

Regional Project Document

# Transforming Governance in Africa



*Empowered lives.  
Resilient nations.*



January 2015



**United Nations Development Programme  
Regional Bureau for Africa  
Project Document**

**Project Title:** *Transforming Governance in Africa*

**RPD**

**Outcome(s):** An integrated, prosperous and peaceful Africa, driven and managed by its own citizens and representing a dynamic force in the international arena

**Expected Outcome(s):** **Project** Outcome 2: Citizens expectations for voice, development, the rule of law and accountability are met by stronger systems of democratic governance (SP Outcome 2)

*(Those linked to the project and extracted from the CP)*

**Expected Output(s):** Output 2.1 Increased space for public participation  
Output 2.2 State and societal interactions and legitimacy deepened  
Output 2.3 Enabling economic governance for structural transformation

*(Those that will result from the project)*

**Executing Entity:** UNDP Regional Service Centre (Addis Ababa)

**Implementing Agencies:** African Union (AU) Commission, NEPAD and Regional Economic Commissions (RECs)

**Brief Description**

Africa is at a critical inflection moment. Momentous changes are taking place on governance and economic issues. The trajectory could be upwards towards accelerated growth and transformation or downwards towards a negative spiral. There are opportunities and challenges for growth and transformation. The Transforming Governance in Africa project will contribute to the "lift" that is required so that a more enabling governance environment can be created that underpins and accelerates the economic transformation that is taking place on the continent.

The project will focus on expanding and consolidating political space in the continent for more effective institutional performance and to expand citizen participation and representation. It will also contribute to more effective economic governance through addressing corruption risks and illicit financial flows. Finally the project will contribute to strengthening the social contract in Africa to deepen the legitimacy of the state and its institutions, and to promote horizontal and vertical cohesion and inclusion in society. It will achieve all of the above through partnership and joint work in analysis, policy and strategy development processes, ratification and accession of regional instruments and norms; institutional reform and transformation. The inputs required to achieve the above will include working through South-South and triangular cooperation, meetings and consultations, research and knowledge products.

Programme Period:	2014 - 2017
Key Result Area (Strategic Plan)	SP Outcome 2
Atlas Award ID:	
Start date:	2015
End Date	2017
PAC Meeting Date	Dec 2014
Management Arrangements	DIM

Total resources required	25,000,000
Total allocated resources:	15,000,000
• Regular	15,000,000
• Other:	
o Donor	
o Government	
Unfunded budget:	10,000,000
In-kind Contributions	

Agreed by (UNDP): Abdoulaye Mar Dieye  
Abdoulaye Mar Dieye (Assistant Administrator and Director, Regional Bureau for Africa)





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## I. SITUATION ANALYSIS

The United Nations Development Programme (UNDP) regional programme for Africa outlines key achievements, opportunities and challenges towards advancing sustainable human development – the process of enlarging space and inclusivity, transforming the economy to deliver for people and building a robust social contract. UNDP's approach is underpinned by the concept of Sustainable Human Development which focuses on the process of enlarging people's choices by expanding their capabilities and opportunities in ways that are sustainable from the economic, social and environmental standpoints, benefitting the present without compromising the future.

Africa has put its lost decades behind and made significant strides on the social, political and economic front since the turn of the century<sup>1</sup>. The continent has since seen rapid democratic transitions, leading to more responsive and accountable governments. The frequency of armed conflicts is on a downward trend. Steady economic growth and macroeconomic stability have resurged. The private sector has flourished in agriculture, telecommunications, finance, retail trade, housing and construction. New technologies are spreading rapidly across the continent, especially in the areas of information and communication. Discoveries of oil, gas, and other mineral resources are creating new opportunities. Africa has been reducing extreme poverty since 1999, with expanded social policies also improving health and education services – including those targeting women and girls. Nevertheless, with all the enthusiasm there is sober recognition of unfinished challenges that are impeding the continent to reach its full potential of building “*an integrated, prosperous and peaceful Africa*”.

To lift the vast majority of the Africa's citizens out of the drudgery of poverty and underdevelopment will need a structural economic transformation that has so far been lacking. Africa's growth is above the global average (in 2013 Africa maintained a growth rate of 4% compared to 3% for the global economy)<sup>2</sup>. However the region lags behind the rest of the world in making progress towards the Millennium Development Goals (MDGs). The growth in the region is bypassing traditional employment-heavy sectors such as manufacturing, which has an important implication for poverty reduction. Africa's growth is currently fuelled by services, agriculture, and extractive industries. The consequences of bypassing manufacturing in Africa's growth pattern has resulted in the lack of improvement in the fundamentals of industrialisation – lower transport, cheaper and reliable power and an educated labour force that could benefit all other sectors<sup>3</sup>. The result is that Africa is growing without human development. This has led to high levels of inequality and stagnant rural economies that push the young to seek opportunities in urban metropolises' or abroad.

Countries and communities across Africa remain vulnerable to shocks, emanating from climate variability and from economic, political and social instability. The recent Ebola outbreaks that threatened the very viability of the state in Liberia, Sierra Leone and Guinea point to extreme vulnerability to shocks that can easily wash away hard-won gains. The Horn of Africa drought of 2011, the instability of the Great Lakes region, the Sahel crisis and the Ebola outbreak in Mano River Union region point to the interplay of demographic, ecological, security and political factors. These regions have faced recurrent crises that intermittently trigger temporary responses, but have not yet fully addressed the underlying drivers of instability and vulnerability, which require a more comprehensive and integrated approach towards building resilience.

An inclusive political process that opens space for voice and participation is fundamental in building a cohesive and vibrant society. The recent uprising in Burkina Faso, near state collapse in Mali and the growth of violent extremism point to the unfinished business of deepening democratization and opening space. To ensure greater transparency and accountability in the allocation of resources,

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<sup>1</sup> The Africa Governance Report, accessed at <http://www.africa.undp.org/content/dam/rba/docs/Reports/Africa%20Governance%20Report%203.pdf>

<sup>2</sup> Africa Economic Outlook 2014

<sup>3</sup> Africa's Pulse 2014





for a fuller engagement in government decisions need further progress with respect to voice and participation. Formal elections and democratic transfer of power have to translate more clearly into sustained, meaningful development outcomes, specifically through improved public service delivery and effective management of public and natural resources. Access to justice and human rights can improve through advances in constitutionalism, rule of law and institutional strengthening of the judiciary and the security sector. To achieve these, it is critical to further develop human and institutional capacities with a clear role for different stakeholders, including civil society organizations.

A robust social contract is a pre-requisite for establishing a mutually beneficial relationship between the governed and the governing. The social contract is also critical in underlining the relationship among citizens and the ideals of the type of society they wish to foster. The Ebola crises in many ways highlighted in a vivid manner the collapse of the social contract in the minds of some citizens. Many risked catching the deadly virus rather than believe what state institutions were telling them. Although progress has been made on the democratisation front with the growth of representative and inclusive governments, the continent needs fourth-generation governance systems that go beyond elections and builds a social contract that outlines the mutual rights and responsibilities of citizens and what to expect from a capable state. Without a robust social contract that underpins citizenship, the relationship between people; and the people and the state will remain artificial and will likely undermine social, political and economic growth in the continent.

Africa is undoubtedly at a strategic inflection point and in order to seize the historic momentum presented by the gains made, it must make significant changes to avoid stagnation and meet its full potential. Although the current path has led to important improvements it is not sufficient or transformational enough to respond to challenges ushered by the youth bulge, growth of urbanisation and the urgency of lifting masses out of poverty. The challenges mentioned above are further amplified by a changing demographic landscape. Africa is seeing the largest ever growth of unplanned and unmanaged urbanization, as many young people devoid of opportunity in rural areas move into cities thereby creating a swath of semi-governed, overcrowded and poorly sanitized slums. This rapid urbanization represents new frontiers in the development challenge for many African countries, particularly in how to deliver services in informal settlements, capacities for effective city planning, and insecurity. It is in these slums that Ebola was for the first time urbanized, presenting a complex challenge and overwhelming the already fragile health systems. Excessive urban concentration provides both opportunities for development take-off but also poses unique challenges that demand conceptual shifts in how jobs are created, and how services and security are provided. Youth aged between 15 and 35 constitute approximately 60% of Africa's total population. The current trend indicates that this figure will double by 2045, making Africa the most prospective human capital continent in the world. Youth also account for 60% of all unemployed in Africa. A World Bank survey in 2011<sup>4</sup> showed that about 40% of those who join rebel movements, most of whom are youth, say they are motivated by a lack of jobs.

The unfinished business that is impairing the ability of Africa to further advance human development and reach its full potential could be summed as including the following: (a) lack of real economic transformation that lifts all of Africa's citizens, (b) absence of space for inclusive participation, and (c) a fragile social contract. It is in these three areas where UNDP's five regional projects will focus their interventions. In addition to the challenges and opportunities set out above UNDP's regional work responds to the aspirations of Africa articulated by the African Union and other regional organs<sup>5</sup>. These are convergent with the vision, guiding principles and areas of work of the UNDP Strategic Plan 2014-2017, and the directions of the quadrennial comprehensive policy review<sup>6</sup>. The five mutually reinforcing regional projects build on the successes and respond to the lessons from past cooperation, and are aligned to the UNDP Strategic Plan at the thematic, design and operational level.

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<sup>4</sup> World Bank, 2011. *World Development Report 2011: Conflict, Security, and Development*. World Bank. Accessed at <https://openknowledge.worldbank.org/handle/10986/4389> License: CC BY 3.0 IGO.

<sup>5</sup> This is reflected in several regional protocols, charters, agendas and declarations, principally: Agenda 2063, the shared values agenda, the common position on the post-2015 development agenda, and the OAU 50<sup>th</sup> anniversary declaration.

<sup>6</sup> General Assembly Resolution 67/266



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## II. STRATEGY

### Project Rationale

Africa has been held back by governance challenges. Yet, all analyses and studies point to a clear growth trajectory for Africa in the coming decades. The mantra of "Africa Rising" which is widely used in the continent today presents dramatic opportunities for the continent to create an irreversible inflection moment for governance transformation. The factors identified in the situation analysis present opportunities as well as challenges to the transformation of Africa.

The key issues that will shape and determine the implementation as well as the success of this project include the fact that Africa has a progressively informed and engaged citizenry. There is reduced scope for social, economic, political and gender based discrimination. This situation has been dramatically enabled by digital citizenship leading to universal expectations of conduct of public institutions<sup>7</sup>. Digital citizenship is also contributing to increased peer pressure at the continental level through interactions among the heads of state, various organs of the African Union and civic engagements through various platforms, and manifested through increased activism by civic groups and regional oversight institutions. Across the continent, there is an expanded scope for institutional innovation and capacities for voice and participation, which this project will leverage and build upon. There is also the demographics of youth and urbanization. The state seems to be in recession in urban areas and unable to respond to the needs of Africa's megapolis'. These issues present challenges as well as unique opportunities. The project will leverage these opportunities through addressing three inter-related issues to enable the "lift" that is required for governance and economic transformation to occur. These are:

- (a) Expanding and maximising the political space;
- (b) Enabling economic governance for structural transformation, and
- (c) Re-defining the social contract.

The project has been developed based on the recognition that transformational governance is anchored on the relationship/interface between effective and capable institutions and enhanced spaces for public participation. Increase in the access and quality of services citizens receive from public institutions contributes to higher levels of integrity of public institutions and confidence in governance institutions by the public. Institutional reform and transformation therefore has a multiplier effect on the overall state of governance in a country as well as public perceptions about how well they are being served by the institutions of the state. One key element of this transformation is the importance of building regional dispute systems and networks. Given where the continent has come from on rule of law and access to justice, regional platforms and frameworks provide the foundation upon which national systems can be strengthened. These contribute to higher levels of social cohesion as well as to increased access to justice and citizen security. This approach allows the free expression of will and capability by citizens but also provides a sense of safety and security for internal and external stakeholders. This approach ensures that disputes are effectively mediated.

Experience of governance in Africa is of civil society and civic actors being excluded. With the transformation that is taking place in the continent, there is broad recognition that a vibrant, responsible and capable civil society will contribute to deepened democratic governance but can also lead to strengthened regional standards of governance. A vibrant and capable civil society is a necessary partner for strengthening social cohesion within a society, as well as for ensuring that oversight and monitoring of public institutions is sustained, thereby contributing to their increased legitimacy and trust in the eyes of the public. Addressing issues of natural resource governance can contribute to building regional dispute systems and networks. It can also contribute to higher levels of integrity in public institutions and to increased access to justice and citizen security. Institutional reforms are therefore necessary for ensuring that the regulatory and oversight

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<sup>7</sup> Panos Institute and UNDP (2010), "E-Governance and Citizen Participation in West Africa: Challenges and Opportunities" New York: 11.



institutions for natural resource governance are strengthened and can effectively moderate interactions and engagement within the sector as well as address issues of corruption. Finally, working to create a new social contract requires addressing issues of vertical and horizontal relationships, participation and engagement. This can enable higher levels of social cohesion leading to higher levels of integrity in public institutions, enhanced space for public participation and confidence in the governance institutions by the public.

The specific objectives of the project are to:

- i) Promote strong, inclusive and effective democratic governance systems to ensure participation and voice for the poor and other excluded groups, including women, youth and HIV affected populations,
- ii) Strengthen regional legislative and judicial institutions to perform their core functions, fight discrimination and address emerging issues such as corruption risks, and
- iii) Support the African Union and the RECs to harmonize policies, legal frameworks and regulations for expanding South-South and triangular cooperation to maximize mutual benefits for member states.

The project builds on the lessons learned from the “Consolidating Democratic and Participatory Governance in Africa” Programme (2009-2013) which supported the achievement of the democratic governance outcomes of the UNDP Strategic Plan (2008-2011) and the outcomes from the “Consolidating democratic and participatory governance: component of the Regional Cooperation Framework for Africa RCF III, (2008-2011). The Programme’s Key Result Areas were: a) Building Responsive and Effective Democratic States b) Accelerating the Pace of Regional and Sub-Regional Integration of the Continent c) Effective Governance Knowledge Management.

An evaluation of the Programme carried out in 2013 highlighted achievements in the codification of governance knowledge and best practices, state accountability and anti-corruption, economic governance and service delivery, support to elections and support to regional institutions. It noted areas for improvement including the need for the regional programme to focus on interventions where a regional approach brings the greatest value added. It also called for strong intra-project and practice synergy and integration. This project synchronises with four other projects to constitute the Regional Programme. Its implementation will complement and leverage work to be done under those projects especially the project on managing risks of conflict and disasters to which strong complementarity with this project has been established. Accountability for project results is at the programme level to ensure continued focus on results and outcomes rather than on outputs.

### **Sustainability of support**

Capacity development is a long-term process that will not fully be achieved within this project cycle. However, this project's approach is to ensure sustainability of support as a key consideration in choices made and the parameters of the project design, hence our contribution to an integrated, prosperous and peaceful Africa as outlined in Vision 2063. The capacity development initiatives identified in this project are to enhance the core functions of regional bodies and support implementation of their strategic plans. UNDP will support these bodies ability to secure more internal resources to realise their core functions and plans. As part of the sustainability plan, UNDP will jointly implement activities with key UN partners and other multilateral organizations to better coordinate and ensure sustainability for results. Furthermore the Monitoring and Evaluation plan of this project will continuously monitor and assess UNDP's support and key milestones over the project period, and recommend corrective approaches to ensure sustainability of interventions.

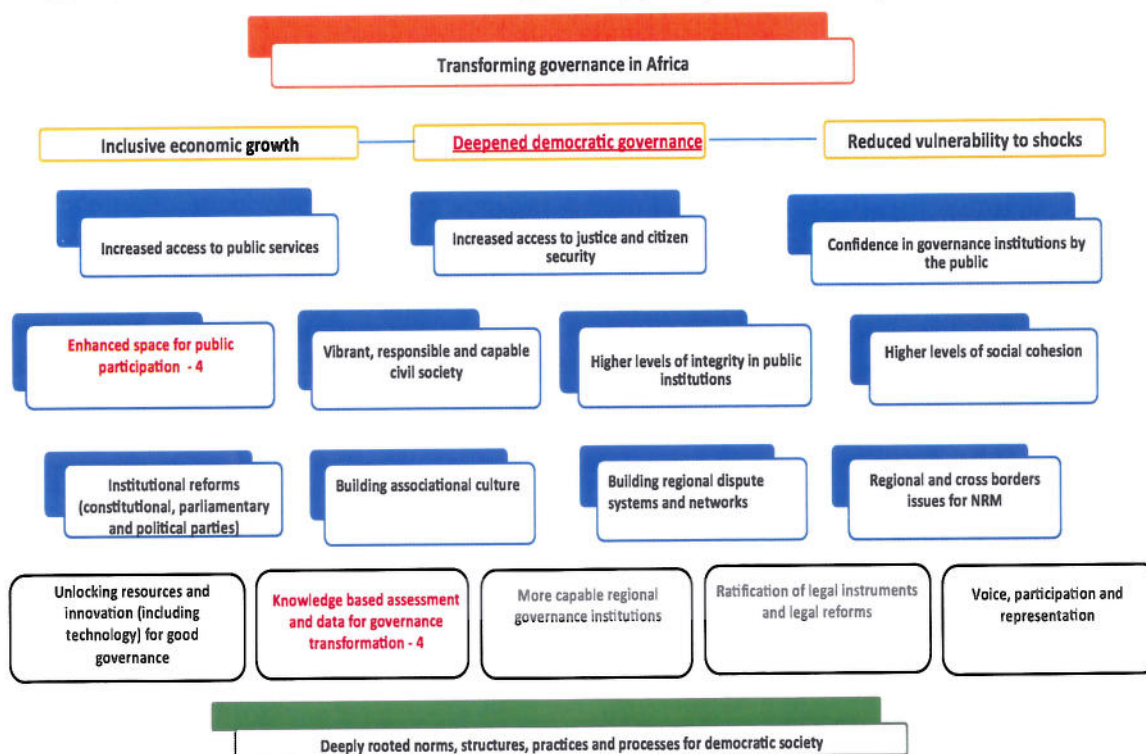


## Theory of change

Recognizing that Africa is at a critical inflection moment, the opportunities for transformation may either be consolidated and lead to an “Africa moment” or the momentum and the opportunities might be lost with potentially negative consequences. This regional project document has been developed with a view to building on the gains and contributing to maximising the exciting opportunities ahead for Africa. This will require transforming governance so that a culture of deeply rooted norms, structures, practices and processes for democratic society can be created.

The theory of change underpinning this project is that there are four inter-linked processes that create a development pathway for transforming governance in Africa. These include the importance of spaces for public engagement and participation; economic governance, especially of extractive resources which in many countries has become the engine for economic transformation and development; and the importance of re-defining the social contract so that citizen confidence, trust and legitimacy of public institutions can be restored. These three processes are shaped and affected by a fourth which consists of a number of factors which can either create an acceleration of the transformation that is in the offing, or can undermine it. These factors relate to the capability of institutions, the opportunity for voice, participation and representation for citizens, the ratification and enforcement of regional instruments and norms, how data, technology and innovation contribute to driving the transformation, how association culture between institutions and groups deepen the governance space, the use of assessment tools for more effective planning and agenda setting and how urban spaces are transformed and governed.

## Conditions reinforced for an integrated, prosperous and peaceful Africa



To address the afore-mentioned processes and to strengthen the environment for transformed governance in Africa, this project will adopt innovative approaches that apply technological tools to enhance the delivery of public services as well as contribute to unlocking new resources for governance transformation. It will also develop a comprehensive framework for governance assessments to strengthen standard setting and measurement of compliance at the regional levels. In addition the project will contribute to strengthening the capacity of regional governance institutions to increase the uptake of regional instruments and normative frameworks at the



Whenever possible UNDP will promote exchange of best practices and transfer of capacities between regions. UNDP will support the AUC in its role to facilitate exchanges between the RECs and specialized organizations on governance transformation in Africa. South – South cooperation opportunities with other continents will be identified with a special focus on urban governance, and reconciliation. The project will mobilize and use existing African capacity housed within governments, the private sector, civil society, academia and the diaspora to support the uptake of regional instruments that enhance national implementation of governance initiatives. The project will facilitate collaborative and complementary actions among regional development actors, including public institutions, the media and private-sector stakeholders, policy think tanks, universities, civil society organizations, and youth and women's organizations. The respective functions and coordination roles of, and linkages among key regional institutions – the AUC, the NEPAD Agency, and the RECs – will be strengthened.

This project is in line with UNDP's regionality principles and leverages UNDP's interventions and strategic presence at the country level. The project is designed to respond to regional challenges that cannot be undertaken at a national level such as cross-border issues, support to regional entities such as the African Union and Regional Economic Commissions and increased national uptake of regional instruments. The project aims to support domestication of key regional frameworks, experiences and international best practice through national development plans and strategies. The design of the project was undertaken in consultation with Resident Coordinators who helped identify key regional challenges that are inhibiting national development. The project also received significant inputs from UNDP's global programme managers, the Executive Office of the Administrator, the Development Impact Group of BPPS and representatives of partner institutions and civil society. The project will be implemented within the framework of the regional programme.

#### **Outputs and Activities:**

Project activities will support continental and regional processes for institutional effectiveness and transformation through national uptake of normative instruments, policies and strategies. The project will also leverage South-South and triangular cooperation to share knowledge of how to address emerging governance transitions and challenges such as urban governance, reconciliation and transitional justice, and expanding opportunities for marginalized groups such as women, youth and HIV populations. The project will also engage in catalytic research, publications and development of tools and technologies with think tanks and research centres to generate new knowledge, data and technological innovations that transform governance and the delivery of public services.

#### **Output 2.1: Increased space for public participation in governance:**

Africa today is a dynamic region with improving development prospects. This has been accompanied by exploding public expectations and demands, a young and restless population, with public institutions struggling to rise to public expectations of access to and quality of public goods and services. In terms of political processes, the rules of politics are still being defined with violence serving as a constant resort for group negotiations around contested issues<sup>8</sup>. There are also multiple examples of social and institutional breakdown and exogenous developments that challenge and constrain governance (such as the Ebola crisis in West Africa and changes in terms of trade). All of these lead to crisis, insecurity and violence, including sudden state collapse or the real risk of it. The African Charter for Popular Participation in Development and Transformation recognizes popular participation as the right of the people to participate in decisions affecting their lives.<sup>9</sup> Governance transformation will not happen unless the political space for citizen engagement and participation is radically expanded, and becomes institutionalised as part of

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<sup>8</sup> Balla Mohamed Keita, "Foresight Africa 2014: Professionalization of Political Parties - A Pre-Condition to Peace and Stability in Africa"; Brookings Institution; SERIES: Foresight Africa 2014; Number 2. Also cites Calestous Juma, "How Tribalism Stunts African Democracy." BBC News Africa, 27 November 2012, accessed on 10<sup>th</sup> December 2014.

<sup>9</sup> See clause 7 of the Charter obtained from [www.afrimap.org](http://www.afrimap.org)



national levels. The project will also support the ratification of legal instruments and legal norms. They create standards, which contribute to challenging national governments and national institutions to rise to higher levels of performance and legitimacy with their respective publics. The project will contribute to increased understanding and implementation of new forms of governance in urban areas. This will be achieved as part of Outcome 4 of the Regional Programme through an analytical research paper to inform regional and national policy dialogues. The research will also lay the foundation for the provision of technical support to identified mega-polis' including on how to address the issues of planning, service delivery, safety and security services among other challenges in urban areas. Finally, the project will contribute to expanding voice, opportunity and representation to civic groups, especially minorities, women, and other marginalized groups. There is also a lot that has been achieved in the continent in the last two decades from which important lessons will be learned. The project will collate these experiences to provide demonstration effects for its successful implementation. This will include what worked, what didn't both in the continent and the global south and what will be done differently.

### **Project Approach**

This project is one of the five projects that constitute the Regional Programme Document for Africa. The project has been developed in a way to build complementarities with other projects such as the project on "fostering resilience to shocks and threats in Africa", recognizing that peace and security is the flip side of good governance. They are interdependent and reinforce each other. It also complements the project on "fostering the inclusive participation and effective contribution of women in the process of economic and political empowerment" by focusing on the gaps in regional normative frameworks and instruments that create legal impediments to the advancement of women's rights, as well as on institutional capacities of regional institutions that contribute to a robust regime of implementation and enforcement at the national level so as to expand opportunities for women. The project also complements the regional project on "inclusive economic transformation" by addressing the challenges posed by natural resource governance and how effective management of natural resource issues could be a major accelerator of economic transformation in Africa. Finally the project will complement the regional project on strengthening African engagement on the global development debates by leading an inter-team process that pulls together in-house and external expertise on urban governance to develop new thinking, policy and planning and strategic options for more effective governance of urban areas. It will also facilitate a process that leads to the development and publication of an annual governance report as a flagship publication that showcases progress in Africa, as well as builds political consensus on how to address emerging challenges and problems in governance.

Through the project, UNDP will contribute to a more strategic and integrated approach to governance challenges in Africa by leveraging the Memorandum of Understanding signed with the African Union Commission. In this context, three key levers of engagement and entry which will be leveraged, are the Office of the Chairperson of the Commission, to increase accountability, enhance complementary action and engagement with the Departments of Political Affairs, Peace and Security and Economic Affairs respectively of the African Union Commission. The second is the Peace and Security Council of the African Union, which has overall responsibility for pronouncing on the state of peace and security on the continent and directing action to be taken by various organs of the Africa Union. The involvement of the PSC will facilitate joint work by various AUC departments on structural governance challenges to arrest problems before they spiral out of control. Effective governance transformation will require that these departments work much more collaboratively together in an integrated fashion. Unfortunately, they have not always worked in such a manner. The third approach is the African Governance Architecture, which is a platform that brings together all the organs of the African Union. This platform presents a powerful opportunity to enhance the engagement of the organs of the AU with their various stakeholders across the continent, to deepen their legitimacy, and to enhance the foundations for more effective accountability by the organs and oversight by civic platforms. By supporting joint agenda setting and monitoring between the organs and civic platforms, the project will contribute to a higher focus on delivery and performance by the Organs.



political culture<sup>10</sup>. This regional project will leverage country level initiatives to ensure excluded groups have increased voice and participation in the governance processes.

***Activity Result 2.1.1: Institutional reforms and systems for good governance and participation***

UNDP will support activities that lead to the development of regional frameworks for ratifying the protocol on the legislative mandate of the Pan African Parliament. Regional Parliaments will be supported to develop frameworks and standards on oversight and governance of natural resources. UNDP will build on its previous support to electoral observation by providing additional resources for the codification of electoral observation processes and training regional networks of civic actors on electoral observation. UNDP will support the development of minimum standards for electoral management bodies including through legislative and policy instruments that establish benchmarks for the establishment and management of such bodies, training standards, curriculum development and minimum professional qualifications for staff of EMBs, assessment and ranking of performance of EMBs and of legislation that establish EMBs to promote peer pressure and civic action on governments to comply with the standards. UNDP will also support research on best practice in constitutional development and reformulation standards for domestication by national governments. UNDP will complete the studies on the local governance in West and Central Africa, related policy briefs on eastern and South Africa and together with the on-going studies on the state of public administration in Africa, use them to inform development and domestication of standards of local governance and public administration in Africa in countries on those regions. UNDP will also support AU STC 2 and 8 in the ratification and implementation of Charters contributing to institutional reforms, good governance and participation.

***Activity Result 2.1.2: Increased capacity for public and civil society engagement including Think Tanks***

UNDP will support the institutionalization of interactions and accountability platforms between the Organs of the AU and civic/civil society/ faith and mass organizations using the framework of the African Governance Architecture in order to promote joint agenda setting and accountability with the Organs. UNDP will adopt context-specific responses to support civil society organizations to improve accountability, participation and representation, including for peaceful transitions. UNDP will support the operationalization of the AU Human Rights Strategy, the completion of the study on the state of national human rights institutions in Africa as a foundation for more effective regional standard setting on the functioning of human rights institutions. UNDP will also complete the assessment on the number of African women in the judiciary as a basis for a regional strategy and plan of action for increasing the number of women in the judiciary. UNDP will support regional networks of political parties to develop and domesticate minimum standards on participation in political processes. UNDP will support an annual innovation lab to develop and rollout new technologies for enhanced public administration and governance innovation. UNDP will also develop and operationalize a mobile platform for enhanced citizen engagement of AU/REC Organs.

**Output 2.2: State and societal interactions and legitimacy deepened:**

Decades of mis-governance and the legacies of authoritarian and dictatorial rule in Africa have weakened institutional performance and capability and destroyed social trust and capital, and pit groups and communities against each other. Public confidence in institutions is low. A sense of shared identity at the regional and national levels has been replaced by ethnic nationalism as groups sought support in ethnic affiliations for their protection and sustenance, leading to undermining social reciprocities characterized by popular equity, inter-group tolerance and active citizenship.<sup>11</sup> Economic integration has not been matched by people integration in Africa. As a result cross- regional relationships are still marked by biases and perceptions and efforts to limit people movements and integration. The principle of African Solidarity Initiative and of "Africa Helping Africa" will need to be underpinned by new impetus for people to people integration, and a

<sup>10</sup> Economic Commission for Africa, "Africa Governance Report III (2013), ECA, Addis Ababa:1

<sup>11</sup> Rotberg, R.I, (2009); "Governance and leadership in Africa: Measures, methods and results"; Journal of International Affairs, 62(2) 113-126.



higher level of performance by public institutions. The notion of a social contract is an appropriate framework for capturing where Africa is today and what needs to be done to strengthen governance in the continent. The idea of a social contract is not just about the delivery of public goods by the state in return for payment of taxes and compliance with laws by the citizen. At the heart of a social contract in Africa is to reconstruct the meaning of the state for the African, through building trust in the state and its institutions, but also by embedding the principle of reconciliation as a core element of governance in Africa.<sup>12</sup> The state should not just be an impartial arbiter in the public space, the state should promote the vision and sense of being “African”: a sense of being, shaped by inclusion in political and economic spaces, of wealth sharing and of repairing harm with a vision of the future where spaces are shared, with equality and equity as the defining elements.

#### ***Activity Result 2.2.1: Enhanced accountability and performance of governance institutions***

UNDP will support efforts to integrate the myriad of governance assessment tools into one comprehensive framework, the adoption by the AU/AUC or RECs of the integrated assessment framework and its uptake at the national levels. This will contribute to laying the foundations of a credible, regionally owned and driven database on governance indicators with common definitions, agreed methods and standardized survey tools. This will include the SHaSA, the Afro-Barometer survey and other governance assessment tools and coordinated as part the overall regional programme business process for knowledge development system. UNDP will provide technical and advisory services to enable the APRM to conduct national assessments and reviews as well as to integrate APRM national plans of action into national development planning instruments and frameworks. UNDP will support the development and roll out of a comprehensive advocacy and communication strategy on the APRM.

#### ***Activity result 2.2.2: Mechanisms to measure the social contract and people integration***

UNDP will support the establishment of a regional platform for measuring public perceptions on service delivery and social cohesion respectively. UNDP will publish studies on social perceptions of service delivery and social cohesion with regional programme leveraging and working with Country offices to ensure ownership and impact at the country level. In keeping with the need to promote people to people integration to complement the economic integration that is taking place in the continent, UNDP will support the reinforcement of regional value systems and social campaigns to bridge cultural perceptions around the concept of being African. UNDP will also support regional institutions to mount campaigns on social cohesion. UNDP will also support the development of regional plans of action on people integration.

#### ***Activity result 2.2.3: Enhanced urban governance***

UNDP will support action research on urban governance to promote better understanding of the challenges of governing urban spaces. The action research will contribute to enhancing policy dialogue in the continent on developing new models and standards for more effective and efficient urban governance. UNDP will also support exchange of experiences and capacities between mega-polies in Africa and others in the global South. These exchanges will include the deployment of capacity in two identified mega-polies in Africa to implement the new standards and models of urban governance and at the same time to promote experiential learning. UNDP will also support regular interactions and experience-sharing platforms between mayors of mega-polies and urban centres in Africa to promote cross-fertilization of ideas, and wider diffusion of the models and standards of urban governance.

#### **Output 2.3: Enabling economic governance for structural transformation:**

The 2008 global financial Integrity analysis of illicit financial flows from developing countries estimates approximately \$1.8 trillion total illicit outflows from the continent over the last 39 years (1970-2010) mainly in the form of tax avoidance by multinational corporations.<sup>13</sup> This exceeds the

<sup>12</sup> Claire Furphy, “Civil Society Participation in Governance: A Necessary Condition for Development in Africa”, [www.consultancyafrica.com/index.php?option=com](http://www.consultancyafrica.com/index.php?option=com), accessed on 12 December 2014.

<sup>13</sup> Global Financial Integrity (2013) “Illicit Financial Flows and the Problem of Net Resource Transfers from Africa: 1980–2009” cited in Masimba Tafirenyika, “Illicit Financial Flows from Africa: Track it, Stop it, Get it”, Africa Renewal Online 13 December 2013, accessed on 12 December 2014.



amount of official development aid (\$659 billion) and foreign direct investment (\$306 billion) received by these countries. Oil-rich countries account for 72% of the total capital flight from the region.<sup>14</sup> This far exceeds the external liabilities of this group of countries of \$189 billion (in 2010), making the region a “net creditor” to the rest of the world. Estimates by the ECA put the figure for the period 1970 to 2008 at about \$800billion.<sup>15</sup> Out of the total illicit financial flows, 60% are related to commercial transactions (mainly transfer mispricing where multinationals manipulate prices to pay minimum taxes); 35% is related to criminal activity, and 5% to governments. The top five countries most impacted include Nigeria (US\$89.5 billion), Egypt (US\$70.5 billion), Algeria (US\$25.7 billion), Morocco (US\$25 billion) and South Africa (US\$ 24.9 billion).<sup>16</sup> The African Union has recognized the adverse effect of illicit financial flows and has partnered with the United Nations Economic Commission for Africa (ECA), to set up a High-Level Panel for Illicit Financial flows that can assess the complex and long-term implications of illicit financial flows on development; sensitize African governments, citizens and international development partners on the scale, and effect of financial outflows on development; and mobilize support for putting rules and regulations in place at all levels to tackle illicit financial outflows from Africa.

Africa is witnessing an annual average of 4.9% economic growth rate fuelled essentially by extractive resources. The governance of natural resources is therefore an important consideration for ensuring that the dividends are spread evenly, include key segments of the population, and contribute to economic development and higher social standards. Other countries went through similar experiences and managed to develop governance mechanisms and systems that accelerated their economic transformation. Understanding how these countries managed their transitions and adapting these experiences to Africa could potentially expand opportunities in the governance of economic transformation in the continent. Corruption remains a major cancer that limits the legitimacy, effectiveness and integrity of public institutions. The issue of economic governance is therefore central to any possibility that Africa will transform its governance systems and structures in ways that respond to the expectations of its citizens. These issues if not addressed, will undermine and derail the economic transformation that is happening in the continent.

#### ***Activity Result 2.3.1: Public financial management improved***

UNDP will support the production of briefing notes and policy dialogues on illicit financial flows especially as related to the extractive sector to build public awareness on the nature of the problem and to create demand for addressing the issues. UNDP will also support literacy training for critical regional institutions such as parliaments so that they can enhance their understanding and oversight of processes that contribute to illicit financial flows. UNDP will support the development and domestication of regional strategies on illicit financial flows. This project will also work with the Pole Initiative in Dakar to strengthen regional efforts for more effective public financial management.

#### ***Activity Result 2.3.2: Economic transformation boosted***

UNDP will support research, cross regional exchanges and policy development processes so as to understand, share and mainstream learning on the governance underpinnings that enabled successful economic transformation in parts of Africa and the world, and especially in contexts where commodity producers managed to expand the value and diversification of their economies. This activity result will promote policy driven South-South exchanges, as well as simulations, immersions, joint problem-solving and institution to institution partnerships. Given the limited successes experienced with criminal prosecutions and asset recovery, UNDP will also support the development and domestication of frameworks for civil and administrative assets recovery building on South-South experiences.

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<sup>14</sup> Ibid

<sup>15</sup> Ibid

<sup>16</sup> Ibid.

### III. RESULTS AND RESOURCES FRAMEWORK

#### **Intended Outcome as stated in the Regional Programme Results and Resource Framework:**

*Citizens expectations for voice, development, the rule of law, and accountability are met by stronger systems of democratic governance (SP Outcome 2)*

#### **Outcome indicators as stated in the Regional Programme Results and Resources Framework, including baseline and targets:**

##### **Indicators**

1. Proportion of African Parliaments, constitution-making bodies and electoral commissions that meet AU-RECs minimum benchmarks to effectively perform core functions;
2. Level of new civil society engagements in critical development and crisis-related issues, disaggregated by sex, age and excluded groups;
3. Access to justice services to fight discrimination, disaggregated by sex, age and disadvantaged groups (such as people living with or affected by HIV)
4. Proportion of decision-making positions (executive, legislative and judicial) occupied by African women

##### **Baseline 2014:**

1. Pan African Parliament granted legislative mandate
2. 0 regional standards for governance of natural resources
3. Ad hoc interaction between AU and REC organs and civil society
4. 16 national APRM processes completed
5. Limited knowledge products on standards and approaches to illicit financial flows
6. 0 regional standards on economic decentralization

##### **2017 Targets:**

1. 3 regional roadmaps on legislative mandate developed
2. 3 regional standards on natural resource governance developed
3. Governance report based on integrated governance assessments prepared
4. 1 regional framework on social cohesion developed
5. 1 regional strategy on illicit financial flows developed

**Applicable Key Result Area (from 2014-17 Strategic Plan): Outcome 2**