Kampala for the Great Lakes; Maputo for Southern Africa; Abidjan for Coastal, West Africa; And Ouagadougou for the Sahel	4 Countries of North Africa in Arab region
6. IFAD	50	Rome	-	Africa Division at HQ; 8 Countries of North Africa Near East and North Africa Division
7. FAO	53	Accra	Subregional Office for southern and Eastern Africa, Harare Zimbabwe	6 Countries in North Africa including Mauritania have dual membership under the African and Near East region
8. ILO	53	Abidjan	12 Area Offices: Addis Ababa (3) Algiers (4) Cairo (2), Dakar (9) Dar-es-Salaam (4), Kinshasa (4), Abidjan (5) Lagos (2), Lusaka (4) Yaounde (7) Antananarivo (4)	6 subregional Multi- disciplinary Advisory Teams in West Africa (Abidjan) East Africa (Addis Ababa), North Africa (Cairo) Sahelian States (Dakar) Central Africa (Yaounde) and Southern Africa (Harare) and 6 subregional offices in West Africa (Abidjan), East Africa (Addis Ababa), North Africa (Cairo), Sahelian States (Dakar), Central Africa (Yaounde) and Southern Africa (Harare)
9. UNESCO	53	Dakar, Nairobi		Regional Office for Education in Dakar, Regional Office for Science & Technology in Nairobi; 9 countries in Arab region - <u>dual</u> Membership

10. UNIDO	46	Vienna	15 UNIDO Country Directors cover 41 countries	HQ Africa Programme Office
11. WHO	46	Brazzaville	-	7 Countries of North Africa in Eastern Mediterranean Region
12. IAEA		Africa section at HQ	-	
13. ICAO	46		2 Regional Offices; Eastern and Southern Africa (22) Nairobi Western and Central Africa (24) Dakar	4 countries in Middle East region 3 countries in European and North Atlantic
14. ITU	42	Addis Ababa	3 Area Offices in: Dakar (16) Harare (9), Yaounde (10)	7 Countries covered by Regional Office 10 countries in Arab region
15. UNDCP	53	Africa Desk Vienna	4 Subregional Offices in Dakar covering (22) countries Pretoria (11) Nairobi (20) Cairo (6)	1 Country office (Lagos)
16. UNEP	53	Nairobi	-	Regional office for Africa in Hqtrs-
17. HABITAT	53	Nairobi		Regional Office for Africa in Hqtrs

18. UNHCR	51	Geneva HQ	4 Regional Bureaux West and Central Africa (Abidjan -20); East and Horn of Africa and the Great Lakes (Addis Ababa -13), Southern Africa (Pretoria)	7 countries in North Africa are covered by the Bureaux North Africa and the Middle East for Central Asia South West Asia
19. UPU	53	-	3 Field Offices, Cairo, Cotonou, Harare	-
20. WTO	43	Geneva	-	Regional Bureau at HQ; 8 countries in Arab Bureau
21. WMO	53	Bujumbura	-	-
22. IBRD	47	Washington HQ DC	2 Regional Representatives in Abidjan and Nairobi	Africa Regional Office at Headquarters with 6 divisions; 5 countries in Middle East and North Africa Region
23. IMF	47	Washington DC	-	Africa Department at Headquarters
24. WTO		Geneva	-	-
25. UNCTAD		Geneva (Coordinator for Africa in Headquarters)	-	-
26. UNAIDS*		Geneva	-	2 Inter-country Teams (ICTs) in Africa: Abidjan covering West and Central Africa; and Pretoria covering eastern and Southern Africa

* Formally called the Joint United Nations Programme on HIV (AIDS), UNAIDS, is sponsored by UNDP, UNESCO, UNFPA, UNICEF, WHO and the World Bank