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## **Draft regional programme document for Africa (2018-2021)**

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## I. Programme rationale

1. The regional programme for Africa has contributed to regional development by addressing challenges facing Africa, and amplifying opportunities related to priorities and aspirations articulated by the African Union and other regional entities. The regional programme for Africa (2018-2021) comes at a critical juncture in the development trajectory of the continent. Over the last decade and a half, African countries made significant advances in the economic, social and governance spheres, which gave credence to the “Africa rising” narrative. During this period, the continent registered a real gross domestic product (GDP) growth rate of 5 per cent, saw increasing macroeconomic stability, a steady expansion of the private sector, advances in communication technology, and progress towards multi-party democracy.

2. Seven out of the top 10 economic growth performers in the world during the previous period came from Africa. This can be attributed, in part, to quality leadership, maintenance of sound macroeconomic and sectoral policies, increased investments in physical infrastructure (reinforced by improvements in business regulatory practices), and institutional development. Contrary to widespread fears, the continent came out on the other side of the ‘Arab Spring’, and fallouts following the 2008 global financial crisis and decreasing commodity prices. On the governance front, the region has undergone encouraging democratic transitions that have led to significantly responsive and accountable governments.

3. These development gains are at risk of being undermined by weakening economic growth, persistently high levels of poverty, rising inequalities and unemployment rates, and incomplete democratic transitions. Challenges are exacerbated by the resurgence of violent conflict, including extremism and the adverse effects of climate change. The average growth rate for the continent as a whole declined significantly from 5 per cent in 2014 to 3.4 per cent in 2015, and 1.5 per cent in 2016. Projections for 2017 point to a slight recovery and an average growth rate of 2.6 per cent for the continent.

4. Slagging growth performance across the continent is principally due to slow global recovery, sharp declines in primary commodity prices, and other exogenous shocks, such as disease outbreaks (Ebola and yellow fever), climate change, and violent conflict. The continent is vulnerable to the “boom and busts” of commodity prices, which indicates a lack of meaningful structural transformation and resilience in African economies despite strong early economic growth performance.

### Regional analysis in focus

5. Development performance in Africa suggests increased efforts are needed to produce transformational change and achieve shared commitments to Agenda 2063 and Agenda 2030. Yet, Africa is faced with multiple, pressing and inter-related challenges at the regional and sub-regional levels. Since 2011, the world has seen a surge in armed conflict and violence,<sup>1</sup> and 2014 was one of the deadliest for Africa in terms of fatalities from political violence. Violent extremism has reached unprecedented levels: between 2011 and 2016 over 33,300 fatalities were caused by violent extremism. According to the United Nations High Commissioner for Refugees (UNHCR), the continent saw a 16 per cent increase in forced displacement in 2016<sup>2</sup> with over 700,000 new refugees from South Sudan alone, while the Central African Republic, the Democratic Republic of Congo, Somalia, Sudan, Burundi, Eritrea and Nigeria experienced heightened levels of forced displacement—often as a result of conflict and violence.

6. Despite the multi-faceted nature of contemporary armed conflict in Africa, poor governance and exclusionary political and socio-economic priorities are additional causes and have contributed to the emergence of *peacelessness*,<sup>3</sup> which is understood to be a crisis of state-society relations and

<sup>1</sup> The number of armed conflicts in the world in 2014 was 40 according to the Uppsala Conflict Data Programme, the highest since 1999, while the number of people killed as a direct consequence of these conflicts hit its highest peak in 25 years. See Peace Research Institute Oslo (2016), *Trends in Armed Conflict, 1946-2014*.

<sup>2</sup> UNHCR, *Global Trends in Forced Displacement in 2015*.

<sup>3</sup> Ibhawoh, Bonny. *Peacebuilding and conflict resolution: essential ingredients for sustainable development in Africa*, Third International Conference on African Development Issues, May, 2016. Tandon, Yash. ‘Root causes of peacelessness and approaches to peace in Africa’.

weakening social contracts. Continued failure to address root causes, coupled with the emergence of new factors and challenges, threatens to unravel the progress African countries have made in the continent's overall development trajectory.

7. Extreme poverty is persistent in Africa. According to the 2016 UNDP Human Development Report for Sub-Saharan Africa, the continent has to double its rate of progress to eliminate extreme poverty by 2030. Despite impressive economic growth throughout 2015, the absolute number of poor still rose from 377 million to 414 million between 1999 and 2010,<sup>4</sup> underscoring the extent to which persistent inequalities hamper the pace of human development.

8. Gender inequality in the labour force has cost Africa \$95 billion US dollars annually.<sup>5</sup> Only 10 to 20 per cent of women are landholders, and women receive 24 per cent lower wages than men. The youth population in Africa is projected to double by 2050 although the continent is a politically, economically, and culturally inhospitable environment for them. Africa exhibits the highest level of youth working poverty rates globally—70 per cent in 2016—which translates into 64.4 million working youth who live in extreme or moderate poverty (less than \$3.10 US dollars per day).<sup>6</sup> How Africa handles the youth bulge could be the determining factor between prosperity and instability in coming decades.

9. In addition, to address high levels of poverty and youth unemployment/under-employment a meaningful and inclusive structural transformation of African countries must take place.

10. The most vulnerable are likely to be hardest hit by the results of climate change. While the effects are felt globally, Africa is affected disproportionately due to heavy reliance on agricultural, pastoral, and land-dependent livelihoods that expose millions to unpredictable variations in climate. Some models suggest an increase in temperature of approximately 1.5°C by 2040 could lead to an annual GDP loss of 1.7 per cent across the continent. For Africa to adapt to climate change by 2030 the cost will be between \$10-30 billion US dollars a year.<sup>7</sup> Another constraint to achieving the Sustainable Development Goals (SDGs) is a lack of affordable and reliable access to sustainable energy, an issue that affects Africa's most marginalized populations. Access to energy underpins social and economic life, and if Africa continues to be disconnected from adequate electricity supplies opportunities for prosperity will remain aspirational.

11. The African Union has created an institutional framework for advancing these goals and the Regional Economic Communities (RECs) provide important building blocks for integrating them at the continental level. The African Peer Review Mechanism (APRM), the New Partnership for Africa's Development (NEPAD), the Continental Early Warning System, the Panel of the Wise, the African Union Peace Fund, and the African Development Bank and National Human Rights Institutions all have major roles to play. These institutions face three main challenges though, which include lacking capacities (including substantive, technical and financial limitations), insufficient ability to harmonize dynamics between the national and international levels (leading to duplication and fragmentation), and a poor ability to synchronize efforts horizontally between the African Union, RECs, and financial, human rights and other institutions—thereby leading to overlap, gaps and sub-optimal use of scarce resources.

### **Designing the new regional programme**

12. A study conducted by UNDP in 2017<sup>8</sup> outlined the case for an integrated continental coordination mechanism that links regional, sub-regional and country development planning processes for greater effectiveness and results. The design of this programme is built on the insights,

<sup>4</sup> Zedillo, Ernesto and Oliver Cattaneo. Overview in *Africa at a fork in the road, taking off or disappointment once again?* Yale Center for the Study of Globalization, 2015.

<sup>5</sup> UNDP Africa Human Development Report, 2016.

<sup>6</sup> International Labour Organization (ILO), press release: "Youth unemployment challenge worsening in Africa," August 2016. See: [http://www.ilo.org/addisababa/media-centre/pr/WCMS\\_514566/lang--en/index.htm](http://www.ilo.org/addisababa/media-centre/pr/WCMS_514566/lang--en/index.htm).

<sup>7</sup> Ruhweza, Alice. "Africa and Climate Finance – The state of the debate and our perspectives," United Nations Development Programme, 2015.

<sup>8</sup> "A continental coordination mechanism for development effectiveness," UNDP 2017.

good practices, and lessons learned from regional initiatives and global efforts. Recommendations from the 2016 Quadrennial Comprehensive Policy Review (QCPR), for example, call on the United Nations Development System to “scale up coordination and coherence towards a path of integrated thinking, planning and operating, to achieve collective outcomes.”<sup>9</sup>

13. Over the past few years, the regional spill-over of conflicts, combined with sub-regional and continent-wide effects of globalization, violent extremism, migration, spread of infectious disease (e.g. Ebola), climate change, exploitation of natural resources, and trafficking of drugs and people have underscored that ‘siloed’ or ‘state-centric’ approaches alone will not suffice. This regional programme is anchored to the importance of having a regionalized lens and approach, informing and shaping interventions to advance development across different sectors in Africa at a strategic level, and adopting ‘regionality principles’.<sup>10</sup> Most importantly, the regional programme is demand-driven—responding to specific requests for support raised during extensive consultations with regional and sub-regional bodies looking to formulate and implement initiatives across multiple countries, sub-regions, or the continent as a whole. Such regionalism is meant to boost Africa’s power globally.

14. Insights, “good practices,” and lessons learned have been instrumental in designing this regional programme that is based on ongoing assessments, the mid-term review and, most recently, the Independent Evaluation of the Strategic Plan, global programme and regional programmes (2014-2017). The independent mid-term review of the regional programme for 2014 to 2017 stated that it was relevant to the regional context and institutional needs, and well aligned with Agenda 2063, the Millennium Development Goals (MDGs), SDG priorities, and the UNDP Strategic Plan. The report concluded that, despite a shortfall in core resources, results were registered in several areas, including: renewing APRM leadership of Africa’s governance agenda; the reinforcement of the West Africa Economic and Monetary Union (WAEMU), and support to regional fiscal and budgetary provisions; Horn of Africa climate prediction, preparedness and response capacity, and cementing the African position on the SDGs and 21 Conference of the Parties (COP21).

15. In addition, the regional programme provided intellectual leadership and policy development in the areas of preventing the growth of violent extremism, with a ground-breaking report on extremism in Africa, and improved collaboration with United Nations organizations as co-implementers, including the United Nations Office for the Coordination of Humanitarian Affairs (UNOCHA) in the Horn of Africa on resilience, the International Labour Organization (ILO), the United Nations Economic Commission for Africa (UNECA), and the United Nations Children’s Fund (UNICEF) on social protection.

16. The Evaluation of the UNDP Strategic Plan and global and regional programmes (2014-2017) noted its “robust partnerships” with the African Union and UNECA, and found that Regional Bureau for Africa (RBA) had a clear regional orientation focused on strengthening the capacities of regional intergovernmental institutions, building regional normative frameworks, and knowledge management. Yet, the evaluation found greater efforts could be made to ensure that gaps in the coordination of regional level initiatives are minimized or eliminated. The 2017 Independent Evaluation Office and Office of Audit and Investigations conducted a joint assessment on the institutional effectiveness of UNDP between 2010 and 2015. The assessment indicated that results-based management (RBM) is too often viewed as a compliance tool rather than one for learning, improved results and institutional effectiveness. These findings have informed the design of the current programme, and will be incorporated into implementation phases.

<sup>9</sup> Report of the Secretary-General on the QCPR of operational activities for development of the United Nations system: Recommendations, Development Cooperation Policy Branch, Department of Economic and Social Affairs, August 2016.

<sup>10</sup> These are: (a) promotion of regional public goods and services, based on strengthened regional cooperation and integration; (b) management of cross-border externalities (challenges and opportunities) and spill-overs—such as trade, the environment and conflict prevention that are best addressed collaboratively on an inter-country basis; (c) advancement of awareness, dialogue and action on sensitive and/or emerging development issues that benefit strongly from multi-country and regional experiences and perspectives; (d) promotion of experimentation and innovation to overcome institutional, financial and/or informational barriers that may be too high for an individual country to surmount, and (e) generation and sharing of development knowledge, experience and expertise—for instance, through South-South and triangular cooperation.

17. The most significant lessons learned from the regional programme for 2014-2017 have informed and shaped the development of this regional programme, and include a clear need for the regional programme to provide targeted *institutional capacity support* to regional and sub-regional organizations to deliver on their mandate and accelerate regional and sub-regional integration. The African Union and RECs have a role to play in development (e.g. trade, migration, conflict prevention, and economic integration). The East African Community (EAC), for example, has a common customs union, while the Economic Community of West African States (ECOWAS) has taken a more robust stance in safeguarding democratic norms, as demonstrated by its role in the Gambia. As a partner of choice for many regional and sub-regional organizations, UNDP has been requested to provide tailored capacity-building support.

18. Sub-regional heterogeneity in Africa was not sufficiently accounted for in the design of the previous programme. The development needs of each sub-region demand a differentiated approach. Challenges for the Southern Africa Development Community (SADC), for example, are related to problems of a predominately mid-income region, while the Horn of Africa has acute needs related to conflict management and effects of climate change, and the Central African region lags behind all others in terms of democratic governance and regional integration.

19. There is a need to focus on, and limit, the area of interventions. The new programme has adopted a co-creation approach with development partners to ensure buy-in early on and reduce the overall portfolio in the next cycle by focusing on two outcomes, rather than five, as in the last programme.

20. ‘Bridging’ national and regional processes is a primary focus. The consensus is many challenges faced by African countries are regional in nature and may benefit from regional approaches and solutions. Regional integration must be a ‘bottom-up’ process, where normative values are actualized at the community and/or Member State level. The presence of UNDP, and its trusted relationships with national governments across the continent, means that this regional programme will uniquely address regional development by engaging and boosting country programmes and partnerships. The new regional programme should play an important role in ensuring that United Nations and UNDP national strategies have a regional ‘lens’.

21. Considering the size of the continent, the absence of an extensive consultation process was seen as a deficiency in the last programme. A recommendation was made to start designing regional programmes at least 18 months before submission to give stakeholders the opportunity to contribute to the process.

22. In this spirit, UNDP embarked upon an extensive consultation process with stakeholders regarding the next regional programme and areas where multi-country, sub-regional or continental responses are required. The strategy for engagement involved seeking the inputs of external actors on priorities at the regional and sub-regional levels over the next four years, and included exploring potential areas of collaboration. A range of processes were employed: bilateral meetings, focus groups, and conferences with the African Union and associated bodies such as APRM and NEPAD, RECs, bilateral partners, the International Organization for Migration (IOM), the International Labour Organization (ILO), United Nations Entity for Gender Equality and the Empowerment of Women (UN Women), United Nations Conference for Trade and Development (UNCTAD), United Nations Economic Commission for Africa (UNECA), United Nations Capital Development Fund (UNCDF), United Nations Office on Drugs and Crime (UNODC), and civil society organizations (CSOs). Views and insights have been incorporated into all aspects of the programme.

23. This regional programme is aligned with the UNDP Strategic Plan 2018-2021, as it has a role in bridging the Strategic Plan for Global Development Advisory and Implementation Services Platform with country support platforms.

## **Opportunities for UNDP**

24. The Kagame Report on “the imperative to strengthen our union,” acknowledged that Africa is ill prepared to respond to modern-day challenges such as globalization, climate change, violent extremism, pandemics, and mass migration—issues that can only be addressed through regional integration.

25. The report recommends the African Union embark upon a series of ambitious and necessary reforms. This emphasis on accelerated regional integration within African discourse and regional processes positions this regional programme as a primary tool for supporting change. The recent role of ECOWAS in defusing the Gambia crisis, the Intergovernmental Authority on Development (IGAD) role in South Sudan and Somalia, the role of the SADC in industrializing Southern Africa, the solidification of a common customs union in Eastern Africa, the United Nations-African Union joint partnership framework signed in 2017, and the proposal for reform of the African Union outlined in the Kagame Report collectively point to a strategic and rare opportunity for meaningful change. This regional programme offers a platform for supporting the realization of reform and change at the regional level, and has been designed to ensure the regional programme supports African institutions in maximizing and capitalizing upon this historic opportunity for concerted change.

26. The regional programme relies on the comparative advantage of UNDP including, partnerships based on trust; technical capacity; presence in three strategic regional hubs (Addis Ababa, Nairobi and Dakar), and seeking guidance from embedded technical experts inside the RECs and African Union. In addition, the regional programme will tap into strong partnerships based with United Nations organizations, such as ILO and UNICEF on social protection, IOM and UNHCR on migration, UNECA on the SDGs and extractive industries, and the United Nations Environment Programme (UN Environment) on cross-border development in the Horn of Africa. In 2017, at a joint meeting of the Executive Boards of UNDP, UNFPA, UNOPS, UNICEF, UN Women, and the World Food Programme (WFP) decisions were made to reduce overlap and avoid duplication, encourage the pooling of resources, and work more closely together.

## II. Programme priorities and partnerships

27. The regional programme for Africa contributes directly to the UNDP Strategic Plan by focusing on two outcome areas: (i) accelerate structural transformations for sustainable development (Outcome 2), and (ii) build resilience to shocks and crisis (Outcome 3). The regional programme contributes directly to four “signature solutions” in the plan: strengthening effective, accountable and inclusive governance; enhancing prevention and recovery for resilient societies; closing the clean energy gap, and strengthening gender equality measures. These efforts contribute indirectly to keeping people out of poverty, and promoting environmentally sound solutions for a sustainable planet.

28. The regional programme responds to three interrelated development challenges that prevent Africa, as a whole, from achieving the vision articulated in Agenda 2063 and Agenda 2030. Selected ‘pathways’ are based on a comprehensive regional analysis, robust theory of change, alignment with the UNDP Strategic Plan, the UNDP comparative advantage, as well as SDG priorities, recommendations in the QCPR, and other vital global agreements and processes such as the Paris Agreement on Climate Change and New Urban Agenda. There is a need to support and strengthen regional coordination mechanisms to avoid duplication, and develop strong partnerships with African institutions, civil society actors, and bilateral partners. As part of the demand-driven approach at the core of this programme, priorities were informed by consultations with the African Union, CSOs and bilateral partners, and elaborated on the basis of coherence with the United Nations. Decisions were shaped by the need to consolidate gains made from the previous regional programme on building the capacity of regional institutions, and improving funding opportunities.

29. The proposed programme is guided by seven principles based on UNDP’s comparative advantage, and selected to reflect UNDP’s experience, expertise and priorities. **‘Leave no one behind’** is the first. At the heart of the UNDP mandate is the focus on transforming the conditions of the poor and the marginalized, which is why ‘leave no one behind’ is the first principle. Gender equality and addressing the needs of women and girls will be prioritized in all initiatives as it is well-understood that the continent cannot be integrated, prosperous, or peaceful as long as women are not empowered and/or held back from achieving their potential. Similarly, the particular needs of youth will be reflected across all priority areas. The growing ‘youth bulge’ requires greater economic and political inclusion if the rights and dignity of youth are to be realised, and peace and security maintained. People with disabilities will be prioritized given their ‘status’ as the most excluded group in Africa.

30. **Supporting African agendas and institutions** is the second. As articulated in Agenda 2063, the Kagame Report, and the Addis Ababa Action Agenda, supporting the African Union to realize continent-wide aspirations, while simultaneously supporting domestic resource mobilization, is crucial for continental self-sufficiency and securing Africa's development pathway. Supporting the African Union in domesticating and ratifying its treaties and commitments, and improving alignment and harmonization with the RECs is critical. This will be achieved through capacity development, technical support, embedding staff in the institutions and providing strategic advice in all priority areas.

31. **A hybrid continental and sub-regional model** is the third principle. While efforts must continue to foster integration at a continental level, it is important to recognize that Africa is comprised of diverse sub-regions, with varying needs and priorities. The regional programme will be structured in a hybrid manner along three lines: continental-wide efforts to strengthen the institutional capacities of the African Union, its vision and shared norms; tailoring elements to the realities, needs and priorities of sub-regions, and including cross-cutting issues in the continental context such as Preventing Violent Extremism (PVE), migration, gender equality, and achieving the SDGs.

32. **Horizontal and vertical 'bridging' to promote aid effectiveness.** In line with 2016 QCPR recommendations, the fourth principle of the regional programme will bridge greater coherence and coordination at four levels. The first is between regional and international levels by supporting Africa's ability to engage in international processes, whether this is trade negotiations, environmental commitments or SDG-related issues. The second is between regional and national levels by ensuring the United Nations and international partners use a regional lens, and anchor their work, in regional frameworks and policies (including supporting established regional approaches in the Sahel and Great Lakes sub-regions). The third is between national and regional actors by helping Member States ratify, domesticate and implement regional and global commitments. The fourth is ensuring horizontal harmonization at national, regional and global levels so actors and institutions work in an aligned and coherent manner.

33. **South-South (SSC) and triangular cooperation.** UNDP will continue to support countries and regional institutions in addressing their own development challenges through the modalities of SSC and triangular cooperation, and by exploring avenues to support this form of development cooperation. UNDP engagements will be based on a 'southern' perspective in response to demands for assistance, and incorporated across the regional programme as a modality for furthering capacity development, research, advocacy, and knowledge exchange.

34. **Comprehensive policy-oriented research and advocacy agenda.** The sixth principle of the regional programme involves promoting policy-oriented research products through broad dissemination, high-level visibility engagements, and strategic events to inform policy and programming.

35. **Scaling up innovative and transformative national local development initiatives** is the final principle. This modality allows UNDP to rely on its country office presence to pilot initiatives, and scale them up on a sub-regional or regional level once they have been tried and tested.

### **Priority 1: African Union and RECs deliver on their mandate, especially cross-cutting issues related to resilience-building (contributes to Outcome 2)**

36. UNDP, as a global leader in capacity development, will strategically focus its efforts on the African Union Commission (AUC) and a selected number of RECs, including SADC, IGAD, ECOWAS, and the Lake Chad Basin Authority (LCBA), to strengthen their institutional capacities to deliver on respective mandates, including commitments made under agendas 2063 and 2030, the Sendai Framework on Disaster Risk Reduction, the Paris Agreement on Climate Change, and the Addis Ababa Action Agenda, as well as recommendations from the Kagame Report. The intervention builds upon UNDP knowledge in capacity development, past footprints of the regional programme, and long-standing partnerships.

37. UNDP will support the AUC in strengthening its ability to oversee the ratification and domestication of African Union treaties, upgrade its 'Horizon Scanning' process and legal framework

on terrorism, and implement the Africa Mining Vision (AMV). This will include supporting IGAD in strengthening its early-warning systems on droughts, floods, and in developing and implementing a regional framework on the development-humanitarian nexus in the Horn of Africa.

**Priority 2: Regional growth is inclusive, transformational and sustainable with reduced economic inequalities, and characterised by structural transformation (contributes to Outcome 2)**

38. SDG 10 calls for reducing inequality by 2030 through targeting the income growth of the bottom 40 per cent of the population at a rate higher than national averages. To meet the commitments linked to agendas 2063 and 2030, Africa must pursue a growth trajectory anchored in value chain development, well-targeted social protection schemes for the most vulnerable, and greater resilience against vulnerabilities, such as climate change shocks. In line with the UNDP Strategic Plan, the regional programme will support an inclusive growth agenda that is risk-informed and responds to the most pressing challenges.

39. Intervention areas include the design, implementation, monitoring and coordination of delivery of social protection in partnership with the AUC, RECs, ILO, UNICEF, and UNECA; supporting the AMV; supporting commitments to the Paris Agreement; promoting the implementation Africa Adaptation Initiative (AAI); providing technical support to Africa's Group of Negotiators (AGN); improving opportunities for youth by scaling-up YouthConnekt Africa and widening the African Volunteer Corps; accelerating gender equality efforts; launching the Africa Sustainable Energy De-Risking Facility (A-SEDF); supporting regional value-chains and advancing private sector development, and promoting greater inclusion of people with disabilities in development planning.

**Priority Area 3: Regional institutions sustain peace and build resilience to crises and shocks (contributes to Outcome 3)**

40. In response to the April 2016 *Report of the Secretary-General's Advisory Group of Experts on the 2015 Review of the United Nations Peacebuilding Architecture*, the United Nations General Assembly adopted parallel resolutions on sustaining peace, which acknowledge the political nature of conflict prevention efforts.

41. The focus of this intervention will be on transformational governance, including supporting the APRM so it can fulfil its mandate, deepening PVE initiatives, and scaling-up early response capacities in relation to emerging armed conflict risk and situations in Africa in collaboration with the African Union, IOM, UNHCR, and UNECA.

**Partnerships**

42. Partnerships are a central part of this regional programme. The programme established an *ad hoc* forum for partners and an advisory group to guide and oversee the direction of the programme. The regional programme will rely on existing partnerships with African Union institutions (e.g. the AUC, APRM, NEPAD, and RECs), United Nations organizations (furthering the "Common Chapter" where possible), CSOs, the private sector, philanthropic organizations and policy think tanks. In line with the SSC and 'New Way of Working' principles, the regional programme will promote and strengthen collective self-reliance among all development partners in Africa through the exchange of experiences at continental and inter-regional levels, the sharing and use of technical knowledge, and by building up complementary capacities through SSC partnerships.

43. To this end, the programme will promote SSC partnerships where the demand for development solutions will be met by offering solutions within all three priority areas—promoting emerging African partners in the global development cooperation architecture. The programme will provide capacity development services to regional institutions and other regional partners, including state and non-state actors (e.g. CSOs, private sector, philanthropic organizations and think-tanks) to become South-South development partners.

44. The regional programme will promote development effectiveness line with the Global Partnership for Effective Development Cooperation (GPEDC) and Goal 17-related indicators. This entails the



promotion of a coordination mechanism at the regional level, with all development stakeholders, including the United Nations system and African development partners to promote efficiency and effectiveness in development results for the continent.

### III. Programme and risk management

45. This regional programme has an accountability framework and business process in place designed to ensure alignment with the UNDP Strategic Plan, streamline processes, clarify roles and responsibilities, strengthening efficiency, and harness partnerships and knowledge management systems. Risk management is a critical part of the accountability framework as it ensures UNDP is aware of its own assumptions, the risks entailed, and that it has adequate mechanisms in place to ensure the organization of its programmes and that its beneficiaries are protected from risks.

46. This regional programme document outlines UNDP contributions to regional/global results and serves as the primary unit of accountability to the Executive Board for results alignment and resources assigned to the programme. Accountabilities of managers at the country, regional and headquarter levels, with respect to regional/global programmes, is prescribed in the organization's Programme and Operations Policies and Procedures and the Internal Control Framework. In accordance with Executive Board decision DP/2-013/32, all direct costs associated with project implementation should be charged to the concerned projects.

47. The regional programme developed a detailed accountability and business plan for the programme and its projects to ensure: (a) regional and bilateral partners participate and benefit from mutual accountability; (b) streamlined processes and clarified specific roles and responsibilities to strengthen efficiency and accountability; (c) the reduction of risk related to silos and fragmentation in implementing components of the regional programme, and (d) clear processes are developed for building strategic partnerships and coordinating the development of knowledge and sharing of systems.

48. Some features of the accountability framework and business process of the regional programme include: (i) **annual work plan and budgeting exercise** for the identification of priority actions and technical/financial resources required to ensure that project results are met; (ii) **accelerated delivery mechanism** so the regional programme delivers 100 per cent on its mandate, and all allocated resources are spent on programmatic delivery outlined in the annual work-plan by identifying and putting in place measures to overcome challenges that may impede the achievement of objectives; (iii) **a quarterly reporting system** that requires each Project Lead submit a quarterly progress report, which enables the RBA to identify challenges that may impede programme delivery (see above); (iv) **strategic partnerships** made at the programme level, with a clear understanding of expected results and success indicators, and benefits and risks of specific partnerships are considered by the RBA Management Team and Strategy and Analysis Team; (v) **a resource mobilization and strategic partnerships strategy** designed to increase financial resources and ensure a strategic and coherent approach to outreach while accountability is vested in the Regional Service Centre for Africa Director and the Regional Programme Coordinator; (vi) **knowledge product development and management** products and processes that meet the corporate Quality Assurance Procedures for Global and Regional Products and Publications (the Knowledge Management Coordinator is responsible for preparing and updating a calendar of knowledge products, and works closely with the Communications Advisor for Africa), and (vii) the **inclusive and participatory design of projects** where a co-creation methodology with internal and external stakeholders is employed to ensure projects are designed in an inclusive, participatory and transparent manner. The latter may include seeking opportunities to develop and implement joint projects with other United Nations organizations and/or regional and sub-regional actors. This will allow for alignment of time frames and complementary programming, which is part of the 'New Way of Working'.

#### Potential risks and risk management

49. UNDP will deploy a comprehensive and integrated approach to risk management as part of a process to ensure greater achievement of development results.

50. At the political level, there is a risk that a lack of political will may undermine the ability to achieve sustainable results. Countering this requires a significant investment of resources to boost a shared understanding of the challenges faced, the implications of challenges and how they should be overcome. SSC and triangular cooperation approaches will be instrumental in mitigating these risks. UNDP will invest resources in greater coordination with various actors working on similar issues, which is inherent in the design of a regional programme that will foster greater horizontal and vertical coordination, and reduce duplication.

51. On an operational level, UNDP will secure sufficient partnerships and resources to implement projects in the required timeframe that contribute to the testing and refinement of approaches. As there is a risk that the long-term nature of challenges will hamper the measurement of results at the outcome level, UNDP will overcome this by developing specific, measurable, attainable, relevant, time bound (SMART) baselines and indicators that take into account the four-year nature of the programme.

52. On a financial level, UNDP will use Harmonized Approach to Cash Transfers (HACT) principles and processes for transferring cash to government and non-government implementing partners. The strong partnerships built during the previous regional programme, along with realistic planning and regular assessments of financial risks (including how the latter interact with other risks and mitigation strategies), will be utilized to ensure the programme is capable of mobilizing sufficient regular resources. Specific and comprehensive risk and opportunity assessments will be undertaken at the project level.

## **IV. Monitoring and evaluation**

53. Monitoring and evaluation (M&E) will take into account shortcomings identified during implementation of the 2014-2017 regional programme with progress measured on a regular basis against results framework outputs, indicators, baselines, and targets. In line with the UNDP Monitoring Policy, regular quarterly, annual, mid-term and final output progress reports will be used for course correction, to ensure relevance and flexibility, and as a management tool to guarantee effective and efficient implementation of the programme.

54. The use of the South-South modality will be tracked throughout programme implementation, while the UNDP gender marker will be used to monitor expenditures and improve the quality of decisions made with the aim of ensuring that 15 per cent of the budget is focused on interventions that achieve results in gender equality.

55. To safeguard complete and effective data collection, identified indicators will rely on data. Efficient use of resources for data collection will be reflected in the choice of indicators. Outcome level indicators are adopted from the Strategic Plan/Integrated Results and Resources Framework (IRRF) and outcome baselines and targets will be updated accordingly to reflect the Strategic Plan/IRRF.

56. UNDP will, to the extent possible, work with and utilize relevant regional systems and databases for identifying and monitoring output indicators, baselines and targets. Where gaps exist, UNDP will support strengthening supplementary data generation systems, using data from SDG indicators. In addition, UNDP will use gender-disaggregated data where and when possible. Collaboration with international/regional academic institutions, research organizations, think-tanks, and relevant development partners will be encouraged to advance data-collection with the aim of effective monitoring and evaluation.

57. The regional programme, its outcomes and outputs will be evaluated in accordance with the Costed Evaluation Plan (Annex B). A mid-term evaluation will be conducted to determine whether implementation is on track and in compliance with agreed targets. A final evaluation will measure relevance, effectiveness, efficiency, sustainability, and overall success.

58. Five per cent of allocated resources will be reserved for regional programme monitoring and evaluation. Resources will be set aside to cover the cost of communication, innovative initiatives (including knowledge and innovation fairs), and pilot projects that respond to emerging regional needs.

## Annex. Results and resources framework for Africa (2018-172021)

<b>Related SDGs:</b> Goals 8 and 16				
<b>REGIONAL PROGRAMME OUTCOME 1:</b> African Union and RECs deliver on their mandate, especially cross-cutting issues related to resilience-building				
<b>RELATED Strategic Plan OUTCOME (2018-2021):</b> Accelerate structural transformations for sustainable development (Strategic Plan Outcome 2)				
Outcome indicator(s), baselines, target(s)	Data source and frequency of data collection, and responsibilities	Indicative regional programme outputs	Major partners / partnerships frameworks	Indicative resources by outcome (\$)
<p>Indicator: Percentage of people who experienced a dispute and had access to a formal or informal dispute mechanism, considered affordable and just (disaggregated by sex to the extent possible) Baseline: to be confirmed (TBC) Target: TBC</p> <p>Indicator: Proportion of population with primary reliance on clean fuels and technology Baseline: TBC Target: TBC</p>	<p>Frequency of collection: Biennial Responsibility: Regional programme Team</p> <p>Note: Baselines and targets will be updated based on final Strategic Plan/IRRF</p>	<p>Output 1.1: The AUC Legal Office has strengthened technical capacity to oversee the ratification and domestication of the African Union treaties</p> <p>Indicator 1.1.1: Extent to which the Office of Legal Counsel has the capacity to support treaty ratification Baseline: 1 Target: 4 Data source: AUC staffing and annual plan delivery (based on scale 1-4) Frequency: Annually</p>	AUC Legal Office	<p><b>Regular</b> 2,000,000</p> <p><b>Other</b> 11,500,000</p>
		<p>Output 1.2: The AUC Peace and Security Commission (PSC) has strengthened operational capacity to identify conflict hotspots and undertake in-depth scenario planning</p> <p>Indicator 1.2.1: Number of identified conflict hotspots by AUC PSC Baseline: 0 Target: 16 Data source: AUC PSC Frequency: Annually</p>	AUC Peace and Security Commission	<p><b>Regular</b> 5,000,000</p> <p><b>Other</b> 10,000,000</p>
		<p>Output 1.3: The AUC PSC, ECOWAS, IGAD, and LCBA have strengthened technical capacities to coordinate the continental and sub-regional PVE agenda</p> <p>Indicator 1.3.1: Number of continental and sub-regional legal gender responsive frameworks on terrorism Baseline: 1 Target: 13 Data source: African Union, RECs Frequency: Annually</p>	AUC Peace and Security Commission; ECOWAS; IGAD, LCBA	<p><b>Regular</b> 1,000,000</p> <p><b>Other</b> 15,000,000</p>

		Indicator 1.3.2 Number of countries with national plans of action for PVE under implementation Baseline: 1 Target: 13 Data source: African Union, RECs Frequency: Annually		
		Output 1.4: The AUC Trade and Industry Commission has adequate technical capacity to implement the African Union Mining Vision (AMV)  Indicator 1.4.1: Percentage of Member States with mining policies, gender responsive and inclusive of targeted groups, aligned with the AMV Baseline: 16% Target: 75% Data source: AUC Frequency: Annually	Trade and Industry Commission, RECs	<b>Regular</b> 5,000,000
				<b>Other</b> 10,000,000
		Output 1.5.1: RECs and member states have the adequate technical capacities to implement the SDGs and Agenda 2063, and share knowledge on lessons learned that are gender responsive from the implementation of the continental and global development  Indicator 1.5.1: Number of RBA countries and related partners utilizing SSC Platforms (SSMART <sup>11</sup> and the African Solutions Platform <sup>12</sup> ) Baseline: 0 Target: 5 a year Data source: SSMART and Africa Solutions Platforms Frequency: Annually  Indicative Indicator 1.5.2: Percentage of lessons learned shared in the SSC Platforms that are gender responsive Baseline: 10% Target: 75% Data source: Africa Solutions Platforms Frequency: Biannually	AUC, RECs, Member States, UNDP country offices	<b>Regular</b> 3,300,000
		Output 1.6 AUC and RECs have the technical and operational capacities to promote an inclusive growth model in the continent  Indicator 1.6.1: Extent (on a scale of 0-3) to which the Africa Inclusive Markets Excellence Center (AIMEC) engages with RECs and private sector organizations to		<b>Regular</b> 8,000,000

<sup>11</sup> South-South Marketplace.

<sup>12</sup> African Solutions Platform is the SSC platform to bring together solution seekers and solutions providers linked with the SSMART and the NEPAD multi-stakeholder development Platform (APDev).

		<p>accelerate and replicate businesses in Africa that are inclusive of the needs of women/youth/people with disabilities</p> <p>Baseline: 0 Target: 3 Data source: AIMEC and REC Frequency: Annually</p>		
		<p>Output 1.7 IGAD has strengthened technical capacities to develop gender sensitive and inclusive early-warning systems on droughts, floods and rangelands and pasture, and develop strategic actions to address these issues</p> <p>Indicator 1.7.1: Percentage of early-warning systems on droughts, floods and rangelands and pasture developed by IGAD that are gender sensitive Baseline: 0% Target: 75% Data source: IGAD Frequency: Annually</p>	IGAD Climate Prediction and Adaptation Center, IGAD Peace and Security Team	<p><b>Regular</b> 6,000,000</p> <p><b>Other</b> 3,000,000</p>
		<p>Output 1.8 IGAD has acquired the technical capacity to develop and implement a gender, youth, and people with disabilities sensitive regional framework on the development-humanitarian nexus in the Horn of Africa</p> <p>Indicator 1.8.1: Percentage of actions included in the IGAD regional framework that are being implemented that are gender youth or people with disabilities responsive Baseline: 0% Target: 75% Data source: IGAD Frequency: Annually</p>	UNOCHA, UNDP, IGAD	<p><b>Regular</b> 7,390,000</p> <p><b>Other</b> 6,000,000</p>
<b>SUBTOTAL FOR OUTCOME 1</b>				99,190,000
<b>Related SDG: Goal 10</b>				
<b>REGIONAL PROGRAMME OUTCOME 2:</b> Regional growth is inclusive, sustainable, with reduced economic inequalities, and characterised by structural transformation				
<b>RELATED Strategic Plan OUTCOME (2018-2021):</b> Accelerate structural transformations for sustainable development (Strategic Plan Outcome 2)				
Indicator: Proportion of population covered by social protection floors/systems, by sex,	Frequency of collection: Biennial	Output 2.1: AUC, RECs and member states are enabled to design, implement, monitor and coordinate delivery of social protection to those excluded or marginalized	AUC, RECs, ILO, UNICEF, UNECA	<b>Regular</b> 7,000,000

<p>distinguishing children, unemployed people, older people, people with disabilities, pregnant women, newborns, work-injury victims and the poor and the vulnerable Baseline: TBC Target: TBC</p> <p>Indicator: Proportion of women in managerial positions in RECs Baseline: TBC Target: TBC</p> <p>Indicator: Proportion of population who believe decision-making is inclusive and responsive, by sex, age, disability and population group Baseline: TBC Target: TBC</p> <p>Indicator: Number of countries that have communicated the establishment or operationalization of an integrated policy/strategy/plan which increases their ability to adapt to the adverse impacts of climate change, and foster climate resilience and low greenhouse gas</p>	<p>Responsibility: Regional programme team</p> <p>Note: Baselines and targets will be updated based on final Strategic Plan/IRRF</p>	<p>Indicator 2.1.1: Number of countries with policy measures and institutional capacities in place to increase access to social protection schemes, disaggregated by sex and target group Baseline: 0 Target: 15 Data source: African Union and RECs Frequency: Biannually</p>		
		<p>Output 2.2: The African Union and RECs are enabled to develop regional economic policies, inclusive of women, youth and people with disabilities building on the AMV</p> <p>Indicative Indicator 2.2.1: Percentage of newly developed economic policies that are gender, youth and PWDs inclusive Baseline: 0% Target: 75% Data source: African Union and RECs Frequency: Annually</p>	AUC, RECs, Member States, UNDP country offices	<p><b>Regular</b> 2,000,000</p>
				<p><b>Other</b> 10,000,000</p>
		<p>Output 2.3: RECs and the Africa's Group of Negotiators (AGN) have strengthened technical capacities to promote the implementation of the Paris Agreement</p> <p>Indicator 2.3.1: Number of regional policies and strategic actions using the Africa Adaptation Initiative (AAI) Baseline: TBC Target: TBC Data source: RECs and AGN Frequency: Annually</p>	AUC, RECs, African Group of Negotiators, Committee of African Heads of States and Government on Climate Change	<p><b>Regular</b> 4,000,000</p>
				<p><b>Other</b> 6,000,000</p>
		<p>Output 2.4: The AUC, the African Volunteer Corps, and YouthConnekt Africa initiative have enhanced operational and technical capacities to increase youth participation in political and economic development initiatives.</p> <p>Indicator 2.4.1: Percentage of youth (women/men) in decision-making bodies, including the African Union, RECs, governments and regional and national parliaments Baseline: TBC Target: 40% Data source: African Union, YouthConnekt Africa Frequency: Annually</p>	AUC, RECs, regional and national parliaments, young entrepreneurs (TBC), investors (TBC), UNDP country offices, CSOs	<p><b>Regular</b> 4,000,000</p>
		<p>Output 2.5: The African Union, RECs and Member States have enhanced technical capacities to promote gender equality</p>		<p><b>Regular</b> 4,000,000</p>

emissions development in a manner that does not threaten food production Baseline: TBC Target: TBC		<p>Indicator 2.5.1: Number of newly adopted regional and sub-regional legal, policy and institutional reforms to remove structural barriers to women's empowerment Baseline: 0 Target: 3 Data source: African Union and RECs Frequency: Annually</p> <p>Indicator 2.5.2: Proportion of African Union, RECs and Member States with systems to track and make public allocations for gender equality and women empowerment Baseline: TBC Target: 75% Data source: African Union, YouthConnekt Africa Frequency: Annually</p>		
		<p>Output 2.6: Member States are enabled to deliver on Nationally Determined Contributions (NDC) commitments and encourage public-private investment in renewable energy</p> <p>Indicator 2.6.1: Number of relevant actors using the Africa Sustainable Energy De-Risking Facility (A-SEDF) Baseline: 0 Target: TBC Data source: A-SEDF Frequency: Annually</p>	AUC, Member States	<b>Regular</b> 5,000,000
		<p>Output 2.7: African Union and RECs are enabled to support regional value-chains to implement the multi-country Agrobusiness Supplier Development Programme, the Global Environment Facility (GEF), and the Africa Impact Investment Action Plan</p> <p>Indicator 2.7.1: Number of regional initiatives referencing the multi-country Agrobusiness Supplier Development Programme, the Global Environment Facility (GEF), and the Africa Impact Investment Action Plan Baseline: 0 Target: 5 Data source: RECs Frequency: Annually</p>	African Union, RECs, Alliance for a Green Revolution, African, Caribbean and Pacific Group of States, private sector entities (TBC)	<b>Other</b> 24,000,000
		<p>Output 2.8: The African Disability Forum (ADF) is enabled to promote greater inclusion of people with disabilities in development planning</p> <p>Indicator 2.8.1: Number of countries that domesticate the African Union protocol on people with disabilities</p>	African Union, RECs, African Disability Forum, Member States, CSOs	<b>Regular</b> 5,000,000

		Baseline: TBC Target: 20 Data source: ADF Frequency: Annually		
<b>SUBTOTAL FOR OUTCOME 2</b>				71,000,000
<b>Related SDG:</b> Goal 16				
<b>REGIONAL PROGRAMME OUTCOME 3:</b> Regional institutions sustain peace and build resilience to crises and shocks				
<b>RELATED Strategic Plan OUTCOME (from 2018-2021, if known):</b> Build resilience to shocks and crisis (Strategic Plan Outcome 3)				
Indicator: Number of victims of intentional homicide per 100,000 population, by sex and age Baseline: TBC Target: TBC	Frequency of collection: Biannually Responsibility: Regional programme team  Note: Baselines and targets will be updated based on final Strategic Plan/IRRF	Output 3.1: The APRM has enhanced technical capacity to track the implementation and oversee the monitoring and evaluation of key governance areas, including the M&E and reporting of Agendas 2063 and 2030.  Indicator 3.1.1: Extent to which the APRM has data collection/analysis mechanisms in place providing disaggregated data to monitor progress in key governance areas including towards the SDGs and Agenda 2063.  Baseline: 0 Target: 4 Data source: APRM Frequency: Annually	APRM	<b>Regular</b> 5,000,000
		Output 3.2: Security actors and communities are able to reduce recruitment into violent extremism and support reintegration efforts of diverse 'returnees'.  Indicator 3.2.1: Percentage of gender sensitive initiatives aimed at reduction of recruitment, support of reintegration, and reduction of mutual distrust initiated successfully implemented. Baseline: 0 Target: 75% Data source: CSOs Frequency: Annually	African Union, RECs, Member States, CSOs, religious leaders	<b>Other</b> 15,000,000
		Output 3.3: The African Union Peace and Security Unit (PSU) and national and sub-national actors are enabled to establish vertical and horizontal partnerships with other critical actors to set-up and support peace infrastructures.  Indicator 3.3.1: Number of interventions across borders 'zooming in' on troubled, underdeveloped borderland areas and national dialogues for peace and reconciliation. Baseline: 0 Target: 3	African Union PSU, national and sub-national entities, CSOs	<b>Other</b> 2,300,000



		Data source: African Union PSU Frequency: Annually		
		Output 3.4: African Union and RECs have enhanced technical capacities to strengthen effective governance of labour migration and mobility in Africa.  Indicator 3.4.1: Number of regional, national and sub-national development strategies that have integrated migration into them. Baseline: TBC Target: TBC Data source: African Union and RECs Frequency: Annually	African Union, RECs, IOM, UNHCR, UNECA	<b>Other</b> 20,000,000
<b>SUBTOTAL FOR OUTCOME 3</b>				32,300,000
<b>Monitoring and evaluation, communication, and innovative initiatives</b>				23,610,000
<b>TOTAL</b>				<b>236,100,000</b>