United Nations Development Programme

Regional Bureau for Africa

Project Document

Consolidating Democratic and Participatory Governance in Africa

Regional Programme Outcomes:

1. Enhanced political participation and management of elections
2. Strengthened political and economic governance and enhanced service delivery
3. More effective regional institutions
4. Better understanding, codifying and sharing best African practices in governance

Expected Outputs:

1.1 Enhanced national and regional institutional capacities and processes for democratic governance, including capacities of CSOs, women and non-state actors to effectively organize, conduct and monitor elections

2.1 Increased capacities of African Union (AU) and Regional Economic Communities (RECs) and their institutions for responsive, transparent and accountable public service delivery

3.1 Increased capacities of AU and RECs and their institutions for implementing governance initiatives and programmes.

3.2 Greater popular awareness of the governance missions, vision, strategic plans and activities of the AU and RECs

3.3 An effective Executive Secretariat of the Africa Forum with well functioning programmes that harness the experiences, good offices and moral authority of its members

3.4 Improved capacity of governance institutions in landlocked and transit developing countries in Africa to design, implement and monitor trade facilitation measures so as to enhance regional integration

4.1 Capacities of African governance institutions, networks and think-tanks strengthened

4.2 Knowledge of governance identified, codified and shared

4.3 Democratic governance assessment tools developed and/or modified

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Project Summary

The Regional Governance Programme for Africa has been designed to support the achievement of the democratic governance outcomes of the UNDP Strategic Plan (2008-2011) and all four programme results/outcomes for the consolidating democratic and participatory governance focus area of the Regional Cooperation Framework for Africa RCF III, (2008-2011) Founded on the principle of African ownership, and designed to respond to regional realities and emerging priorities, including the MDGs, the Programme will support the Africa's efforts at consolidating participatory and democratic governance through focus on four key components, namely: (a) strengthening the governance capacities of the African Union and the Regional Economic Communities, including support to the organization, conduct and monitoring of elections; (b) support to the Africa Governance and Public Administration Programme; (c) more effective management of governance knowledge, primarily through support to the African Peer Review Mechanism; and (d) joint UNECA/UNDP governance initiatives, including collaboration on the Africa Governance Report and the African Governance and Development Forums The Programme is also designed to mainstream gender equality and women's empowerment as well as build synergies with UNDP governance programmes at country and global levels.

UNDP's main partner in implementing this Programme will be the UN Economic Commission for Africa (UNECA), whilst the beneficiaries will include the African Union, African Regional Economic Communities, African countries and regional governance institutes, think tanks and academic institutions The Programme will be directly executed by the Regional Bureau for Africa.

Total resources required: $20, 170,600 Total allocated resources: $18,000,000 o Regular: $18,000,000 o UNDP o Donor: EC: (TBD) Donor: o Governments: Unfunded budget: $ 2,170,600 In-kind contributions:	Programme period: 2008-2011 Project title: Consolidating Democratic and Participatory Governance in Africa Atlas Award ID: 00057961 Project ID: 00071788 PAC Meeting Date: 10th June 2009 Start date: October 2009 End date: December 31, 2011

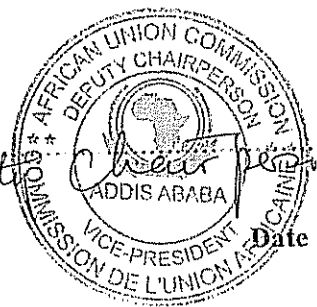Implementing Partner/Executing Entity: UNDP/ RBA, (Direct Execution)

Responsible Parties: UNECA

Principal Beneficiaries: AU, RECs, Governments and CSOs

Agreed by beneficiary (African Union):

Signature & Title   13/11/2009
                                                                                                    Date

Agreed by (UNDP):

Signature & Title   Date

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Acronyms and Abbreviations

AB	Advisory Board
ACCS	African Centre for Civil Society
ACFS	African Civil Society Forum
ADF	Africa Development Forum
AfDB	African Development Bank
AF	Africa Forum (of former Heads of States)
AGAP	Africa Governance and Public Administration Programme
AGF	Africa Governance Forum
AGI	Africa Governance Institute
AGR	Africa Governance Report
APRM	African Peer Review Mechanism
AU	African Union
DRD	Deputy Regional Director
CCF	Country Cooperation Framework
CDM	Clean Development Mechanism
CD-PGA	Capacity Development for Pro-Growth and Accountability
COMESA	Common Market for Eastern and Southern Africa
CSOs	Civil Society Organizations
EAC	East African Community
EC	European Commission
UNECA	UN Economic Commission for Africa
ECCAS	Economic Community of Central African States
ECOWAS	Economic Community of West African States
ESAPS	Extended Structural Adjustment Programmes
GEF	Global Environment Facility
HDI	Human Development Index
HDR	Human Development Report
HLCP	High Level Committee on Programming
IGAD	Intergovernmental Authority on Development
ILO	International Labour Organization
MDGs	Millennium Development Goals
M&E	Monitoring and Evaluation
MYFF	Multi-year Funding Framework
NEPAD	New Partnership for Africa's Development
OAU	Organization of African Unity
PCRD	Post Conflict Reconstruction and Development Framework
PRSPs	Poverty Reduction Strategy Papers
QPR	Quarterly Progress Reports
RBA	Regional Bureau for Africa
RCF	Regional Cooperation Framework
RCM	Regional Coordination Mechanism
RECs	Regional Economic Commissions
RSCs	Regional Service Centres
SADC	Southern African Development Community
SC	Steering Committee
UNDAF	UN Development Assistance Framework
UNOHRLLS	UN Office of the High Representative for the Least Developed Countries, Landlocked Developing Countries and Small Island Developing States
WB	World Bank

I. Situation Analysis

1.1. Introduction

There have been significant improvements in Africa's social and economic conditions in the recent past, due to the renewed commitment by Africa countries to address the Continent's developmental challenges that include stagnant or marginal growth; high levels of poverty; and cross-border wars and internal conflicts. Sub-Saharan Africa's real GDP grew progressively from less than 3.0 percent in 1999 to about 6.0 percent in 2006 The Continent has also registered positive progress towards MDG-based planning in response to the commitment made at the 2005 World Summit.

Notwithstanding the above, Africa continues to face a number of development challenges. Economic growth is yet to impact significantly on the Continent's poverty levels. In general many Africa countries continue to experience poor economic performance including deteriorating terms of trade, internal and external economic shocks, volatility of prices of export commodities, successive oil crises, recurrent droughts and adverse climatic conditions- all factors which have negatively impacted on development and increased levels of poverty. Currently, the proportion of the population that lives below the poverty line has increased from 44 percent in 2000 to 47 percent presently. According to UNDP's 2006 Human Development Report (HDR), Sub-Saharan Africa's average Human Development Index (HDI) stood at 0.493 in 2005 compared to 0.691 for developing countries as a whole. The continent's development challenges are compounded by heavy disease burden, notably the HIV/AIDS pandemic, malaria and tuberculosis, which pose significant threats to human capital development and the attainment of the MDGs.

1.2. Democratic Governance and Development in Africa: Progress and Challenges

Although there is no conclusive evidence of a consequential relationship between democratic governance and economic development, there is growing consensus regarding the nexus between democratic governance and the sustainability of development and distribution of economic development gains in so far as it results in sustainable human development. There is also a very clear consensus in Africa that democratic governance is a desirable development outcome in its own right as it is the best way for people to make their own history. Equally important is the international consensus on good governance as an important universal value, albeit that the commendable increases in donor support to political governance matters might well be encroaching on hard-won policy space in many African countries. Finally there is recognition that within the concept of governance are instrumental objectives such as those that relate to effectiveness of governmental functioning versus those that relate to intrinsic democratic values. The mutual relationship and interdependence between these is critical to articulate and understand. Given the emerging centrality of democratic governance in the development discourse there have been significant efforts and indeed some achievements in ensuring and institutionalising all elements of democratic governance on the continent.

There are three key elements to the challenge to institutionalizing democratic governance in Africa that require particular attention at this stage of the development of governance. These are:

- Capacity and effectiveness of the state as a whole and its ability to understand and carry out its mandated functions
- Participation of people in all levels of decision -making and the role of civil society
- Effective policy making and service delivery (economic governance).

For the effective realisation of the above at national and continental levels, a number of key drivers need to be more effectively taken into account and deployed. Key among them, for this programme period, are:

- accelerating the progress towards regional and sub-regional integration in Africa,
- consolidating democratic governance based on crucial generated knowledge and many important lessons and experiences, and
- gender and governance.

The first key element in the consolidation of participatory and democratic governance in Africa is related to the creation of effective and democratic states throughout the continent. This requires a focus on measures to enhance political participation at all levels on the one hand and on strategies to improve effectiveness of the state and its institutions to manage public affairs and resources and deliver public services in a responsive, transparent and accountable manner on the other hand. Two areas are critical in this case: participation and delivery of services, that is political and economic governance, buttressed by civil society engagement.

1.2.1. Public Participation in Democratic Processes in Africa

With regard to enhancing public participation in political processes, Africa has the highest number of countries with democratic systems to date since the 1960s. A large majority of African countries now conduct regular elections at the national and local levels, enabling populations to choose their political leaders and ensuring legitimacy of elected governments and officials. This is exemplified by the increasing number of peoples participating in elections (25.7 million or 80 percent in the Democratic Republic of the Congo in 2006; twenty three million or 77 percent in South Africa in 2009; and 8.6 million or 69.5 percent in Ghana in 2008). This progress has been influenced and is evidenced by the regional efforts that have been undertaken over the last 60 years to institutionalise democracy and good governance throughout the continent. These critical efforts, by the Organisation African Union (OAU) and its successor African Union (AU), and the Regional Economic Communities (RECs) have culminated in the adoption of important regional conventions and instruments aimed at the promotion of democracy, good governance[1] and human rights[2] in all member states, as part of an agenda for regional economic and political integration. In addition, a majority of African countries have ratified important international treaties recognising democracy and human rights and also taken significant steps towards implementing these commitments at the national level. The importance of public participation and civic engagement is not limited to politics alone. Africa faces the challenge of ensuring that the population is engaged in various aspects of public life and that channels for such participation exists and are effective in providing voice to African populations.

African leaders under the auspices of the AU are making good governance an important and urgent development priority for the continent. The creation of the New Partnership for Africa's Development (NEPAD) underscores the commitment to both good governance human and economic development in Africa and Africa's awareness of their interrelationship. A key element of NEPAD is its Democracy and Governance Initiative, which emphasises that "*development is impossible in the absence of true democracy, respect for human rights, peace and good governance.*" NEPAD commits African countries to respect global standards of democracy, with its core elements of political pluralism, with several political parties and open, free and democratic elections. Since its establishment, NEPAD has made notable progress in developing its four -year strategic plan, fielding strategic studies in various pertinent areas, and operationalising its frameworks including the establishment of a secretariat and a technical support facility to support governance programmes in the continent.

A notable manifestation of NEPAD's commitment and success in the governance arena is the African Peer Review Mechanism (APRM). This is a voluntary mechanism which monitors whether the policies and practices of participating countries conform to agreed political, economic and corporate governance norms and standards. The peer reviews are built on the concepts of African ownership and mutual accountability. The review mechanism has also provided an opportunity to transform the relationship of African countries with their external partners, largely moving away from the old model of donor-imposed governance assessments and conditionalities to participatory nationally owned and led assessments[3]

The APRM has provided Africa with an instrument to improve political and economic governance at regional and national levels by ensuring and facilitating a systematic and better understanding of the various dimensions of governance challenges that African countries face. It has been, and continues to be, a means to ensure inclusive participation and engagement of national populations in the assessment of governance challenges and the identification of nationally developed solutions. APRM has also facilitated the involvement of fellow member states in the *peer –to- peer review* and monitoring of progress towards improving the quality of political and economic governance at the country levels. By January 2009, at least 29 countries had acceded to the APRM.

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[1] The African Charter on Democracy. Elections and Good Governance was adopted in January 2007 by the AU and is still in the process of ratification by member states although this process has been slower than envisaged.
[2] The African Charter on Human and Peoples Rights was adopted in 1981
[3] See Africa Governance Report, 2005 available at : http://www.unUNECA.org/agr/

1.2.2. Electoral Processes and Systems

Despite this laudable progress, Africa still faces some challenges in enhancing political participation of its citizens and ensuring improved quality of democratic processes- in particular in the *sound management of credible and transparent elections* and challenges in ensuring equal participation in political processes by women, youth and other historically marginalised groups. There is growing recognition that elections alone are incapable of creating democratic dispensation in Africa where the zero-sum nature of electoral politics has resulted in political instability. Elections however retain an important role as an important basis for providing voice to the population and thus ensuring political legitimacy of elected officials and governments. Whilst it is notable, regularity of elections has not been necessarily complemented by improved quality of electoral systems and processes and widely acceptable electoral outcomes. There are several reasons for this at the national level including the zero-sum nature of electoral politics, non-implementation of regional and international frameworks by governments, weak national legal frameworks and institutional capacities especially of Electoral Management Bodies (EMBs), weak political commitments to improved quality of electoral processes, high levels of societal fragmentation and in some cases low levels of political tolerance.

Underlying these challenges is the problem of trying to implement democracy without democrats and introducing national democratic institutions through non-democratic political parties. Additional challenges that normally manifest themselves in flawed electoral processes include lack of inclusiveness, transparency and sustainability of key democratic institutions necessary for successful electoral processes, and absence of political environment that fosters dialogue and trust amongst electoral stakeholders. Equally important is the global context in which countries are held to different democratic standards depending on various important stakeholders' geopolitical interests.

At the regional level key challenges include non-ratification by some member states of regional instruments, weak enforcement of regional and sub-regional conventions, instruments and protocols relating to sound electoral practices partly due to constraints in advocacy, implementation and monitoring capacities of the regional organisations (AU and the RECs).[4] There is also a need to harmonise and align the various regional and sub-regional instruments to improve electoral systems and processes in the region in order to ensure consistency, predictability and to avoid fragmentation of standards and practices.

With regards to enhancing public participation through the APRM, remaining challenges include constraints in capacities of the APRM secretariat to: sustainably mobilise required expertise to manage and support national review processes; facilitating the peer- to peer forums; inadequacies in the assessment tools and instruments; weak capacities at the country level to support participatory engagement in the assessments and develop national agendas for action to implement the recommendations from the review process. The other key factor is lack of financial resources to implement the outcomes of the review process.

1.2.3. Economic Governance in Africa

In the area of strengthening *economic governance for effective service delivery*, Africa has witnessed some progress in the past 40 years but more especially after the stranglehold of the Extended Structural Adjustment Programmes (ESAPs) had been loosened. More countries have developed policies, frameworks and systems for managing and distributing public resources in a manner that allows for greater efficiency, accountability and transparency at the national level. Progress has mainly been in the area of policy formulation and establishment of national institutions for financial and expenditure management and public service delivery. With the advent of the Paris Declaration on Aid Effectiveness and the Accra Agenda for Action, there has been increasing donor commitment to national ownership, although action lags behind assurances.

At the regional level, AU has established major initiatives aimed at strengthening regional capacities for improved economic governance and public service delivery. A notable example is the Pan-African Conference of the Ministers of the Public Service and the African Ministers of Local Government. The former has the objective of strengthening capacities of the public service while the latter has the objective of ensuring that decentralised service delivery remains at a high quality that meets national standards

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[4] This is particularly the case with regard to the African Charter; the SADC Protocol on Elections

Challenges, however, remain in policy implementation whilst institutional capacities continue to be weak. The key challenges has remained that of the national institutions being unable or unwilling to make macro-economic and fiscal policies responsive to the democratically expressed priorities of the people, as well as to ensure that public resources are transparently managed and distributed. In some cases corruption has prevented the delivery of effective and responsive public services in critical sectors including health, and education. The HIV/AIDS pandemic has, in many instances, also imposed a further adverse impact on the capacity of African governance institutions. These factors have had the effect of democratic governance, where it was taking root, to be questioned in terms of its capacity to meet the basic needs of the people. The inability of governments to protect citizens from a skewed globalisation as well as from external shocks including more recently the financial and food crises just exacerbates the situation and questions the already shaky legitimacy of some African states. This significant gap has drawn attention to the importance of strengthening regional and national regulatory frameworks for economic governance and accountability for improved service delivery to ensure, among other things, that democratic governance delivers discernible public goods and effectively responds to emerging crises. Challenges in this regard include limited or weak understanding of economic governance throughout the continent including its interface with democratic governance and public service delivery. This includes limited analytical capacities, frameworks, instruments, tools, and methodologies at the regional level, for the effective deployment of economic governance strategies in order to improve service delivery and respond to emerging crises. There is also the challenge of ensuring that the private sector plays its role in influencing policy and development through effective participation or contribution to policy making. The regulatory frameworks that govern the operations of the private sector, including financial institutions, are critical to bringing about private sector accountability and transparency. Moreover, the private sector has a corporate social responsibility which should be clear in its contribution to social development and poverty reduction.

1.2.4. Regional and Sub-regional Integration

For greater effectiveness and also to ensure sustainability consolidating participatory governance o the continent requires *acceleration of progress towards regional and sub-regional integration in Africa*. Regional integration can be seen both as a means and an end to Africa's social, economic and political development. As a means it has provided opportunities for critical and collective action by African countries in addressing common regional challenges faced by the continent, including, but not limited to democratic governance. As an end, regional integration enables the creation of a strong and united continent based on the founding Charter of the OAU. The Charter stipulates that people, services and goods move freely and that all African citizens should equally enjoy optimal levels of human development allowing Africa to claim and retain its rightful place in the world.

In the past fifty years, Africa has seen significant progress in its integration and South-South collaboration, culminating in the inauguration of the AU in 2002. The AU has the objective of achieving Africa's full political and economic integration, consistent with the original aspirations of the OAU set out five decades ago and the Treaty Establishing the African Economic Community of 1994.

Since their establishment too, the RECs have registered notable progress. The Economic Community of West Africa States (ECOWAS) has made tremendous strides, particularly in the area of promoting labour mobility, regional security and democratic and constitutional governance in West Africa. The Southern African Development Community (SADC) has successfully developed and operationalised: (a) sub-regional electoral frameworks; (b) an anti-corruption protocol; and (c) a sub-regional judicial tribunal. In addition, it maintains a robust peacemaking, security and conflict resolution agenda in the sub-region. The Southern African Customs Union (SACU) has managed to increase intra-regional trade in the sub region. The Common Market of Eastern and Southern Africa (COMESA) has been successful in achieving significant tariff reductions from its member states and at the same time establishing institutions to promote and enhance intra-regional trade and commerce.

The Intergovernmental Authority on Development (IGAD) has a vision to be the premier regional organization for achieving peace, prosperity and regional integration in the IGAD region. It also aims to assist and complement the efforts of the Member States to achieve, through increased cooperation, food security and environmental protection; promotion and maintenance of peace and security and humanitarian affairs; and, economic cooperation and integration. IGAD is playing a critical role in the Somalia peace process. The East African Community (EAC) has managed to facilitate free movement of persons and has established a custom union which allows free movement of goods and it has a parliamentary group.

Although it is significant, progress achieved by the RECs has fallen short of the targets set out by the

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regional groupings themselves and the creation of fully effective regional organisations remains a challenge. Across the board, the technical and administrative capacities of the RECs to sustainably manage their affairs, develop, coordinate and communicate their strategies and programmes, streamline their regulatory frameworks, and monitor implementation by member countries remain significantly constrained. This has negative implications for the capacities of the RECs to promote regional development in general and to facilitate the consolidation of democratic governance throughout the continent in particular. The RECs face a major challenge of capacity and lack of financial resources to execute their obligations. They have so far tended to rely mostly on donor funding for all their activities and this usually comes with conditions and standards on governance and democracy.

1.2.5. Governance and Conflict

An important aspect of regional integration is the strengthening or establishment of African institutions dedicated to add value at continental level. The AU is retooling itself to better face the challenges that are brought about by conflict and political instability. As a result of the growing recognition of the inter-relationships between governance and conflict prevention, several regional initiatives have emerged aimed at strengthening regional and national governance capacities for conflict resolution and prevention. The Peace and Security Council of the African Commission, through its Department for Peace and Security (PSD) plays a key role in conflict prevention, security provision and peace building in Africa.

The Africa Forum (AF), formed in January 2006, is an informal not-for profit, non-governmental organisation of former African Heads of States aimed at harnessing the experiences, moral authority and good offices of the continent's former heads of states and government and other African leaders with a view to advancing Africa's social and economic development. The AF supports the implementation of the broad objectives of the AU's NEPAD initiative at the national sub-regional and regional levels. Since its formation, the AF has successfully provided crucial support to conflict resolution, peace-building, conflict prevention and advocacy for good governance in various countries in the region, ensuring that potentially devastating conflicts and tensions are addressed and political stability restored. The AF however faces some significant challenges in implementing its programmes including weak capacities of its executive secretariat, weak technical capacities for policy advice and technical assistance for conflict resolution and peace building, weak capacities to facilitate dialogue aimed at national reconciliation, weak advocacy and communication capacities and capacity constraints in managing knowledge.

1.2.6. Preserving Governance Knowledge and Experiences

Ongoing governance initiatives such as APRM are generating a significant body of information and lessons relevant for deepening and consolidating governance throughout the continent. In recent years, there has been an increase in efforts to codify, and disseminate knowledge and experiences on democratic governance. Key regional initiatives include the UN Economic Commission for Africa's (UNECA) annual Africa Governance Report (AGR) and the Africa Development Forum (ADF) as well as the UNDP's Africa Governance Forum (AGF) and the efforts by the Commission for HIV and Governance in Africa. In addition, several institutions and think tanks have been established with the primary purpose of analysing, codifying and disseminating knowledge and experiences in governance at the regional level. An important example is the Africa Governance Institute (AGI), established with initial support from UNDP. At the country level, UNDP-supported democratic governance programmes consistently contained a knowledge management component to ensure that experiences and lessons generated from the implementation of programmes were effectively analysed, codified and shared in order to enhance the quality of future programmes. But most important, African governments, institutions, universities, civil society organisations (CSOs) and others are increasingly coming together and sharing knowledge and experiences in ways that have not taken place before. These need to be reinforced, systematised and helped to become the basis of a thriving knowledge sharing culture in Africa.

A notable development in the area of governance knowledge management was the launch by UNDP and UNECA (with support of other partners) in 1997 of the AGF It was designed to bring together Africans and key partners to discuss key and topical issues considered as vital to advancing good governance in Africa. Since its inception, AGF has convened seven sessions.

Despite these notable developments, knowledge management in the area of governance still faces some significant challenges. Firstly, governments and institutions implementing governance programmes face serious capacity constraints and technical weaknesses in methodologies, skills and understanding of

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knowledge management. Secondly, key governance initiatives have not been able to systematically build in mechanisms for managing, capturing, analysing and sharing knowledge generated from the implementation of these initiatives. Thirdly, opportunities and mechanisms for sharing knowledge throughout Africa remain limited due to weak infrastructure and fragmentation of efforts. Engagement and coordination of important think-tanks, academic and research institutes in the collection, analysis, codification and dissemination of governance knowledge is yet to be optimised.

1.2.7. Gender and Governance in Africa

Mainstreaming gender in governance institutions and processes remains critical to the sustainability of governance in Africa. It is noteworthy that over the past 20 years, many African governments have made concerted efforts to raise awareness of the importance of women's involvement in democratic and accountable systems in order to end women's systematic under-representation and marginalization from decision- making.[5] There has been some discernible progress at the regional level, including the AU Solemn Declaration on Gender Equality in Africa, progress towards achieving parity within the AU Commission, the establishment of a Gender Secretariat within NEPAD, establishment of the ECOWAS Gender Centre, and adoption of the Protocol to the African Charter on Human and People's Rights on the Rights of Women in Africa. The AU, through mechanisms such as NEPAD, has led the promotion of gender equality by advocating national policy measures aimed at ensuring gender affirmative action policies which seek to increase women's participation in all decision making and governance structures to no less than 30 percent. Further, there has been advocacy for the establishment of national gender commissions to monitor progress and enforcement of policies to ensure gender equality. Steps have also been taken to ensure preference to female students at all levels of education, gender equity in public and private sector employment, the promotion and support of national discussions on gender issues and the deconstruction of cultural and traditional barriers to women's equality in African countries.

These efforts are evidenced by systematic affirmative action policies and practices in many African countries in favour of women. Other measures to empower women have included the creation of ministries and national agencies dedicated to promoting and protecting women and women interests. In addition, constitutional and legal frameworks have been reformed to ensure greater respect for, and protection of, women rights in the labour, judicial and business sectors, to name a few. Through affirmative laws and policies reserving special seats for women, numbers of women representatives in parliaments, regional and local assemblies have increased. In addition, the numbers of women appointed as ministers and public officials has increased on a scale before unseen in Africa.

These new policies aimed at empowering women have yielded some positive results. The recent South African election in April 2009 saw women representation in Parliament rise to 45 percent, giving South Africa a third place spot in the global women in parliament rankings where the average is 17.7 percent. Uganda's parliament is comprised of 30.9 percent women, whilst in Rwanda the proportion of women in parliament is now 56 percent (above parity) and 36 percent in the cabinet. This puts both countries ahead of most industrialised democracies in women's presence in politics and on the same level with the most advanced, the Scandinavian countries Mozambique has at least 39 percent of its parliamentarians as women, while in Botswana, Burkina Faso, Lesotho, Morocco, Swaziland and Zimbabwe, the proportion is between 10 and 25 percent.

Despite these positive developments, there remain some significant challenges to achieving gender equality in Africa. Firstly, progress in increasing women's participation in political processes is uneven and below expectations, due largely to lack of institutional capacity for gender mainstreaming and for implementation of commitments on the ground Secondly, in some cases, women representatives usually lack the requisite capacities to effectively perform their respective roles. This is often related to lack of adequate and equal access to education opportunities at the primary, secondary and tertiary levels- recognised by MDGs as a key goal. Thirdly, whilst affirmative action has yielded important results in increasing women participation, significant institutional, cultural and traditional barriers remain in many countries in the continent, stifling further progress.

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[5] Africa Governance Report, 2005

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1.2.8. The Role of Civil Society in Governance Processes

The increase of democratic systems in the continent has seen an improvement in the respect for human rights in many countries. Consistent with global trends, an increasing number of African countries are also allowing more voice for CSOs, including the media in public affairs. These and other non-state actors are increasingly playing a dual role of expanding opportunities for citizen engagement and decision-making in relation to public affairs on the one hand and also holding governments and public institutions accountable for their actions. This is a positive development in a continent that, for a long time, has had low levels of tolerance for alternative views and resistance to transparent management of public affairs. These positive developments in the mutual perceptions and relationships between government and civil society have resulted in positive partnerships between the state and CSOs in promoting democratic governance and delivering important public services, such as civic or voter education. In addition, CSOs have played a positive role in assisting governments to mobilise local communities to engage in processes to determine local priorities, monitor and track public expenditures and engage in self-help initiatives. In other cases, CSOs have complemented government efforts to improve capacities of governance institutions through training and other capacity development efforts.

CSOs that represent groups that are generally marginalised in policy dialogue, such as women, the youth, and disabled people, are particularly important in the ensuing partnership in the development process. There is growing appreciation within the UN system that governments on their own cannot fulfil the tasks required for sustainable human development and, hence, a collaborative relationship with CSOs is perceived to be strategic in this regard.

There are several challenges related to civil society and its role in governance in Africa. Firstly, by and large, mutual suspicions remain between some governments and civil society requiring greater efforts aimed at building trust and confidence. Secondly, CSOs generally lack the requisite capacities to effectively engage and contribute to processes to consolidate governance and support development efforts. This is often the result of competition with northern counterparts for both human and financial resources. Thirdly, their policy analysis and technical capacities remain weak, thus preventing them from constructively engaging in the governance agenda in many countries in Africa. Fourthly, many CSOs lack transparent and accountable management and administrative systems necessary to ensure their credibility in themselves holding governments to account. Finally, many CSOs in Africa tend to be externally driven and funded, significantly contributing to high levels of mistrust, especially in areas relating to engagement in political governance where their eligibility to represent is sometimes questioned by governments.

1.3. Past cooperation and lessons learnt

UNDP support to Africa has historically been provided under the auspices of the Regional Cooperation Framework (RCF). Regional consultations on broad thematic areas were instituted in 1999 as part of the UN Secretary-General's reform agenda to promote synergy and coordination among agencies and organizations of the UN System and improve the collective response by the System in addressing the priority needs of the various regions. In October 2002, the UN System agencies adopted the already existing Regional Consultations Mechanism (RCM) as a framework for coordinating their joint support to NEPAD and organized themselves into clusters of priority areas of NEPAD. Within the African context, UNECA was given the responsibility of being the overall convener and coordinator of the inter-agency regional consultations while the various UN agencies were tasked with the facilitation of the cluster within their respective areas of competence/mandate. In this regard, UNDP-RBA was entrusted with facilitating the governance, peace and security cluster.

1.3.1. The New Economic Partnership for Africa's Development (NEPAD)

As already noted in section 1.2.1, NEPAD affirms that the primary responsibility of transforming Africa lies with Africa. In promotion of governance programmes in the continent, and under the aegis of the UNDP-RBA second Regional Cooperation Framework (RCF II), since its establishment, NEPAD has made significant progress in developing and operationalizing its four-year strategic plan. Through UNDP-RBA support: (i) up to 20 strategic studies in various pertinent areas have been fielded; (ii) the NEPAD secretariat was established; (iii) a tracking and monitoring system created; and (iv) the website revamped and a communications and popularisation strategy developed. In addition, UNDP's support facilitated the

implementation of a partnership for the promotion of MDGs at the country level. UNDP also supported NEPAD to develop an extensive roster of 3,000 experts on Africa, including on governance.

Prominent in the UNDP/NEPAD partnership arrangement has been the APRM, which continues to serve as an important mechanism for benchmarking progress on democratic governance in Africa. This is in recognition of the centrality of good political, economic and corporate governance as a precondition for advancing development on the continent. UNDP-RBA provided support to the NEPAD Secretariat in developing the conceptual framework, institutional set up and processes governing APRM. Further, UNDP established an APRM Trust Fund in 2005 and provided an initial contribution of $2.75 million. This paved the way for contributions from other partners[6], bringing total contributions at the end of 2008 to $13.03 million. UNDP also supported the establishment of the APRM Secretariat and the APRM Panel and, through the management of the Trust Fund, has continued to provide support to the operational activities of both. As a result, APRM has been introduced as an innovative, self-monitoring mechanism that is unprecedented-in-its-scope-and-through-which-African-leaders-will-be-held-accountable-by-their-people-as well as by their peers, the Heads of State and Government of the APR Forum. It is voluntary and open to all members of the AU. To date, 29 countries have acceded to APRM.

1.3.2. UNDP and UNECA Collaboration in Support of Governance in Africa

Within the framework of their bilateral cooperation, UNDP-RBA and UNECA agreed in 2002 to continue with the institutional arrangements of a Support Unit, inherited from the Special Initiative for Africa, to provide support to NEPAD and other joint governance initiatives such as AGF, ADF and the implementation of the APRM for which they have now both been designated as strategic partners. UNDP undertook to provide capacity and operational support to the Support Unit. As a result, through the UNDP NEPAD/APRM Support Unit, RBA has been actively facilitating the work of the Governance, Peace and Security Cluster. The Support Unit has also supported UNECA in the overall coordination as well as the organization of the regional consultations and preparation of reports to the Committee on Programme Coordination and the High Level Committee on Programme (HLCP).

In the light of the above, much of the past initiatives prior to this new regional programme, sought to provide a coordinated and coherent support by the UN system to NEPAD's programme and, in the process, address the need for a stronger partnership at global, regional and national levels. The need for greater partnership and cooperation between UNDP-RBA and UNECA in support of the African efforts at meeting the peace, development and governance challenges is now more evident as is that of strengthening the mechanisms for their joint governance initiatives. As demonstrated in the Outcome Document from the 2005 World Summit, the General Assembly challenged the UN to support countries in an effective and coordinated manner as they "*adopt... and implement comprehensive national development strategies to achieve the internationally agreed development goals and objectives including the MDGs.*"

One of the lessons learnt from past cooperation in the field of governance is that, in addition to their bilateral cooperation, UNDP-RBA and UNECA should now seek to promote, in a more concerted manner, partnership with various African institutions that deal with governance issues. This is considered essential in building synergies and maximizing the capacities for innovative thinking existing on the Continent. Deeper collaboration could also contribute to the creation of capable states that can effectively provide leadership in managing their countries in various aspects, be it political, economic or corporate governance and promote the effective participation of the private sector as well as other stakeholders in order to make strides towards realising the MDGs. In February 2003, UNDP-RBA, UNECA, African Development Bank (AfDB) and AU were designated as Strategic Partners of the APRM by the APR Forum (Heads of States of members of APRM countries) in Kigali, Rwanda. Given the growing importance of the APRM and the weak institutional capacity of its Secretariat, there has been increasing reliance on the Strategic Partners to provide technical support. Currently such support is being extended on an individual agency basis. To address this fragmentation, not only with respect to the APRM, the new Governance Programme will seek to strengthen already existing collaboration between UNDP and UNECA and also develop and/or strengthen new partnerships with other regional institutions for promoting governance in Africa. In this regard, special attention will need to be given to enhancing the technical capacity of the APRM Secretariat to be able to effectively coordinate support for its activities.

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[6] Algeria, Canada, United Kingdom, Lesotho, Malawi, Senegal, Spain, Switzerland.

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UNDP support to the APRM has generated some other important lessons, principal among them is the need to support the country review processes by strengthening national capacities to engage in the reviews. Whilst under RCF II there has been some modest support to UNDP country level governance programmes in support of the APRM process, most of the support has not come from the Regional Programme. For this reason, the new Governance Programme will increase and systematise support to national level APRM processes. This support will be particularly crucial in order to facilitate country level capacities for the development of and implementation of the National Programmes of Action. Given the key role of UNDP Country Offices (COs) in supporting national chapters of the APRM reviews, this activity will be undertaken in conjunction with them. The Governance Practice Teams, located in the UNDP Regional Service Centres (RSCs) will be engaged to strengthen the consistency, provision and quality of UNDP technical expertise to this and other related governance processes.

The programme will thus build on existing partnerships with the UNECA, tapping into its convening authority, proximity and partnership with the regional/national players, whereas UNDP's presence at the country level as well its global programme, managed by in Bureau for Development Policy, Democratic Governance Group (UNDP/BDP/DGG), will be leveraged by the regional programme in order to tap into advisory and technical support services in the all key governance areas. Detailed collaboration between UNECA and UNDP on anti-corruption issues will build on ongoing collaboration with UNDP/BDP/DGG and will be further elaborated through this new Governance Programme.

1.3.3. Support for the African Union (AU) and the Regional Economic Communities (RECs)

RCF II provided crucial support for the transformation of OAU to AU and the establishment and operations of NEPAD and the APRM, and led to the strengthening of partnership with these institutions and mechanisms as well as with the RECs. Direct support was also provided by the UNDP to the RECs to assist in their strategic planning and programme implementation. Through RCF II, UNDP also supported the successful establishment of the AU Elections Monitoring Unit. An important lesson learned in this regard is that institutional weakness within AU are the main challenges faced and in themselves constitute an obstacle to the AU's absorption capacity for external assistance; an issue which requires urgent attention in the new UNDP Governance Programme Under RCF II, Gender and sustainable environment and energy were covered as cross-cutting areas in all areas of the programme.

1.3.4. The Africa Governance and Public Administration Programme (AGPAP)

Under RCF II, and through a Preparatory Assistance (PA) Project, UNDP supported the implementation of urgent, high impact activities under the Africa Governance and Public Administration Programme (AGPAP). The PA was also designed to support the elaboration of the Africa Governance and Public Administration Programme which was implemented in partnership with the AU Pan-African Ministers of the Public Service. The PA has successfully supported the implementation of the programme of activities of the AU Pan African Ministers of the Public Service, including the thematic programmes undertaken under the leadership of the participating champion countries. Importantly, catalytic support has been provided to strengthening capacities of African Development Institutes with the aim of improving public management and service delivery in Africa. A key result has been support for the development of the long-term Africa governance programme which is expected to be a key instrument in implementing this Programme. Under the new regional programme, this Governance Programme will provide an important platform for strengthening the responsiveness and effectiveness of democratic states in Africa and enhancing public service delivery capacities.

1.3.5. The Africa Governance Institute

An important element of RCF II support related to enhancing regional capacities for developing, codifying and sharing knowledge in the area of governance. To this end, UNDP supported the establishment of the Africa Governance Institute (AGI) in Dakar, Senegal as an independent institution and a centre of excellence on governance in Africa. While a Governing Board was established and some activities initiated, given its infancy, AGI faces some serious operational and resource capacity constraints.

1.3.6. Other key Lessons from the RCF II Evaluation

The RCF II independent evaluation concluded that the focus areas of that phase (including that related to strengthening democratic and participatory governance) had been relevant to, and aligned with, the development priorities and needs of Africa. It also noted that RCF II had strengthened the continental efforts of the AU and had addressed problems with trans-boundary implications, in which joint action and greater regional integration and cooperation had added significant value. The evaluation also established that the regional programme's contribution had been pivotal to the successful launch and initial capacity development efforts of the continental initiatives undertaken through the AU. Similarly, the contribution of RCF II to capacity development for trade negotiations has been instrumental in strengthening the capacities of African countries for effective participation in global, regional and bilateral trade negotiations. The evaluation also noted the positive policy and advocacy impacts that RCF II initiatives has had, particularly in the areas of human development and capacity building for MDG-based planning.

Notwithstanding the positive developmental outcomes, the independent evaluation identified a number of challenges. Among the shortcomings was the realisation that RCF II activities and interventions were spread too thinly and lacked focus and meaningful impact. Further, many of the action were geared more towards day-to-day operations rather than capacity building while measures to assess institutional capacity and monitor progress were inadequate. Overall, the evaluation found that the long-term sustainability of efforts to enhance institutional capacity development was doubtful due to inadequate institutional capacity assessments at the planning stage and the absence of focused institutional development plans. The absence of clear exit strategies and sustainability plans, following the withdrawal of UNDP assistance, were also considered as major drawbacks. In short, RCF II lacked a clear focus on sustainable long-term institutional capacity development.

An equally crucial lesson from RCF II that should be highlighted is the importance of synergy between the country and regional programmes of the UNDP-RBA. Under RCF II, these two programmes operated largely in separate compartments. The result was that the two programmes failed to reinforce each other, resulting in a loss in efficiency and effectiveness. These challenges during RCF II have been taken into account in the elaboration of the UNDP Regional Programme Document for Africa, 2008 to 2011 (referred to hereafter as the third Regional Cooperation Framework (RCF III)) and in the preparation of this programme document.

II. Programme Strategy

2.1. Strategic Principles and Considerations

In its efforts to contribute to the process of consolidating democratic and participatory governance in Africa, UNDP will be guided by a number of strategic principles and considerations consistent with those ~~set out in the RCF III. Firmly anchored in the~~ UNDP Strategic Plan, 2008-2011, which identifies capacity development as UNDP's basic mandate and function, RCF III also complements the UNDP-RBA Strategy for Capacity Development for Pro-Poor Growth and Accountability (CD-PGA) adopted in 2006. The aim of CD-PGA is to contribute in a focused and decisive manner to addressing the underlying constraints to self-sustaining growth and poverty reduction. Action to promote growth and reduce poverty has two key dimensions that underlie CD-PGA: promoting wide access to decent basic services, and fostering opportunities to increase incomes.

The first and critical principle is the importance of being guided by the experience of Africa in promoting good governance and capable states; and the imperatives of African leadership and ownership of the entire process. The maximisation of African ownership of the Regional Programme will be achieved through its continuous alignment with Africa's development needs and priorities and more systematic use of the Regional Programme Advisory Board (AB). The principle of African leadership and ownership is also essential in ensuring sustainability of the integration process. Concretely, this will entail anchoring the interventions of UNDP on the basic strategies, priorities and programmes of the eminent African institutions, notably AU and RECs. Mechanisms for doing so include strategically linking into their policies and programmes and organisationally more effective utilisation of the UNDP Liaison Office to the AU and the UNECA. The UNDP RSCs in Dakar and Johannesburg will be designated liaison offices to the RECs in their respective regions, with responsibility for facilitating close cooperation and synergy between this Governance Programme and those of the AU and RECs. Regular consultative meetings between UNDP, AU and the RECs will be organized.

2.1.1. Building on Lessons from Past UNDP Interventions in Governance

The second cluster of principles and considerations is related to the role of UNDP, its strategic partners' experience and lessons learnt. As outlined in section 1.3.6 above, among the lessons were: (i) the realisation that RCF II activities and interventions were spread too thinly and lacked focus and meaningful impact; (ii) doubtful long-term sustainability of efforts to enhance institutional capacity development; and (iii) absence of clear exit strategies. Therefore, this Programme will: (i) be guided by the development effectiveness principles of, and firmly anchored in, related programmes in this area of the UNDP Strategic Plan; (ii) adhere to the CD-PGA strategy; and (iii) support institutionalized and effective partnership with other donors active in this area, especially the UNECA and the AfDB. In terms of the actual strategy, RCF III aims, firstly, to limit its focus to clearly defined programme areas and fewer outputs. More specifically, all the governance-related initiatives, be they support to individual regional institutions or furtherance of ongoing and new endeavours, will be covered under this one umbrella Governance Programme. Secondly, Regional Programme resources will be focussed on capacity development interventions, underpinned by rigorous capacity assessments and clearly thought-out exit strategies. Thirdly, RCF III will strive to strengthen regional and pan-African institutions with an eye on improving coherence and synergy between regional and country programmes and projects. Fourthly, better integration of gender equality and environmental concerns in RCF III shall remain a major consideration. Lastly, stronger financial management systems and more robust results-based management, monitoring and evaluation shall be adopted.

2.1.2. Rooting the Governance Programme on African Realities and Emerging Priorities

In light of the assertions made earlier that any assistance programme to Africa that is not firmly rooted in the realities of Africa is bound to fail, the new RCF will seek to respond to current and emerging development priorities and challenges in a dynamic manner, with the overarching purpose of developing local capacities across the chosen focus areas. Moreover, given the serious capacity constraints facing Africa, the Regional Programme will not only design all of its policy and programmatic interventions from a capacity development perspective, but will also promote targeted institutional and human resource reinforcement programmes in critical areas. RCF III will be preceded by, and based on, solid analytical

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work regarding trends in governance in Africa. Some of this analytical work will be conducted by the UNDP- RBA itself, but much of it has and is being conducted by other institutions, notably UNECA in the process of preparing the African Governance Report. African universities and research institutions will continue to be active in generating ideas and recommendations on the enhancement of good governance and the building of capable states in Africa. Another important potential source of ideas and guidance in this area are CSOs, but the capacity of these institutions will have to be considerably enhanced for them to live up to their potential to undertake analytical and policy work on good governance in Africa. In pursuit of this objective, UNDP will work closely with these institutions and, where necessary, strengthen their capacity to do this analytical and policy work. UNDP will also encourage and facilitate partnership between them and African governments and intergovernmental institutions as well as partnership among the various non-state actors.

2.1.3. Ensuring Strategic Partnership in Strengthening Governance in Africa

In light of their central role in promoting regional integration, the AU and the RECs (principally SADC, ECOWAS, COMESA, EAC and IGAD) will be key partners and beneficiaries of the Programme. Given the fact that the main challenges facing the RECs relate to their operational and technical capacity to develop and implement their programmes, the Programme will complement the activities targeting the RECs envisaged in the UNDP *Regional Project to Strengthen Institutional Capacities to Accelerate Pro-Poor Growth and Accountability in Sub-Saharan Africa.* The Governance Programme's support to the RECs will focus on technical support to their governance-related initiatives and programmes, including supporting the development and implementation of governance-related regional frameworks. Further, to avoid duplication, the Governance Programme will develop synergies with a wide range of complementary regional projects, among them: (i) the *Regional Project for Gender Equality and Women's Empowerment in Africa,* which is aimed at promoting gender equality and women's empowerment; and (ii) *Accelerating Efforts to Mitigate the Impact of HIV/AIDS on Human Development* Project, which is aimed at strengthening Africa's response to HIV/AIDS.

A central element of the Strategic Plan is the UNDP Business Model that stresses the importance of partnerships in the delivery of its mandate. This strategy will be used under RCF III and this Programme for achieving the indicated outcomes. In addition to core partnerships with other United Nations organizations and governments, UNDP/RBA will pursue innovative strategic partnerships with CSOs and networks as well as with the private sector. In this context, partnership between the UNDP and other donors is considered essential during RCF III. Thus, existing regional consultation mechanisms among UN agencies working in Africa will be reinvigorated and UN agencies will be encouraged to collaborate more actively through NEPAD. In fact, in implementing this Programme, the UNECA will be the main partner, building on the joint engagement in support of key regional initiatives and institutions such as NEPAD and its flagship APRM. Moreover, the joint initiatives around ADF, AGF and AFR will continue to be promoted as important mechanisms for learning and policy dialogue on governance questions. UNDP/RBA and UNECA will outline a joint implementation strategy to support NEPAD and APRM, building on previous cooperation, and ensuring a division of labour based on the comparative advantages of the two agencies.

Another noteworthy partnership arrangement relates to the Governance and Public Administration Division (GPA) of UNECA, established primarily to facilitate the strengthening of governance institutions in Africa and working mainly within the context of the AU governance-related policy frameworks, namely: the African Charter on Democracy, Elections and Governance; the AU Convention on Corruption; and the AU Post Conflict Reconstruction and Development Framework (PCRD). The relevant protocols and governance related frameworks of the RECs will also be taken into account.

Similarly, there are collaborative opportunities with UNECA around anti-corruption programmes, especially with regard to policy research, training and capacity development, and advocacy through CSOs. The enhancement of the capacity of political parties with a view to improving pluralism and good governance is another area for collaboration. Similarly, civil society empowerment will be advanced through mutual collaboration between UNDP and UNECA in support of the African Centre for Civil Society (ACCS) which has a mandate to mainstream CSOs in the policy process, especially at the regional level, thus, giving them voice and power to engage in the regional policy agenda and conducting policy relevant research. Further, UNDP will extend support to the Africa Forum and related national initiatives that are considered as important partners, particularly in the context of UNDP's current efforts to widen support and consensus around and strengthen capacities in governance.

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2.1.4. Linking Governance and the MDGs Agenda

The Programme recognises the centrality of democratic governance in the achievement of the MDGs and other international goals, and so will seek to optimise UNDP's comparative advantage, which lies in its holistic, cross-sectoral approach to human development, as indicated by the Strategic Plan. The Programme will build on the UNDP Strategic Plan's recognition that if national ownership governs the selection and design of UNDP programmes, then capacity development, simply stated, is "how we do it". In this respect, through this Programme, UNDP will seek to strengthen national capacities in several areas of comparative advantage that are aligned with the values and objectives of the Millennium Declaration. These are poverty reduction and the MDGs; democratic governance; crisis prevention and recovery; and environment and sustainable development. The Governance Programme will therefore anchor its interventions on expanding the capacity of governance-related institutions to help create a facilitating environment for delivering other goals for poverty reduction, crisis reduction and environmental protection. To this end, and, as already highlighted in section 2.1.3 above, implementation of this Programme will be strongly aligned to the other regional projects referred hitherto as well as secure linkages with the following regional projects:

a. *'Supporting MDGs-based National Development and Poverty Reduction Strategies"* through which the complement of field level based Economic Advisors has been doubled. In fact, where there is no presence of governance advisors at the CO level, the Economist could act as focal points for governance-related matters;

b. *'Support to the Implementation of the Peace and Security Agenda of the African Union Commission,* which is in line with promoting conflict prevention and fostering peace and security on the continent; and

c. *"Management of Environmental Services and Financing for Sustainable Development"* which is aimed at bringing to the attention of African governments, regional institutions and other regional and national non-state stakeholders to restore and better manage their environment.

The realization of the MDGs requires all people to have full opportunities to participate in the decisions affecting their lives. Therefore, in line with the priorities of Africa, and consistent with the objectives of the UNDP Strategic Plan, support to free and fair elections will be an integral part of the Governance Programme. Moreover, in order to foster inclusive participation, the Programme will work through continental bodies to strengthen civic engagement at the national levels.

Enhancing public sector accountability can encourage an improved business environment and higher levels of private investment, directly resulting in improved economic and social development outcomes, as envisaged by the MDGs. Consequently, this Programme will implement the UNDP Strategic Plan by strengthening the capacities of regional institutions to facilitate the development of accountable and responsive governing institutions at the national levels. The recognition of the linkage between economic governance and political governance, manifested through the fight against corruption, will be a key consideration.

2.1.5. Mainstreaming Gender Equality and Women's Empowerment

In addition to being addressed as an underpinning principle for all interventions, gender equality is being targeted as a specific goal, focusing on the enhancement of women's economic and political empowerment. Consistent with UNDP's *Gender Equality Strategy* (2008-2011) and in alignment with the UNDP RBA Regional Gender Project, the Governance Programme will specifically promote and support gender equality and women's empowerment in the area of governance. The Regional Gender Project will be the primary means through which the enhancement of gender equality and women's empowerment will be achieved. Taking into account the important role of governance in mainstreaming gender and women's empowerment, the Programme will specifically ensure that gender equality is appropriately reflected throughout the various activities, in particular, those related to elections and political participation. In this regard, synergies will be identified between the Regional Governance and the Gender Projects. Specific activities will include diagnostic institutional assessments of gender equity frameworks and levels of women's participation in supported regional governance institutions and processes. In addition, the Programme will support partner institutions in developing and implementing women's empowerment strategies, including tools and instruments to monitor progress at the regional and national levels with regards to governance processes and institutions. Programme management and implementation arrangements will reflect gender equity considerations.

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2.1.6. *Ensuring Linkages Between Country, Regional and Global Programmes*

In order to address the concern reflected in the evaluation of RCF II regarding the weak link between national and regional programmes, the Governance Programme will utilise several strategies. Firstly, the Programme is being developed in a manner that will align it with related "consolidating governance initiatives" as outlined in UN Development Assistance Frameworks (UNDAFs) and country programmes (CPs), so as to complement and mutually reinforce them and vice versa. This will be effected in such a manner so as not to impose additional financial burden on COs and vulnerable groups. Already, UNDP supports many country-level governance programmes from which key lessons for regional and cross-border governance programming can be derived. Secondly, efforts will be made to ensure that all the UNDP Resident Representatives/Resident Coordinators (RRs/RCs) are fully briefed on the contents of this Programme and requested to comment on how it relates to their CPs. Thirdly, where it is established that there is value in harmonising this regional programme with national projects, modalities will be worked out on how to achieve this. Fourthly, the RSCs in Dakar and Johannesburg will play an important role in ensuring alignment of the regional and national programmes primarily by ensuring that this Governance Programme is closely aligned with their Regional Governance and other related Practice teams. The RSCs will be expected to facilitate regular exchange of views between UNDP COs and the regional programme on the interface between country and regional programmes and how best to synergise these in the interest of efficiency and effectiveness in UNDP's cooperation programmes. Fifthly, in close collaboration will BCPR and BDP, the Governance Programme will support strategic country level governance initiatives in select crisis and post crisis countries.

For global governance endeavours, the regional Governance Programme will build linkages with existing global programmes implemented by BDP/DGG, including the Global Human Rights Programme, the Global Programme on Access to Justice, the Governance Assessments Global Programme, and the Global Anti-Corruption Programme. Regional Programme activities will be complemented by regional-window activities of global programmes. Through the regional governance practice architecture, policy advisory and technical support services, particularly those based in the RSCs, will be deployed to support the implementation of this regional Governance Programme. In addition, dedicated resources from the regional programme will be set aside to facilitate such support.

2.2. Building in Exit Strategies

In order to ensure sustainability of this Programme's efforts and achieve effective transfer of activities to African institutions, consistent with the recommendations from the evaluation of RCF II, this Programme will have an in-built exit strategy as an integral part of its capacity development approach. This strategy will entail rigorous initial diagnostic capacity assessments in each partner regional institution; development of a clear, time-bound capacity development plan reflecting well-planned knowledge and skills transfer; development and implementation of a monitoring and evaluation plan to track progress in capacity development; and articulation and implementation of a clear draw-down plan for programme assistance. The exit strategies will be jointly developed and implemented by the Project Manager and his implementation team, in close consultation with the beneficiary institutions. It will take into account relevant capacity strengthening activities provided through the *Regional Project to Strengthen Institutional Capacities to Accelerate Pro-Poor Growth and* *untability in Sub-Saharan Africa*. The exit strategies will result in the reduction or elimination of depen...cy on UNDP and other external assistance. Such exit strategies will not be at the expense of emerging governance needs which might require external support, including from UNDP.

2.3. Key Results Areas, Programme Outcomes, Outputs and Components

In order to address the governance challenges outlined above, and in line with the priorities outlined in RCF III, the Governance Programme will implement the UNDP Strategic Plan by strengthening the capacity of regional institutions to facilitate the development of accountable and responsive governing institutions at regional and national levels, this being a critical element of democratic governance for human development. In doing so, the Programme will anchor its interventions on expanding the capacity of

governing institutions to help create a facilitating environment for delivering other goals for poverty reduction and achievement of the MDGs; conflict prevention, peace building and economic recovery; and energy, environment and sustainable development. The APRM will operationalise UNDP support (through its regional programming) for nationally-owned democratic governance assessments as envisaged by the UNDP Strategic Plan.

As mentioned above, one of the drawbacks identified during the evaluation of RCF II was the tendency for activities and interventions to be spread too thinly, thereby lacking in focus and meaningful impact. In view of this, RBA has taken the decision to prepare one umbrella Governance Programme which will, in the aggregate, tackle all three key results areas outlined in the RPF III. Moreover, instead of formulating specific projects directed at individual institutions, the majority of regional institutions will benefit from UNDP capacity development support on governance through this medium.

The three key results of this Governance Programme and the associated programme outcomes and outputs as derived from the RCF III are outlined below.

2.3.1. Key Result 1: Building Responsive and Effective Democratic States

In the first place, this key result area is directly related to two RCF III outcomes, more specifically: (a) enhanced political participation and management of elections, and (b) strengthened political and economic governance and enhanced service delivery. The programme outputs through which these outcomes will be realised will entail support (i) to activities aimed at enhancing national and regional institutional capacities and processes for democratic governance, with particular emphasis on improving the electoral support, management and monitoring capacities of the AU, and the RECs; (ii) for key regional governance initiatives such as NEPAD, APRM, AGPAP and the Africa Forum; and (iii) to strengthening the engagement of CSOs and other non-state actors (particularly the most marginalised groups) in democratic and service delivery processes, including to effectively organise, conduct and monitor elections. Special attention will be given to enhancing the participation of women in electoral processes as both candidates and voters.

With regard to the outcome related to improved regional and national economic governance capacities, this will be strengthened through support to evidence-based analysis and studies on economic governance and its linkages to service delivery in the context of emerging crises affecting the continent. Here, priority will be given to expanding ongoing support to the initiatives of the African Ministers of Public Service as well as strengthening complementary accountability and transparency mechanisms of the AU and RECs and at national levels.

2.3.2. Key Result 2: Accelerated Pace of Regional and Sub-Regional Integration on the Continent

This key results area is aimed at establishing more effective regional institutions, primarily through strengthening the capacities of the AU and RECs to formulate and implement their governance-related programmes. The associated outputs entail support to regional and sub-regional organisations to enable them: (a) design and implement strategic plans and programmes to better respond to existing and emerging governance challenges; and (b) to effectively communicate and advocate these among their various constituencies. The latter takes cognizance of the fact that, a more informed African citizenry, aware and supportive of AU and RECs and their values, vision, mission and activities is essential to accelerating the pace of regional integration. Achievement of the stated results, outcomes and outputs will rely heavily on support to improved coordination between the policy-making arms of AU and RECs and support to the mainstreaming of monitoring and evaluation techniques, all within the framework of the Abuja Treaty. Moreover, activities will include the provision of technical and advisory services and advocacy associated with the APRM process, together with support to the African Parliament and similar sub-regional oversight bodies to spearhead the ratification and domestication of the African Charter on Democracy, Elections and Governance. Sustained and expanded support to CSOs, including the media and the Africa Forum (of former Heads of States), will be essential aspects of the activities undertaken in this key results area. Another important element is the planned collaboration with the UN Office of the High Representative for the Least Developed Countries and Landlocked Developing Countries and Small Island Developing States (UNOHRLLS) to support the implementation of the Brussels Plan of Action in Africa.

This key results area will be implemented in tandem with the relevant programme outcome of the "Regional Project to Strengthen Institutional Capacities to Accelerate Pro-Poor Growth and Accountability in Sub-Saharan Africa" referred to earlier.

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2.3.3. Key Result 3: Effective Governance Knowledge Management

The programme outcome associated with this key results area is the strengthening of democratic governance through better understanding, codification and sharing of best African practices in governance. The effective management of knowledge generated through past, existing and future efforts is expected to be realised at AU and RECs as well as in other regional and national initiatives, through: (i) strengthening the capacities of African governance institutions, networks and think tanks/policy research institutions, based on rigorous assessments and using AGF, ADF and ADR as the main conduits; (ii) knowledge of governance identified, codified and shared at national and regional levels, with particular regard to training, establishment of best practice data-bases and the formulation and implementation of a knowledge management strategy for the APRM process, linked to other regional governance initiatives; and (iii) development and or enhancements of governance assessment tools, building on knowledge generated and collected from past and ongoing reviews related to APRM, with a view to improving the quality of the reviews and the national programmes of action.

2.3.4. Programme Components through which the Key Result Areas will be Operationalised

As stated earlier, in consonance with the recommendations of RCF II that emphasised greater focus and targeting and, in view of the strategic significance of democratic and participatory governance in realizing the broad development goals of Africa, a deliberate decision was taken by the Regional Bureau for Africa to design one broad umbrella programme for this focus area of RCF III, covering all the related outcomes and outputs. The special design for this focus area is seen as critical to achieving maximum impact and faster delivery of results, through the fostering of synergies and minimizing overlaps. Therefore, while seeking to respond to the specific governance capacity needs of individual regional institutions and actors, this regional Governance Programme is organised around a number of key components. This is intended to reinforce structured initiatives already launched by AU, RECs and strategic partners and, at the same time, maintain the highest degree of flexibility to respond to emerging demands and priorities. This implies the clustering of a number of outputs under four programme components as outlined below:

i. **Programme Component in Support of the APRM:** The APRM programme component, which will be continued from RCF II, remains the most strategic flagship for UNDP support to consolidating governance in Africa. The component will be managed from, and located in, Johannesburg to ensure proximity and effective responsiveness to the APRM Secretariat. The component will focus on developing and strengthening capacities of the APRM Secretariat to manage the APRM process and also on management of the APRM Trust Fund (including strengthening the capacities of the Secretariat to manage the Fund). This programme component will contribute towards the RCF III outcomes relating to enhancing political participation; enhancing the effectiveness of regional institutions; and ensuring the effective identification, codification and sharing of governance knowledge in Africa. Special attention will be given to supporting National Programmes of Action of APRM through the Governance Units in UNDP COs, with the accompanying capacity and resource enhancements from this Programme. Overall coordination will be undertaken by RSCs, as appropriate. Key activities will include the provision of support to the APR Panel and APR Secretariat, focusing on:

    a. Country background papers, country support missions, country review missions, and country reports;

    b. Financial and implementation reports;

    c. Provision of technical advisory services and advocacy work on NEPAD and APRM to countries, as needed;

    d. Capacity strengthening of APRM to ensure that the decisions of AU and relevant RECs are fully integrated into the National Programmes of Action/National Development Plans; and

    e. Capacity strengthening of the resource mobilization unit within APRM through training and technical and advisory services on the structure, strategy and operations of the unit.

ii. **Programme Component in Support of AGPAP:** This programme component will be aimed at contributing to the RCF III outcome related to enhancing economic governance and service delivery in Africa. The focus of the component will be on strengthening capacities of the African public service by supporting the Conference of African Ministers of Public Service to develop and enforce high quality public service standards in Africa. Implementation of activities aimed at strengthening the Secretariat of the Ministers' Conference will be delegated to the UNDP RR/RC in the country where the Secretariat is located with required capacity and resources provided by this Programme to the relevant Governance Unit of the CO. Overall coordination will be undertaken by the RSCs as appropriate. UNDP COs will be capacitated to support implementation of relevant champion related programmes at the national level. Key activities will include:

a. Finalization of long-term strategy for Ministers' Programme,
b. Support to management development institutions and networks,
c. Strengthening of the Secretariat of the Ministers' Conference,
d. Supporting the national implementation of Ministers' anti-corruption strategy,
e. Supporting the Conference of Ministers, and
f. Supporting the implementation of the Africa Public Service Charter.

iii. **Programme Component to Strengthen Governance Capacities of AU and RECs:** This programme component will be aimed at contributing to the RCF III outcomes related to enhancing political participation and management of elections; enhanced economic governance and service delivery; more effective regional institutions and better understanding, codification and sharing of governance best practices in Africa. The key output will be the enhanced capacities of AU and RECs to develop and implement governance initiatives and programmes. Implementation of activities in support of ECOWAS will be delegated to the UNDP RR in the country where the ECOWAS Secretariat is located. Overall coordination of this support will be undertaken by RSC in Dakar. Support to SADC and EAC will be coordinated by the RSC in Johannesburg. Activities aimed at strengthening capacities of AU will be supported from the CO in Addis Ababa with overall coordination from RSC in Johannesburg. Key activities will include:

a. Supporting the implementation of the African Charter on Democracy, Elections and Governance,
b. Undertaking regional capacity development of election management bodies in Africa
c. Enhancing capacities of regional parliamentary bodies,
d. Supporting the increased participation of CSOs, women, youth groups in regional and sub-regional governance activities,
e. Supporting the Africa Forum Secretariat and programmes, and
f. Enhancing the capacities of governance institutions in least developed and land-locked African countries to implement and monitor regional integration programmes and initiatives.

iv. **Programme Component for the Coordination of Joint UNECA/UNDP Governance Initiatives:** This programme component will be aimed at ensuring the effective management of strategic partnership with UNECA and other key partners (AU, AfDB and RECs) on governance initiatives and programmes. In addition, the component will support the AGR, ADF, AGF and other key strategic joint governance initiatives. This component, based in Addis Ababa, will support the three other components and ensure effective coordination and management of the strategic partnerships in governance with UNECA, AU and others. Key activities will include:

(a) Identification of new, and management of existing, strategic partnership opportunities on governance issues,
(b) Support to the development and publication of the Africa Governance Report under the leadership of UNECA,
(c) Support the convening and facilitation of the Africa Governance Forum,
(d) Support inter-agency coordination through the Regional Consultations Mechanism, including:

(i)   supporting the overall coordination of cluster activities,

(ii)   active leadership in the Governance Cluster,

(iii)   active participation in other relevant clusters,

(iv)   support the organization of annual RCMs and other sub-regional meetings,

(v)   support preparation of joint reports to the HLCP and GA;

(e)   Support NEPAD with advisory services at various inter-country and inter-agency forums, including the NEPAD Secretariat and the Africa Partnership Forum; and

(f)   Participating in the process of alignment of the RCM/ NEPAD priorities and the AU Ten-Year Capacity Development Framework.

III. Management Arrangements

3.1 Advisory Board

There is an Advisory Board (AB) for RCF III, which will also serve as the Advisory Board for this project. The AB which consists of representatives of African governments, opinion leaders, development partners, other UN and non-UN development agencies, will be expanded to include selected Resident Representatives/Resident Coordinators from each of the four African sub-regions (west, central, east, south). The AB will provide (i) strategic direction and policy advice, and (ii) suggestions on coordination with other agencies involved in germane projects. Their services will not be charged against this umbrella programme and other regional projects. The RBA Policy and Strategy Division (PSD) will serve as the secretariat of the Board.
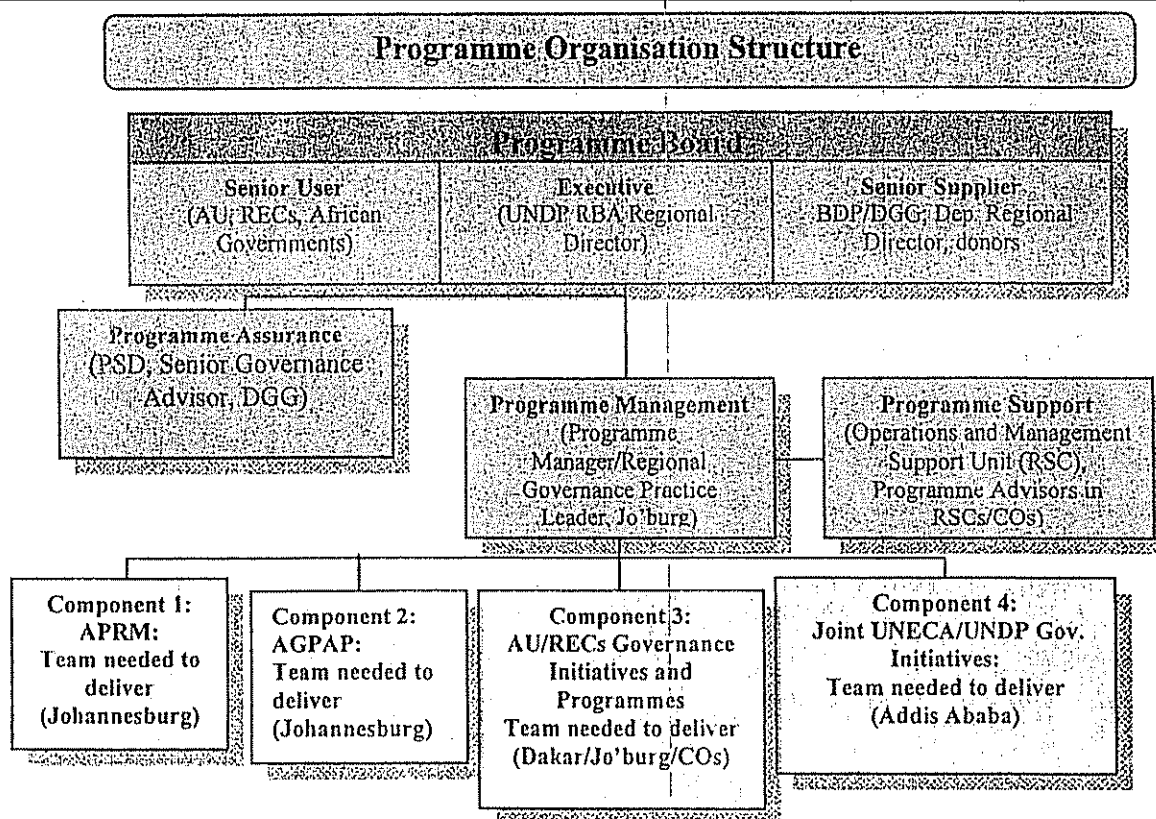
3.2 Project Governance

This will be at two levels. Overall accountability for the attainment of results and the judicious use of programme resources, that is, coordination, strategic direction and oversight for this project, will be the responsibility of the RBA Director, assisted by the Deputy Regional Director (DRD), Policy and Strategy Division (PSD) in New York. The Programme will be directly executed by the UNDP RBA. Consistent with the newly defined UNDP/RBA functional structure and under the delegated authority of the Regional Director, the responsibility for implementation and management of the Regional Governance Programme will be vested in the Deputy Regional Director, RSC, Johannesburg.

The RBA Director will be further assisted in his functions by a Project Board, which will act as the Steering Committee (SC) for the project. The SC will be established by the RBA Director and, in providing strategic guidance, programme quality assurance, and financial oversight for the project, will: (i) approve work plans, including prioritization of project activities, shifts in strategic direction when required and assessment of the relevance and quality of activities, (ii) advise on coordination with other agencies involved in germane projects, and (iii) monitor results through review and approval of project reports on the quality of outputs and efficiency of output delivery.

The SC will meet twice a year, preferably in Johannesburg, to review overall progress in the implementation of the project and between meetings there will be electronic exchanges of information and video-conferences. The SC will be comprised of senior representatives of key beneficiary institutions, such as the AU, NEPAD and RECs; international institutions (UNECA and AfDB); the RBA DRDs in Johannesburg and Dakar; at least one RR/RC; and the Practice Director of the Democratic Governance Group in BDP. Members of the SC will be chosen for their leadership, experience and understanding of governance and capacity development issues. The composition of the SC will seek to reflect representation of women and achieving gender balance will be mandatory when selecting the members of the Steering Committee. The RBA Director will delegate chairing of the SC to the RBA DRD for PSD and for which the Senior Governance Advisor, based in RBA, will act as secretary.

Day to day management: The project will be directly managed by the DRD in the RSC in Johannesburg. He/she will be responsible for overall accountability for the Regional Governance Programme in terms of quality and timeliness of services, preparation and implementation of annual work plans, preparation and circulation of reports, and efficient budget and expenditure management. The DRD will make arrangements for the delegation of day to day responsibilities for project implementation to the Regional Democratic Governance Practice Leader, RSC, Johannesburg, who will act as Programme Manager. The delegated responsibilities of the Programme Manager will include: partnership building, resource mobilization, and liaison with partners (both beneficiary and donors) and reporting on progress to both the RBA Director and donors, as needed. The Programme Manager will also ensure overall regional policy and programme coherence in providing services to COs, programme countries, and partner regional institutions. In addition, he/she will provide substantive and technical supervision and guidance to programme activities, paying attention to fostering coordination with germane activities carried out by other partners (UN agencies, CSOs and policy think tanks, etc.) to seek synergies and avoid duplication.

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In carrying out day-to-day programme management responsibilities, the Programme Manager will be assisted by Regional Programme Advisors for each of the four programme components mentioned in section 2.3.4. These Regional Programme Advisors will be directly responsible for the day-to-day management of individual programme components, and will report to the Regional Democratic Governance Practice Leader and the DRD, RSC, Johannesburg on the results of their respective programme component. Further support will be provided by Programme Specialists assigned to relevant programme components, as required, and they will report to the relevant Regional Programme Advisors. The Regional Programme Advisors and the supporting Programme Specialists will be recruited using programme funds. Coordination of programme components will be achieved through regular face-to-face and virtual meetings of all the Regional Programme Advisors and chaired by the Programme Manager, with the participation of the Senior Governance Advisor.

Programme Organisation Structure

Programme Board

Senior User (AU, RECs, African Governments)	Executive (UNDP RBA Regional Director)	Senior Supplier BDP/DGG, Dep. Regional Director, donors

Programme Assurance (PSD, Senior Governance Advisor, DGG)

Programme Management (Programme Manager/Regional Governance Practice Leader, Jo'burg)

Programme Support (Operations and Management Support Unit (RSC), Programme Advisors in RSCs/COs)

Component 1: APRM: Team needed to deliver (Johannesburg)	Component 2: AGPAP: Team needed to deliver (Johannesburg)	Component 3: AU/RECs Governance Initiatives and Programmes Team needed to deliver (Dakar/Jo'burg/COs)	Component 4: Joint UNECA/UNDP Gov. Initiatives: Team needed to deliver (Addis Ababa)

To ensure timely and effective delivery of results, the following factors have determined the implementation arrangements of this umbrella Programme:

i. The diverse range of activities of the Programme;

ii. The imperative to work with and support a variety of African institutions as partners and beneficiaries;

iii. The geographic spread of interventions and target institutions across the continent;

iv. The importance of achieving complementarity, alignment and oversight of the various programme interventions by UNDP/RBA to ensure that they effectively contribute to the key

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results areas and programme outcomes of the RPF III related to consolidation of participatory and democratic governance; and

v. The regionalisation of UNDP and the establishment of RSCs in Dakar and Johannesburg which are able to manage and support implementation of region-based programmes consistent with the corporate UNDP regionalisation policy.

Based on the above determinants:

- Largely within the framework of programme component 3, mentioned in section 2.3.4, provision of support to ECOWAS will be coordinated by RSC in Dakar with implementation responsibility delegated to the UNDP RR/RC in Nigeria where that REC is located;
- With regard to the programme component for the coordination of joint UNECA/UNDP governance initiatives, implementation responsibility will be delegated to the UNDP RR/RC in Addis Ababa, Ethiopia;
- Programme components supporting APRM and AGPAP will be coordinated from the RSC in Johannesburg;
- The two RSCs will consult with the concerned UNDP RRs/RCs on the human resource requirements for the implementation of the different components and reflect them in the first revision of the programme budget;
- The COs with delegated implementation responsibility for different programme components will submit periodic progress and financial reports to RSC, Johannesburg for review and consolidation into overall reports on the entire regional Governance Programme. Consolidation will be the responsibility of the Programme Manager/Regional Democratic Governance Practice Leader.

In addition, support to operations and financial management and reporting on project activities will be provided by the Operations and Management Support Unit (OMSU) based in the RSC, Johannesburg. Where necessary, regional programme resources will be used to supplement staff costs of the OMSU.

3.3 Project Assurance

The Regional Director and the DRD, PSD will be supported by a Senior Governance Advisor based in New York who will provide strategic advice and programme oversight. Funded from programme resources, he/she will ensure (i) that project commitments are in line with resources allocated, (ii) compliance with this substantive area of UNDP's Strategic Plan, as outlined in this project document, (iii) timely presentation of workplans to RBA management for any needed re-allocation of resources, and (iv) timely production of quarterly updates to management on delivery of results. The BDP/Governance Team in Headquarters will work closely with the Senior Governance Advisor to contribute to the substantive alignment between project activities and UNDP policies and practices and will also provide technical guidance to the Regional Democratic Governance Practice Leader in Johannesburg and his/her project staff.

The RBA Evaluation Advisors will facilitate regular monitoring and timely evaluation of project activities.

3.4 Project Execution

In view of the critical role given to UNDP to provide assistance to developing the capacities of national and regional institutions to promote and sustain democratic governance on the sub-continent, and in line with the decentralization strategy of UNDP and the increasing need for enhanced accountability and quality assurance, this project will be directly executed by the RBA/RSC in Johannesburg. Furthermore, there is no single UN or other agency with the package of expertise and experience required to support beneficiaries and partners in this vital area.

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IV. Programme Timeframe

The Programme covers a 3-year period, 2009-2011, with main activities starting in 2009.

Initiation phase (3 months)

During the initiation phase, an MOU will be signed between UNDP and UNECA, the main programme partner; the Steering Committee and the Advisory Board will be established, and the overall programme management put in place.

Consultative meetings will be held with key partners and stakeholders (AU, UNECA, UNDP Resident Representatives and donors) to introduce the Programme and to facilitate collaborative arrangements. In consultation with the UNDP Bureau for Partnership and working closely with the RBA Division for UN Support and Partnership, a resource mobilisation strategy will be developed and will form an integral part of the RSCs and RBA's resource mobilization strategy.

The annual work plan (AWP) will be finalised through a consultative process with all programme stakeholders.

V. Monitoring and Evaluation

Programme monitoring and evaluation procedures will be guided by UNDP corporate guidelines. The evaluation will be conducted in accordance with UNDP corporate evaluation policy, which was approved by the UNDP Executive Board at its 2006 annual session. The evaluation policy is consistent with UN General Assembly resolution 59/250 and the norms and standards for evaluation set by UNEG of April 2005[7] and agreed upon by the implementing partners in accordance with the established procedures of UNDP.

Monitoring of results will be conducted throughout the life cycle of the programme with the objective of confirming whether planned outputs are being produced as planned and efficiently, identifying decisions that need to be made concerning changes to the already planned activities in subsequent stages; verifying continued relevance of planned activities and identifying and analysing emerging risks and challenges to be taken into account in achieving results.

To support systematic monitoring, a Monitoring Framework will be developed and agreed with key stakeholders.

Five percent (5%) of total regional programme resources allocated to this Regional Governance Programme will be reserved for monitoring and evaluation activities. In accordance with the current programming policies and procedures, RCF III will be monitored through the following mechanisms:

Within the annual cycle

a. On a quarterly basis, an activity/output based assessment shall record progress towards the completion of key results, based on quality criteria and methods captured in a specifically designed Activity/Output Management Matrix.

b. An issue log shall be activated in Atlas and updated by the Programme Manager to facilitate tracking and resolution of potential problems or requests for change.

c. Based on the initial risk analysis submitted, a risk log shall be activated in Atlas and regularly updated by reviewing the external environment that may affect the project implementation.

d. Based on the above information recorded in Atlas, a Quarterly Progress Reports (QPR) shall be submitted by the Programme Manager to the SC through the DRD, using the standard report format available in the Executive Snapshot. The QPR will be based on Output/Activity Based Quarterly reports submitted to the Programme Manager by each Regional Programme Advisor.

e. A programme lessons-learned log shall be activated and regularly updated to ensure on-going learning and adaptation within the organization, and to facilitate the preparation of the Lessons-learned Report at the end of the project.

f. A Monitoring Schedule Plan shall be activated in Atlas and updated to track key management actions/events.

g. Given the wide scope, geographic span and multitude of the activities and partners in the Programme, field visits and periodic (quarterly) discussions will be held with the key stakeholders in each of the four (4) programme components.

Annually

a. *Annual Review Report*: An Annual Review Report shall be prepared by Programme Manager and shared with the SC and the Advisory Board. As minimum requirement, the Annual Review Report shall consist of the Atlas standard format for the QPR, covering the whole year with updated information for each element of the QPR as well as a summary of results achieved against pre-defined annual targets at the output level

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[7] UNDP Strategic Plan, 2008-2011 Accelerating global progress on human development 2007

b. *Annual Programme Review*: An annual Programme review shall be conducted during the fourth quarter of the year or soon after, to assess the performance of the Programme, build consensus among partners on issues directly relevant for the achievement of planned results and appraise the AWP for the following year. In the last year (2011), this review will be a final assessment. This review is driven by the SC and may involve other stakeholders, as required. It shall focus on the extent to which progress is being made towards outputs, and to ensure that these remain aligned to appropriate outcomes. The results of the review will be communicated to the SC and the RBA Director.

Ex-post Evaluation

An ex-post evaluation shall be undertaken by independent consultants. The aim shall be to look at the lessons learnt and the actual impact of the Programme.

VI. Communication, Reporting, and Knowledge Products' Capture

Communication is a critical component of this project. Direct (vertical and horizontal) communication among partners, beneficiaries, and stakeholders will be emphasised. The regional scope of the project offers a unique opportunity to document, package, and share new knowledge products, innovative practices, and tools arising from the execution of the Programme in diverse regional, sectoral and institutional contexts.

In addition to supporting knowledge management of governance best practices in Africa, the various programme components and supporting activities offer a rich pool of tools and knowledge products of practice and policy relevance, valuable to package and upgrade overtime in a cumulative process of knowledge generation and capacity development. Thus, capturing knowledge generated from the implementation of the Programme will be a key facet and will be the responsibility of the Programme Manager. A programme internet website, integrated into RBA HQ, RSC, and UNECA websites, will serve as a communication outlet providing insights into the Programme' activities and achievements. The website will also serve as an interactive platform (linked to the Regional Governance Community of Practices), connecting all Programme constituents and stakeholders. It will provide real-time information and highlights of achievements, best practices, innovative approaches, as well as new knowledge and practices. The UNDP/RBA Regional Communications Advisors will provide technical support and advice on a Programme communications strategy.

VII. Potential Risks and Risk Mitigation Strategies

Areas of potential risk are outlined below with suggested mitigating strategies:

Risks	Mitigations Strategies	Responsibility for management of risk
Delays in finalisation of integration of NEPAD into AU	1. Ensure flexibility in programme design to accommodate possible delays. 2. Sequence activities to ensure that activities not dependent on integration can continue to be supported 3. Continuously monitor developments related to integration and ensure close consultation and collaboration with the AU/NEPAD	RBA/DRDs (PSD & RSC); Senior Governance Advisor; Programme Manager
Multiplicity and spatial distribution of programme components leading to fragmentation both RSCs	1. Well qualified Programme Advisors, placed in close proximity to the principal beneficiaries and with direct responsibility for the implementation of each of the programme components and who are accountable for results of the umbrella Programme will be critical 2. An efficient coordination, review monitoring accountability mechanism developed and implemented 3. Regular oversight by policy advisors responsible for assurance 4. Regular reporting to, and meetings of, the SC to provide guidance and strategic direction	DRD (RSC Johannesburg; Programme Manager; M & E Policy Advisors
Human resources, potential staffing challenges to recruiting project staff with both sector and programme/ project implementation expertise	1. Facilitate on-the-job training and active learning to enhance capabilities when analysis, planning and assessment competencies are inadequate among programme implementing staff. 2. Align Programme with RSC (Dakar and Johannesburg) Governance Practices. 3 Technical backstopping and advice by RSC based Governance Practice, BDP Policy Advisors and technical staff	Programme Manager; Programme Advisors
Timely action plan elaboration and execution within budget and timeframe	1. Set action plan elaboration in work plan; define and agree on norms, modalities, and timeline for delivery	Programme Manager; Programme Advisors; Senior Governance Advisor
Limited capacity transfer to African Institutions during project cycle	1. Undertake rigorous diagnostic capacity assessments 2. Develop capacity development strategies for each institution. 3. Set framework for collaborative learning and knowledge capture with realistic expectations of capacity transfer during project cycle	Programme Advisors; Programme Manager; M and E Policy Advisors

	4. Develop robust monitoring and evaluation framework for capacity development	
Changes in external environment and emerging needs; competing agendas and priorities	1.Build a negotiated margin of flexibility in project implementation and provide opportunities for piloting innovative approaches and meeting emerging needs 2.Ensure that the Programme is aligned with beneficiaries and regional institutions' priorities and complements existing initiatives 3.Ensure close consultation, collaboration, and communication during the programme initiation phase and throughout implementation	Programme Manager, Programme Advisors
Financial resource constraints	Develop and implement resource mobilisation strategy	DRD; Programme Manager; Programme Advisors; Bureau for Policy; RBA/UNSP Unit

VIII. Partnership and Resource Mobilisation Strategy

The Programme will engage multiple level and purpose partnerships with relevant stakeholders in mobilizing resources under joint delivery and cost sharing agreements and greater outreach to beneficiaries and ensure relevance, effectiveness and efficiency in the Programmes delivery. Consequently, it will leverage purposive and value adding multi-stakeholder partnerships with bilateral and multilateral development agencies and initiatives inclusive of AfDB, APF, DFID, EU, CIDA, SIDA, NORAD, and WB as well as emerging donors, for complimentary and synergistic interventions and resource mobilization. To capitalise on joint initiatives, partnerships will be strongly encouraged with sister UN agencies, such as UN Department of Political Affairs, UNDESA and UNECA (which will be the main partner). In demonstration of the enhanced implementation of UN reforms "Delivering as one", engagement and participation of COs and UN Country Teams' (UNCTs) will be crucial to the Programme's outreach and impact at regional and country levels. In mobilizing support for the AU and RECs, they will be designated both beneficiaries and strategic partners.

The Programme underscores the mobilization and utilization of the comparative advantages of non-state actors as both service providers and beneficiaries. In line with their dual roles, strategic partnerships will be forged and strengthened with specialized regionally-based CSO networks, leading governance think tanks and institutes in the region and outside. Similar outreach will be fostered to other south-based organisations working on governance issues, the media and the private sector-(inclusive of the African Diaspora) as well as networks supporting women's engagement and political participation. In this connection, advocacy and social dialogues initiatives, such as Women Law and Development in Africa (WILDAF), EASSI, Femmes Afrique Solidarité (FAS), Equality NOW, African Women's Association for Research and Development (AAWORD) will be paid particular attention.

Crucially, as stated above, within UNDP, the Programme will seek synergies and partnerships with other UNDP/RBA Regional Programmes including the *Regional Project to Strengthen Institutional Capacities to Accelerate Pro-Poor Growth and Accountability in Sub-Saharan Africa*; the *Regional Project for Gender Equality and Women's Empowerment in Africa*, as well as the Regional Trade, Peace and Security and HIV Projects. In addition, synergies, complementarities and alignment will be developed through regional windows of UNDP Governance Global Programmes managed by BDP, including: the Global Programme for Electoral Cycle Support (GPECS), the Governance Assessments Programme; the Global Programme for Anti –Corruption for Development Effectiveness (PACDE), the Global Programme for Access to Justice, Global Human Rights Strengthening Programme (GHRSP), and the Legal Empowerment of the Poor Initiative (LEP). Finally, synergies and partnership will be sought and developed with UN-wide programmes such as the South-South exchange initiative.

IX. Legal Context

This project forms part of an overall programmatic framework under which several separate associated country level activities will be implemented. When assistance and support services are provided from this Project to the associated country level activities, this document shall be the "Project Document" instrument referred to in: (i) the respective signed SBAAs for the specific countries; or (ii) in the Supplemental Provisions attached to the project document in cases where the recipient country has not signed an SBAA with UNDP, attached hereto and forming an integral part hereof.

The legal basis for this project document is the UNDP Regional Programme Document for Africa (2008-2011). The administration of the project will be governed by UNDP rules and procedures as defined in the UNDP Programme and Operations Policies and Procedures within the broader policy context defined by the Executive Board.

This project will be directly executed by the UNDP RBA/RSC, based in Johannesburg.

X. Results and Resources Framework

Intended Outcomes:

Outcome 1: Enhanced political participation and management of elections

Outcome indicators: *% increase in # of historically marginalised groups participating in democratic processes and assuming decision making roles in Africa*

% decrease in contested electoral processes and outcomes in Africa

Outcome 2: Strengthened economic governance and enhanced service delivery

Outcome Indicators: *% increase in countries that have adopted and implemented programmes to improve service delivery in Africa with UNDP support.*

Outcome 3: More effective regional institutions

Outcome Indicators: *AU and RECs effectively implementing their political and economic governance programmes and initiatives at regional and national levels with UNDP support*

Outcome 4: Better understanding, codifying and sharing best African practices in governance

Outcome Indicators: *Increase in numbers of African best practices codified with UNDP support*

Increase in extent of dissemination of governance knowledge by regional/sub-regional organisations and African Institutes with UNDP support

Strategic Plan Outcome: Fostering inclusive participation; Strengthening accountable and responsive governance institutions

Partnership Strategy: The Consolidating Democratic and Participatory Governance in Africa Programme will collaborate with the UN system actors in governance assistance (UNECA as the primary strategic partner; UNDESA, UNDPA and others) in the implementation of the activities of the Programme. Beyond the UN system, the Programme will collaborate with African Governments and other strategic partners in providing governance assistance such as the AfDB, World Bank and networks of regional organisations and CSOs as appropriate. Donor governments will be approached for financial and substantive partnerships.

Project title and ID (ATLAS Award ID): Consolidating Democratic and Participatory Governance in Africa; Atlas Award ID: 00057861; Project ID: 00071788

INTENDED OUTPUTS	OUTPUT INDICATORS & TARGETS	INDICATIVE ACTIVITIES	Y1	Y2	Y3	RESPONSIBLE PARTIES	INPUTS (US$)
Outcome 1: Enhanced political participation and management of elections							
Intended Result: Enhanced Capacities of the AU and RECS to support credible and transparent elections in Africa							$4,500,000
Output 1.1: Enhanced national and regional institutional capacities and processes for democratic governance, including capacities of CSO, women and non-	(a) AU Charter on Democracy, Elections and Governance fully ratified and being implemented by 2011.	1.1.1: Support to AU and RECs to develop and elaborate an implementation strategy and programmes on the	X	X	X	AU, RECs, CSOs, UNDP, UNECA, Governments	Staff time, Consultants, Workshops, Travel, DSA, Equipment

state actors to effectively organize, conduct and monitor elections	African Charter on Democracy, Elections and Governance.					
Baseline: 1. Since adoption of African Charter on Democracy, Elections and Governance the implementation capacity of the AU for electoral support is weak with only two (2) assigned experts in the Elections Unit. 2. Low levels of political participation by marginalised groups	**(b)** % increase in quality of national elections in Africa by 2011. **(c)** % increase in numbers of marginalised people participating in national political and governance processes in Africa by 2011.					
	1.1.2: Support the Development of tools, instruments and regional programmes for the national domestication and implementation of African Charter on Democracy, Elections and Governance.	X	X	X	AU, RECs, CSOs, UNDP, UNECA, Governments	Staff time, Consultants, Workshops, Travel, DSA, Equipment
	1.1.3: Support sequenced roll out and implementation of strategy and programmes focused on African elections in 2010 and 2011.	X	X	X	AU, RECs, CSOs, UNDP, UNECA, Governments	Staff time, Consultants, Workshops, Travel, DSA, Equipment
						$300,000
Intended Result: Pool of trained and experienced regional elections monitors established and operational						
Baseline: 1.Number of qualified and trained election monitors deployable by the AU is limited	1.1.4: Develop and implement training programme for regional level elections monitors under the auspices of the AU and RECs.	X	X	X	AU, UNECA, RECs, Governments, UNDP, donors.	Staff time, Consultants, Workshops, Travel, DSA, Equipment
2. Capacities of EMBs to facilitate and manage election monitoring and observation is weak	1.1.5: Through AU and RECs, conduct regional training/experience sharing workshops for EMBs on Management and Administration of Electoral Observation		X	X	AU, UNECA, RECs, Governments, UNDP RBA/BDP (GPECS), UNECA, CSOs, donors.	Staff time, Consultants, Workshops, Travel, DSA, Equipment
						$200,000
Intended Result: Capable Electoral Management Bodies in Africa presiding over credible and transparent elections consistent with the African Charter on Elections and Democracy and other international electoral standards						

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Baseline / Indicators	Activity			Partners	Resources
Baseline: 1. Poor Quality of Electoral Processes in African Countries 2. Weak/Poor EMBs capacities throughout Africa 3. Violent and Consistently Contested Electoral Outcomes. (a) By 2011, increase in number of African countries with programmes to ensure peaceful electoral processes and outcomes. (b) Increase in dispute resolution capacities of EMBs (c) % decrease in numbers of contested elections in Africa and election- related violence. (d) Increase in management capacities of EMBs resulting in improved electoral processes. (e) Increase in number of countries managing elections more successfully (f) Increase in number of pre-election technical assessment missions conducted by the AU.	1.1.6: Under auspices of the AU and RECs support EMBs to operationalise Programming *Guide on Elections and Conflict* in Africa.	X	X	AU, RECs, Governments, UNDP, UNECA, donors,	Staff time, Consultants, Workshops, Travel, DSA, Equipment
	1.1.7: Conduct Comparative Regional Training Studies /Workshops for Electoral Management Bodies EMBs on select topics including: (i) Election Dispute Resolution (ii) Management of Voter Registration (iii) Voter Education and Engagement of Civil Society (iv) Elections related technology.	X	X	AU, RECs, Governments, UNDP, UNECA, Regional Electoral Support Organisations, donors,	Staff time, Consultants, Workshops, Travel, DSA, Equipment
	1.1.8: Support the AU/RECs in its pre-election technical assessments missions.	X	X	AU, RECs, Governments, UNDP, UNECA, donors,	Staff time, Consultants, Travel, DSA, Equipment
	1.1.9: Similar to that in ECOWAS, support additional regional networks of national electoral commissions through facilitation of networks and provision of technical assistance and training.	X	X	AU, RECs, Governments, UNDP, UNECA, donors,	Staff time, Consultants, Workshops, Travel, DSA, Equipment

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Baseline / Activity			Partners	Resources
1.1.10: Convene regional workshop to discuss and electoral system reform in Africa.	X		AU, RECs, Governments, UNDP, UNECA, donors,	Staff time, Consultants, Workshops, Travel, DSA, Equipment
1.1.11: Support study on Sustainable Election Financing in Africa	X	X	AU, RECs, Governments, UNDP, UNECA, donors,	Staff time, Consultants, DSA, Publication
$200,000				

Intended Result: Informed Effective Public Participation in Democratic Governance Processes

Baseline / Activity			Partners	Resources
Baseline: 1. Poor participation in democratic processes including in APRM process. 2. Limited and lack of awareness amongst civil society of their citizens' rights and obligations in the democratic processes.	1.1.12: a)Support CSO engagement in AU and RECs governance processes through the Africa Civil Society Forum (ACSF) and regional coalitions of NGO platforms b) Support enhanced participation of CSOs in the APRM process. b) Facilitate policy dialogue between AU, RECs, governments and civil society through the ACSF	X X	X	AU, RECs, APRM Secretariat, UNDP, UNECA, CSOs, donors.	Staff time, Consultants, Workshops, Travel, DSA, Equipment
(a) At least 10 new countries complete the APRM process with the effective participation of CSOs, women and other non-state actors leading to an increased ownership in the implementation of the peer-reviewed APRM Report. (b)Increase in number of CSOs under the auspices of AU-ECOSSOC and through the Africa Civil Society Forum (ACSF) effectively participating in AU and RECs governance initiatives by 2011.					
$200,000				

Intended Result: Improved Leadership Capacities and Understanding of Governance amongst African Youth through Governance Leadership Programme

Baseline / Activity			Partners	Resources
Baseline: Youth participation in the formulation of regional and national policies is poor due to limited understanding of governance and weak youth leadership capacities. % increase in number of African Youth Organisations participating in Governance Leadership Programme.	1.1.13: Support facilitation and implementation of the Biennial Youth Governance Leadership Forum through regional and sub-regional institutions.	X	X	AU, RECs, Regional Youth Organisations, Former Heads of State Forum, UNECA, UNDP, Private Sector, Governments, donors	Staff time, Consultants, Workshops, Travel, DSA, Equipment

					Partners	Budget	Inputs
						$200,000	Staff time, Consultants, Workshops, Travel, DSA, Equipment
Intended Result: Enhanced and acknowledged role of women in political, governance and national development.							
Baseline: The role of women in regional and national political and governance processes and institutions is yet to be fully optimised despite the fact that many African governments have acceded to the Convention on the Elimination of Discrimination Against Women [CEDAW]	Increase in number of women occupying key decision making positions in public and private institutions at the regional and national levels.						
	1.1.14: Through the AU and RECs, support regional advocacy initiative for the promotion of women role in political and governance processes through their accession to high decision-making offices.	X	X	X	AU, RECs, Government, Regional Women's Networks, UNDP, Governments		
	1.1.15: Develop regional tool to support women's participation as candidates in national electoral processes.	X	X	X	AU, RECs, Government, UNDP, Regional Women's Networks, Governments		
	1.1.16: Support development of network of African women parliamentarians.	X	X	X	AU, RECs, UNDP, Government, Regional Women's Networks, Governments		
Outcome 2: Strengthened economic governance and enhanced service delivery						**$1,500,000**	Consultants, Workshops, Travel, DSA, Equipment
Intended Result: Improved service delivery in African Countries							
Output 2.1: Increased capacities of AU and RECs and their institutions for responsive, transparent and accountable public service delivery. **Baseline:** Public service capacities in Africa are weak and unresponsive to demands	(a) Conference of African Ministers of the Public Service fully operational and effective in developing and enforcing public service standards in Africa. (b) Improved quality of public services in select African countries						
	2.1.1: Support to Africa Governance and Public Administration Programme (AGPAP), namely: (a) Finalization of Long-term Strategy for Ministers' Programme (b) Support management development institutions	X	X	X	AU Conference of Public Service Ministries, UNDP, UNECA, AGPAP Champion Governments		

on the populations.	and networks (c) Strengthening Secretariat of Ministers' Conference (d) Support National Implementation of Ministers Anti-Corruption Strategy (e) Supporting Conference of Ministers (f) Support to Implementation of Africa Public Service Charter (g) Support for Management Development Instutions for Civil Servants as centres of excellence

Baseline:	Intended Result: Effective, Accountable and Transparent Public Sector in Africa						
Poor systems of accountability and transparency resulting in misallocation and mismanagement of public resources and poor responsiveness to populations	(a). Increase in number of African countries with established and fully functional accountability and maladministration institutions (Anti-Corruption commissions, Auditor General Offices, Inspector General institutions and Offices of the Ombudsperson) (b). Increase in regional coordination capacities of anti-corruption networks						
	2.1.2:. Joint implementation of the UNECA/UNDP/AU Regional Anti-Corruption Project	X	X	X	X	AU, RECs, UNECA, UNDP (RBA/BDP), CSOs Governments	Staff time, Consultants, Workshops, Travel, DSA, Equipment
	2.1.3: Support Regional Initiative for Programme for National Implementation of Regional and Sub-Regional Accountability/Anti-Corruption Frameworks and Conventions including UNCAC	X	X	X	X	AU, RECs, UNECA, UNDP (RBA/BDP), National Anti-Corruption Bodies, CSOs Governments	Staff time, Consultants, Workshops, Travel, DSA, Equipment
	2.1.4: Convene regional learning events and capacity strengthening workshops for national anti-corruption bodies.	X	X	X	X	AU, RECs, UNECA, UNDP (RBA/BDP), CSOs Governments	Staff time, Consultants, Workshops, Travel, DSA, Equipment

	2.1.5: Regional Training of networks of regional and national organizations working on national accountability programmes to enhance monitoring capacities of public expenditure and resource management.	X	X	AU, RECs, UNECA, UNDP (RBA/BDP), CSOs Governments	Staff time, Consultants, Workshops, Travel, DSA, Equipment

Outcome 3: More Effective Regional Institutions — $800,000

Intended Result: Improved capacities of AU and RECs to formulate and implement political and economic governance initiatives and programmes.

Output 3.1: Increased capacities of AU and RECs and their institutions for implementing governance initiatives and programmes. Baseline:					Staff time, Consultants, Workshops, Travel, DSA.
1.Limited AU/RECs capacity to develop and implement regional and sub-regional governance programmes	3.1.1: Support review of AU and selected RECs capacities for implementation and M&E of governance programmes and initiatives.	X		AU Commission, UNECA, RECs, UNDP, CSOs, donors	
(a). Increase in AU and RECs capacities to implement regional governance initiatives.					
(b). Improved delivery of REC's institutional mandates related to political and economic governance.					
(c) Increased coordination between AU, and RECs on governance issues.	3.1.2: Support to regular and institutionalized meetings among the chief executives of the RECs and among the heads of the policy making organs of the RECs with those of the AU focused on governance issues.	X	X	AU Commission, RECs, UNECA, UNDP (RBA).	Staff time, Consultants, Workshops, Travel, DSA.
(d) Increase in numbers of countries monitored and evaluated by RECs in relation to implementation of regional/sub-regional frameworks.					
2. Weak coordination between AU and RECs on governance issues.					
(e) Revision of the stages for creating the AEC contained in the Abuja Treaty completed and effective implementation of the outcome initiated					
3. RECs have weak monitoring and enforcement capacities of regional governance conventions and frameworks	3.1.3: Support to RECs to regularly monitor and evaluate the mainstreaming and implementation of the governance policies, programmes and decisions of the RECs by	X	X	AU Commission, RECs, UNECA, UNDP	Staff time, Consultants, Travel, DSA, Equipment
(f)Work on the strategy and plan for the rationalization of the RECs completed and follow-up action taken					
4. Decisions taken for the creation of new institutions for the	(g) Decisions taken on the creation of				

Output	Activity				Responsible	Resources
establishment of the African Economic Community have not been implemented the monetary and financial institutions of the African Economic Community further developed and implemented (h) Programmes and activities on sub-regional and regional integration resulting from the new strategic plan being prepared by the AU Commission fully implemented	member countries					
	3.1.4: Provide regular governance training programmes for the staff of the AU and RECs.	X	X	X	AU, RECs, UNECA,UNDP	Staff time, Consultants, Workshops, Travel, DSA.
	3.1.5: Facilitation of meetings and working groups that would focus on follow-up action regarding the findings and recommendations of the study and consultations relating to the revision of the Abuja Treaty	X	X	X	AU, RECs, UNECA,UNDP	Staff time, Consultants, Workshops, Travel, DSA, Equipment
	3.1.6: Preparation of the strategy and action plan for the implementation of the revised Abuja Treaty.	X	X		AU, RECs, UNECA,UNDP	Staff time, Consultants, Workshops, Travel, DSA, Equipment
	3.1.7: Support towards studies, consultations and other preparatory work for the African Investment Bank, the Monetary Fund, the Central Bank of Africa, and the African Stock Exchange		X	X	AU, RECs, UNECA,UNDP	Staff time, Consultants, Workshops, Travel, DSA, Equipment
	3.1.8: Capacity development support in the form of training and equipment, to the Department of Economic Affairs of the AU Commission to enable it to effectively engage in planning, monitoring and evaluation.	X	X	X	AU, RECs, UNECA,UNDP	Staff time, Consultants, Workshops, Travel, DSA, Equipment

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Intended Result: Enhanced capacity of the AU and regional institutions in implementing the APRM and other governance initiatives. — $5,000,000

Baseline	Indicator	Activities				Responsible	Inputs
Baseline 1. Weak capacities of the AU and RECs to develop and implement their governance plans programmes 2. APRM Secretariat and Panel have weak capacities to manage and support the APRM process.	Number of governance initiatives implemented by the AGF.	3.1.9: Support the governance initiatives under the African Governance Forum, including the processes leading to the AGF Meetings	X	X	X	UNECA, AfDB, UNDP, Governments	Consultants, Workshops, Travel, DSA; Equipment, Printing and Publication
	(a) Number and types of national APRM assessments and national programmes of action effectively conducted. (b) At least 10 new countries complete the APRM process by 2011	3.1.10: Support to the APR Panel APR Secretariat and programme countries focusing on: a) the preparation of Country Background Papers;	X	X	X	APRM Secretariat, UNECA, AfDB, UNDP Country Offices, governments	Consultants, Staff time, Workshops, Travel, DSA; Equipment, Printing and Publication

	b) Country Support Missions;				Consultants, Staff time, Workshops, Travel, DSA; Equipment, Printing and Publication
	c) Country Review Missions				
	d) Preparation of Country Reports;				
	e) Preparation of financial and implementation reports				
	f) Provision of technical advisory services and advocacy work on NEPAD and APRM to countries as needed				
	g) Support for the integration of the capacity of the APRM to ensure that the decisions of the AU and relevant RECs are fully integrated into the National Programmes of Action/National Development Plans.				
	(h) Strengthening of the capacity of the resource mobilization unit within APRM through training and technical and advisory services on the structure, strategy and operations of the unit.				
Effectiveness of APRM Communication and Advocacy Strategy	3.1.11: Support a consultancy for the development and operationalisation of a Communication and	X	X	AU, UNECA, APRM Secretariat AfDB, UNDP	

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Indicator	Activity				Responsible	Resources
	Advocacy Strategy for APRM					Consultants, Staff time, Workshops, Travel, DSA; Equipment, Printing and Publication
Degree of implementation in recommendations of Capacity Audits of the APRM Secretariat	3.1.12: Support the undertaking of capacity audits of the APRM Secretariat and of a representative sample of countries that have acceded to the APRM system	X	X	X	AU, UNECA, APRM Secretariat AfDB, UNDP	
Increase in number, types and effectiveness of country-level programmes that have incorporated and implemented results/outcomes of APRM country reviews.	3.1.13: Commission a Study on how to implement country programmes based on findings of APRM country reviews; and based on findings develop and implement tool to effectively integrate APRM assessment into National Governance Planning Frameworks.	X	X	X	AU, UNECA, APRM Secretariat AfDB, UNDP	Consultants, Staff time, Workshops, Travel, DSA; Equipment, Printing and Publication
Increase in number and types of African CSOs aware of APRM and ECOSOC and its programmes, and those effectively engaged in-related processes and initiatives	3.1.14: Support to the sensitization of Africa's civil society on the African Peer Review Mechanism and the Economic, Social and Cultural Council of the African Union (ECOSSOC) through select initiatives	X	X	X	AU, UNECA, APRM Secretariat, AfDB, UNDP, CSOs	Consultants, Staff time, Workshops, Travel, DSA; Equipment, Printing and Publication
Effectiveness of established Joint UNDP/UNECA Technical Support Unit	3.1.15: Support the transformation of the UNDP NEPAD/APRM Support Unit into a Joint UNDP/UNECA Technical Support Unit	X	X	X	AU, UNECA, AfDB, UNDP	Consultants, Workshops, Travel, DSA; Equipment)

Indicator	Activity				Responsible agencies	Resources
Number, of coordinated and effective programmes to support AU/NEPAD priorities.	3.1.16: Support inter-agency coordination through the Regional Consultations Mechanism, specifically: (a) effective support to the Overall Coordination of cluster activities; (b) active leadership in the Governance Cluster; c) active participation in other relevant Clusters; d) support the organization of the annual RCM meeting and sub-regional meetings; e) support preparation of joint reports to the HLCP and GA.	X	X	X	AU Commission, UNECA, & UNDP NEPAD.	Consultants, Staff time, Workshops, Travel, DSA; Equipment, Printing and Publication
	3.1.17: As part of the three strategic partners, support NEPAD with advisory services at various inter-country and inter-agency forums including NEPAD and the Africa Partnership Forum.	X	X	X	AU commission, NEPAD, AfDB., UNECA and RBA	Consultants, Staff time, Workshops, Travel, DSA; Equipment, Printing and Publication
Number of joint activities undertaken at regional and sub-regional level to contribute to the implementation of the AU Ten-Year Capacity Building Programme	3.1.18: Participation in the process of alignment of the RCM/ NEPAD priorities and the AU Ten-Year Capacity Development Framework;	X	X	X	AU. UNECA. RBA	Consultants, Staff time, Workshops, Travel, DSA; Equipment, Printing and Publication
Number, types and effectiveness of regional programmes implemented at	3.1.19: Facilitate, through a consultancy, the development of	X	X	X	AU, RECs, UNECA, AfDB, UNDP (RBA)	Consultants, Staff time, Workshops, Travel, DSA;

	country levels.	modalities for the translation of continental consensuses into programmes that are implemented at country levels				Inputs	Equipment, Printing and Publication
							$600,000
Intended Result: Improved capacities of the African Parliament and Sub-regional Parliamentary Forums							
Baseline: Weak capacities of the African Parliament due to: 1. Low levels of understanding amongst African parliamentarians of their functions	(a) African Parliament able to effectively implement its mandate by 2011. (b) Increase in capacities of Regional MPs to oversee development of regional policies and respond to demands of their respective constituencies.	3.1.20: Provide support to African Parliament to spearhead ratification and domestication of the African Charter on Democracy, Elections and Governance. Undertake regional training (workshops, seminars) to sensitize regional, sub-regional and national parliaments on regional governance frameworks	X	X	X	African Parliament, AU, RECs, SADC/ECOWAS Parliamentary Forum; Governments, UNDP, CSOs	Consultants, Staff time, Workshops, Travel, DSA; Equipment, Printing and Publication
2. Limited responsiveness to the needs of their respective constituencies and,	(b) Increased capacities of African Parliamentarians to engage in regional governance processes and development discourse. (c) Improved coordination between the African Parliament and National Parliaments.						
3. Limited understanding of governance and development issues by African Parliamentarians		3.1.21: Support to sub-regional parliamentary forums on implementation of regional parliamentary standards including facilitation of Speaker's Forums of Regional and sub-regional Parliamentary bodies	X	X	X	African Parliament, AU, RECs, SADC/ECOWAS Parliamentary Forum; Governments, UNDP, CSOs	Consultants, Staff time, Workshops, Travel, DSA; Equipment, Printing and Publication
		3.1.22: Support development and implementation of public outreach strategy for regional and sub-regional parliamentary bodies.	X	X	X	African Parliament, AU, RECs, SADC/ECOWAS Parliamentary Forum; Governments, UNDP, CSOs	Consultants, Staff time, Workshops, Travel, DSA; Equipment, Printing and Publication

Output 3.2: Greater popular awareness of the governance missions, vision, strategic plans and activities of the RECs

Baseline:

There is little public awareness of the governance related activities of the RECs or broad social participation in the activities of these institutions. This limits sustainable public support for the governance programmes of these institutions.

Intended Result: Improved public knowledge/understanding of the governance activities of AU and RECs						$500,000
(a) Increased public support for sub-regional and regional integration (b) Greater and institutionalized participation of the private sector and Civil Society Organizations, especially women's organizations, in the governance activities of the RECs (c) An engaged media on the governance aspects of the mission, vision, strategic plans and activities of the AU and RECs	3.2.1: Preparation and distribution of publications, including awareness raising campaigns to sensitize the public on the governance activities and achievements of the AU and RECs	X	X	X	AU, RECs, UNECA, UNDP (RBA),CSOs, media,	Consultants, Staff time, Workshops, Travel, DSA; Equipment, Printing and Publication
	3.2.2: Facilitation of participation of sub-regional organizations of the private sector, CSOs, and women's organizations in governance programmes of the AU, RECs and other regional initiatives.	X	X	X	AU, RECs, UNECA, CSOs, media.	Consultants, Staff time, Workshops, Travel, DSA; Equipment, Printing and Publication
	3.2.3: Regular media campaigns on the governance aspects of the AU and RECs mission, vision and achievements.	X	X	X	AU, RECs, UNECA, RBA, CSOs, media.	Consultants, Staff time, Workshops, Travel, DSA; Equipment, Printing and Publication
	3.2.4: Support institutionalized arrangements for regular dialogue and consultations between officials of the RECs and those from the private sector, CSOs, including women's organizations on governance issues.	X	X	X	AU, RECs, UNECA, CSOs, the media.	Consultants, Staff time, Workshops, Travel, DSA; Equipment, Printing and Publication
	3.2.5: Support to development and implementation of public relations mechanism in	X	X	X	AU Commission, CSOs, RECs, UNDP (RBA)	

Output	Activities			Responsible parties	Resources	Amount
	the AU Commission dedicated towards facilitating dialogue and partnership in governance between the AU and the private sector and CSOs				Consultants, Staff time, Workshops, Travel, DSA; Equipment, Printing and Publication	$350,000
Intended Result: More inclusive and interactive partnership with regional, state and non-state actors/stakeholders on governance issues in Africa						
Effective AU Communications Strategy for Governance Programmes developed and fully operational by 2011.	3.2.6: Consultancy on the development of a communications strategy for enabling the AU Commission to more effectively sensitize and mainstream CSOs, the media, the private sector, and other stakeholders in the activities of the AU	X	X	UNDP (RBA),AU, NEPAD, CSOs		
(a) More effective communication mechanisms in place between AU Commission, AU member countries, development partners and other stakeholders on governance issues.	3.2.7: Support to the AU Commission to enable it to communicate more effectively with its member countries and development partners focusing on governance issues.	X	X	UNDP (RBA), AU Commission	Consultants, Staff time, Workshops, Travel, DSA; Equipment, Printing and Publication	
(b) E-governance for improved transparency and effectiveness in service delivery developed.	3.2.8: Supporting regional and national efforts on improving 'access to information' policies and strategies	X	X	UNDP (RBA/DGG), AU; Commission, Governments	Consultants, Staff time, Workshops, Travel, DSA; Equipment, Printing and Publication	
	3.2.9: Supporting to facilitation of e-governance for improved transparency and effectiveness in service delivery.	X	X	UNDP (RBA/DGG), AU Commission	Consultants, Staff time, Workshops, Travel, DSA; Equipment, Printing and Publication	

Output 3.3: An effective Executive Secretariat of the Africa Forum with well functioning programmes that harness the experiences, good offices and moral authority of its members	Intended result: Strengthened Secretariat of the Africa Forum enabling effective implementation of the programmes of the AF.					$1,500,000
	(a) Number of conflict prevention, mediation, social cohesion and democratic governance promotion programmes developed and implemented by the Executive Secretariat of the Africa Forum.	3.3.1: Capacity Development for the African Forum Secretariat, focusing on: (a). Recruitment of personnel (b). Facilitation of meetings (c). Development of Partnerships Strategy (d). Implementation of projects, including assessments, conflict mediation, social cohesion and democracy promotion. (e). Knowledge dissemination	X	X	X	UNDP, Africa Forum Committees, AF Executive Secretariat	Consultants, Staff time, Workshops, Travel. DSA; Equipment, Printing and Publication
Baseline: Due to capacity constraints, the role of the African Forum has been limited to ad-hoc requests by individual countries or the AU to assist with mediation, social cohesion democratic governance and peace promotion initiatives.	(b) Harmonisation of Africa Societies Project fully operational and effective						
		Support development of resource mobilisation strategy.					

Output / Baseline	Indicators	Activities					Responsible party	Budget: $50,000
Intended Result: Enhanced capacities of governance institutions in least developed and land-locked African countries to implement and monitor regional integration								
Output 3.4: Improved capacity of governance institutions in landlocked and transit developing countries in Africa to design, implement and monitor trade facilitation measures so as to enhance regional integration	(a). Enhanced capacities of the UNOHRLLS Focal Points (b). IPU Committee is able to effectively implement Brussels Plan of Action (c). LDC IV Conference successfully convened by 2010.	3.4.1: Regional Almaty Programme developed and implemented focusing on (a).Support for participation by African LLS in Annual Workshop of UNOHRLLS National Focal Points (b). Support to IPU Committee in LDC countries to foster Brussels Plan of Action (c).Support LDC IV Conference in 2010 including following preparatory activities: i) Preparation of national reports; ii) Involvement of CSOs, and iii). Development of case studies.	X	X	X		UN-OHRLLS	Consultants, Staff time, Workshops, Travel, DSA; Equipment, Printing and Publication
Baseline The Almaty Programme of Action has recognized that weak governance capacities in LLDC in Africa contribute to the high trade transaction costs are among the major causes of the continued marginalization of landlocked African countries from the international trading system.								

Output	Indicators	Activities					Responsible party	Budget: $1,360,000
Outcome 4: Better understanding, codifying and sharing best African practices in governance								
	Intended Result: Knowledge on positive African experiences in governance identified, codified and shared							
Output 4.1: Capacities of African governance institutions, networks and think-tanks strengthened	(a) Increase in the knowledge base on governance and policy recommendations and strategies on good governance in Africa. (b) Increase in number of country reports available and being utilised	4.1.1: Support and collaboration on the production of the African Governance Report (AGR)	X	X	X		UNECA, UNDP, Governance Institutes, Academic Institutions, donors	Consultants, Staff time, Workshops, Travel, DSA; Equipment, Printing and Publication

Baseline		Activities				Partners
Baseline:	in governance policy formulation	4.1.2: Support for the preparation of the National country reports of the AGR.	X	X	X	UNECA, UNDP, Governance Institutes, Academic Institutions donors
1. Limited willingness and/or capacity to produce and share knowledge and experiences on governance among African countries.	(c) Increase in number of countries facilitating dialogue and consensus on national governance issues	4.1.3: Convening of workshops and learning events in the production of the AGR.	X	X	X	UNECA, UNDP, Governance Institutes, Academic Institutions donors
	(d) Training programmes that support the identification, collection and codification of knowledge on good governance developed and operational	4.1.4: Hiring of consultants in the processes of the production of the AGR.	X	X	X	UNECA, UNDP, Governance Institutes, Academic Institutions donors
2. Institutional and human resource capacity limitations continue to constrain many African institutions to effectively identify, collect, codify, and share knowledge on good governance.		4.1.5: Launchings, Communication and outreach on the AGR.		X	X	UNECA, UNDP, Governance Institutes, Academic Institutions donors
3. The quality and quantity of existing databases on best practices in Africa on good governance are limited.		4.1.6: Training provided to African institutions for the identification, collection and codification of knowledge on good governance.	X	X	X	UNECA, UNDP, Governance Institutes, Academic Institutions donors
4. Weak and inadequate African dialogue frameworks.		4.1.7: Develop web-based database on regional governance institutes/organizations and experts.	X	X		UNECA, UNDP, Governance Institutes, Academic Institutions donors
		4.1.8: Support to Southern and East African Chief Justice Forum Annual Conference aimed at sharing and codification of best practices and good		X	X	UNDP, Southern and East African Chief Justices Forum, donors

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						Consultants, Staff time, Workshops, Travel, DSA; Equipment, Printing and Publication
lessons in pro-poor justice sector reform in Africa.	4.1.9: Support to mainstreaming governance (access to justice and human rights) in agenda of Africa Judges Colloquium	X	X	X	UNDP, Southern and East African Chief Justices Forum, donors	
	4.1.10: Support to Southern African Legal Information Institute aimed at collection, publication and dissemination of African legal materials.	X	X	X	UNDP, Southern and East African Information Institute, donors	
Effective mechanisms for knowledge management developed and operational Number, types and effectiveness of communities of practice, and databases on best practices, in democratization and good governance in Africa.	4.1.11: Support the development and consolidation of mechanisms and institutions for sharing knowledge, experiences and best practice on democratization and good governance.	X	X	X	AU, RECs, AfDB, UNDP (RBA), RECs, UNDP (BDP/DGG), UNDP Country Offices, Governments African Governance Institutes, CSOs, academic institutions	
	4.1.12: Commission consultancy on best mechanisms, tools and instruments for governance knowledge management.	X		X	AU, RECs, AfDB, UNDP (RBA), RECs, UNDP (BDP/DGG)	
	4.1.13: Assistance in the setting up and consolidation of regional governance communities of practice and databases on best practices.	X	X	X	AU, RECs, AfDB, UNDP (RBA), RECs, UNDP (BDP/DGG)	

Intended Result: Enhanced knowledge sharing

$500,000

Indicator	Activity				Partners	Resources
Number, types and effectiveness of established mechanisms for the exchange of best practices in advancing democratization and good governance in Africa.	4.1.14: Development of mechanisms for the exchange of best practices in advancing good governance through: (a) Regional Consultations (b) Strengthened overall inter-agency coordination in support of regional bodies such as NEPAD	X	X	X	AU Commission, RECs, NEPAD, AfDB, UNDP, UNECA	Consultants, Staff time, Workshops, Travel, DSA; Equipment, Printing and Publication
Effectiveness of established network of experts/practitioners in Africa that focuses on peer learning and knowledge sharing	4.1.15: Support the establishment of a an Africa wide governance community of practice / practitioners network that focuses on peer learning and knowledge sharing in the areas of, inter alia, e-education forums; face-to-face meetings at national, regional and continental levels; etc.	X	X	X	UNDP, (RBA), UNECA, UNDP (BDP/DGG) Governance Institutes, academic institutions.	
On-line training materials on managing knowledge on democratic governance and poverty reduction strategies developed and disseminated.	4.1.16: Development and dissemination/sharing of on-line training materials targeting the strengthening of country level capacities to manage knowledge on democratic governance issues.	X	X	X	UNDP/RBA/BDP, UNECA, Governance think tanks, AU, RECs	Consultants, Staff time, Workshops, Travel, DSA; Equipment, Printing and Publication
On-line directories of experts in strategic fields of African development generated and functional	4.1.17: Support to the development of on-line directories of experts in strategic fields of African development	X	X	X	UNDP/RBA/BDP, UNECA, Governance think tanks, AU, RECs	Consultants, Staff time, Workshops, Travel, DSA; Equipment, Printing and Publication
Number and types of periodic governance needs assessments	4.1.18: Support to the carrying out of periodic	X	X	X	RBA, AU, RECs.	Consultants, Staff time, Workshops,

				BDP/DGG/OGC	Travel, DSA; Equipment, Printing and Publication
undertaken					
governance needs assessments, including training and research needs for AU, RECs and selected CSOs.					**$400,000**
Intended Result: Enhanced capacity of select research organisations and non-state institutions (CSOs) for policy engagement and advocacy on democratic governance					
Baseline: Limited resources and capacities of policy research organizations and CSOs have constrained their collection, analysis and dissemination of information related to governance, democracy and development in Africa.	4.1.19: Support to the development and dissemination of high quality information on democratization, good governance and related development issues in Africa to policy research organisations and CSOs.	X	X	AU, RECs, Governments, UNDP, UNECA, CSOs, Research Institutes, donors	Consultants, Staff time, Workshops, Travel, DSA; Equipment, Printing and Publication
Increased availability of, and accessibility to information resources, knowledge products, and communities of practices to policy research organisations and CSOs.					
Output 4.2: Knowledge of governance identified, codified and shared	Intended Result: Enhanced coordination and cooperation among governance-related African institutions, networks and think-tanks, sub regionally and on the continent				**$600,000**
African best practices, including APRM processes results, codified, disseminated and integrated into good governance frameworks.	4.2.1: Support to development and implementation of knowledge management strategy for the APRM process	X	X	APRM Secretariat, AU, AfDB, governments, UNDP/RBA	Consultants, Staff time, Workshops, Travel, DSA; Equipment, Printing and Publication
Baseline: Weak coordination, cooperation and operational capacities and systems for effective knowledge management and sharing on good governance practices, instruments and operational modalities.	4.2.2: Facilitate linkages between APRM and African academic Institutions and global research institutes	X	X	APRM Secretariat, AU, AfDB, governments, UNDP/RBA	
	4.2.3: Integrate APRM work programme into other Regional Initiatives	X	X	APRM Secretariat, AU, AfDB, governments, UNDP/RBA	
	4.2.4: Undertake and implement African governance best practices integrated into governance	X	X	AU, RECs, CSOs, UNDP,	Consultants, Staff time, Workshops.

Output / Indicator	Activities				Responsible	Inputs
frameworks	recommendations from a Study on how best to integrate African best practices into governance frameworks	X	X		Governments	Travel, DSA; Equipment, Printing and Publication
Enhanced coordination and cooperation among governance-related African institutions, networks and think-tanks	4.2.5: Support the coordination and cooperation capacities among governance-related African institutions, networks and governance institutes.	X	X	X	AU, RECs, CSOs, UNDP. Governance Institutes, Academic Institutions, Governments	Consultants, Staff time, Workshops, Travel, DSA; Equipment, Printing and Publication
Output 4.3: Democratic governance assessment tools developed and/or modified. Baseline: Currently, there is poor knowledge sharing on democratization and good governance practices, instruments and operational modalities.	Intended Result: African best practices, including APRM process results, effectively supported, codified, disseminated and integrated into governance frameworks					
Number and types of governance frameworks that have effectively incorporated results of the APRM process and African best practices.	4.3.1: Commission a Study on how best to codify, disseminate and integrate African best practices including APRM into governance frameworks at regional and national levels.	X	X		AU, RECs, UNECA, NEPAD, APRM, AfDB, UNDP RBA, COs, Governments	Consultants, Staff time, Workshops, Travel, DSA; Equipment, Printing and Publication
	4.3.2: Integrate study findings into governance programmes	X	X			

Programme Costs	19,210,000
(Of which Programme Management)	(3,602,000)
Monitoring and Evaluation	960,600
TOTAL BUDGET	20,170,600
Reg Prog contribution	18,000,000
Unfunded	2,170,600