

# Evaluation of the United Nations Support to the New Partnership for Africa's Development (NEPAD) through OSAA/ECA/DGC Programme 9

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## INSPECTION AND EVALUATION DIVISION

Function *“The Office shall evaluate the efficiency and effectiveness of the implementation of the programmes and legislative mandates of the Organization. It shall conduct programme evaluations with the purpose of establishing analytical and critical evaluations of the implementation of programmes and legislative mandates, examining whether changes therein require review of the methods of delivery, the continued relevance of administrative procedures and whether the activities correspond to the mandates as they may be reflected in the approved budgets and the medium-term plan of the Organization;”* ([General Assembly Resolution 48/218 B](#)).

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## Summary

The Office of Internal Oversight Services (OIOS) undertook a programme evaluation for the period 2016 to 2019 of Programme 9: The United Nations Support to the New Partnership for Africa's Development (NEPAD), which is implemented by three subprogrammes – the Office of the Special Adviser on Africa (OSAA), the Economic Commission for Africa (ECA-NEPAD Unit) and the Department of Global Communications (DGC-Africa Section). The evaluation objective was to assess the relevance, effectiveness and efficiency of the Programme in delivering its mandate.

This evaluation occurred at a time of significant reform at both the African Union and the United Nations. While the NEPAD framework was adopted by the African Union in 2001, it was subsumed under the African Union goals of Agenda 2063. This connection was institutionalized with the repositioning the NEPAD Planning and Coordination Agency which was transformed in 2018 to the African Union Development Agency (AUDA-NEPAD), the implementing arm for the African Union. At the same time, the United Nations was undergoing reforms to improve the coordination of its development assistance in all regions, including Africa.

Programme 9 continues to be relevant and with a unique value to United Nations coordination and support to Africa's development and the demand for its services remain significant; however, it lacked a relevant implementation strategy with clear accountability mechanisms to make it fit for purpose. Accountability for the overall programme approach was unclear under the three-subprogramme implementation approach and the absence of joint planning and coordination hindered its ability to deliver as one. Furthermore, workplans, particularly pertaining to advocacy, were developed in isolation from key stakeholders, limiting the connection to those whose agenda the programme seeks to amplify.

At the same time, Programme 9 delivered some advocacy activities. However, their effects on increased international support for Africa's development were unclear. While OSAA advocacy events were considered positively by stakeholders, the impact of these on increasing support to Africa were aspirational rather than realized, as few stakeholders could identify concrete outcomes from advocacy work. This was due to limited follow-up and lack of a coherent advocacy strategy for the Programme to effectively advocate for Africa. On international awareness raising, Africa Renewal Magazine was seen positively by stakeholders, though disconnected from the work of OSAA and ECA-NEPAD Unit.

On its monitoring role, OSAA reliably delivered mandated Secretary-General's reports, but these had limited utility to decision-makers. OSAA also reported development commitments via the United Nations Monitoring Mechanism (UNMM) biennial report, however, there was no evidence of a mechanism to monitor commitments over time, falling short of mandate requirements prescribed in A/RES/66/293 and A/68/506. This rendered OSAA less able to provide analytical work and advice to improve the coherence of United Nations support to Africa, an area viewed by stakeholders as a significant shortcoming.

On global and regional coordination mandates, Programme 9 mechanisms resulted in information sharing and limited coordination but have not brought coherence to the United Nations system in supporting Africa's development. At the global level, OSAA had not fully delivered on its global coordination role. Meanwhile, at the regional level, the Regional Coordination Mechanism (RCM)-Africa improved information sharing and prepared joint workplans for coordinated delivery. However, the mechanism had been hindered by longstanding and systematic issues including unclear accountability for outcomes, weak buy-in from stakeholders, and limited capacity of African Union organs and agencies to guide the work of the United Nations.

OIOS made four critical recommendations to:

- a) Resolve programme coherence and internal accountability issues by putting in place a formal process of regular consultation to internally align and coordinate the activities of the three Programme 9 subprogrammes in order to present a coherent programme that delivers as one;
- b) Systematically engage stakeholders in strategic programme planning to ensure a comprehensive, participatory and integrated plan is developed in support of its mandates;
- c) Strengthen global and regional coordination mechanisms with clear leadership and involvement roles for each subprogramme so that they more deliberately inform each other and coherently coordinate United Nations support; and
- d) Fully operationalize the UNMM in line with General Assembly resolutions.

## I. Introduction and objective

1. The overall objective of the Office of Internal Oversight Services (OIOS), Inspection and Evaluation Division (IED) evaluation was to determine, as systematically and objectively as possible, the relevance, effectiveness and efficiency of the United Nations support to NEPAD through Programme 9. The evaluation topic emerged from a programme-level risk assessment described in the evaluation inception paper produced at the outset of the evaluation.<sup>1</sup> The evaluation conforms with the norms and standards for evaluation in the United Nations System.<sup>2</sup> OIOS-IED last undertook an evaluation of Programme 9 in 2008.<sup>3</sup>
2. Programme 9 management comments were sought on the draft report and considered in the final report. Their management responses are included in Annex II.

## II. Background

### Mandate, roles and stakeholders

3. The United Nations support to NEPAD through Programme 9 was developed in response to the 2002 General Assembly resolution ([A/RES/57/7](#)).
4. Three entities implemented Programme 9, the Office of the Special Adviser on Africa (OSAA) (subprogramme 1), the Economic Commission for Africa (ECA-NEPAD Unit) (subprogramme 2) and the Department of Global Communications (DGC-Africa Section) (subprogramme 3). The three-pronged structure for Programme 9 was intended to leverage comparative advantages from different parts of the organization:
  - a) Coordination of global advocacy, review and report on United Nations system and the international community in support of Africa by OSAA; OSAA advantage as a Secretariat based in New York with proximity to the Secretary-General, Member States and the General Assembly;
  - b) Regional coordination of, and support for, the NEPAD by ECA; Implemented by the ECA-NEPAD Unit, the ECA advantage in leveraging its existing mandate as the Secretary-General's designated entry point for the United Nations, to African Union organs and agencies, for regional integration and international cooperation for Africa's development;
  - c) Public information and awareness activities in support of NEPAD by the DGC-Africa Section; DGC advantage in leveraging the broader DGC apparatus in editorial production and its distribution centers throughout Africa.
5. Table 1 identifies the key target stakeholders for Programme 9 as follows:

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<sup>1</sup> IED-19-014 (available on request)

<sup>2</sup> [United Nations Evaluation Group \(UNEG\)](#), 2016

<sup>3</sup> [E/AC.51/2009/2](#)

**Table 1: Key Stakeholders of Programme 9: United Nations Support to NEPAD**

Group	Role in Africa Development
Pan-African institutions	
African Union Development Agency (AUDA-NEPAD)	Coordinating and executing projects to promote regional integration and strengthening the capacity of AU Member States and regional bodies toward the accelerated realization of Agenda 2063.
African Peer Review Mechanism (APRM)	AU agency tasked with monitoring African member countries' governance and socio-economic development.
Regional Economic Communities (RECs)	Eight bodies tasked with implementation of sub-regional strategies aligned to regional strategies of the AUC.
African Union Commission (AUC)	Policy analysis and development of regional strategies to implement Agenda 2063.
African Member State - Permanent Representatives to the United Nations	Fifty-four missions deliberating and overseeing progress on the implementation of Africa's development, peace and security priorities.
United Nations Secretariat, agencies, funds and specialized programmes	Support African countries and Pan-African institutions in implementing the SDGs and Agenda 2063 at global, regional, and local levels through, providing advice, capacity-building, and coordination of projects, among others.

### Main areas of work

6. Table 2 provides an overview of the main areas of work for each subprogramme and the total implemented outputs compared to those budgeted. A visual roadmap which summarizes Programme 9 underlying programme logic: what it is seeking to achieve, how it aims to achieve it, and under what assumptions and conditions, is summarized from its logical framework and provided in the Programme Impact Pathway (Annex 1). The evaluation assessed the outcomes of Programme 9 based on the programmed activities in Table 2.

**Table 2: Programme 9 Subprogrammes and objectives 2018-2019**

<b>Subprogramme 1: OSAA</b>	<b>Coordination of global advocacy of and support for the NEPAD</b>			
<b>Objective</b>	To strengthen international cooperation in support of the NEPAD and achievement of Agenda 2030.			
<b>Programmed activities</b>	<b>2016-2017</b>		<b>2018-2019</b>	
	<b>Budgeted</b>	<b>Implemented</b>	<b>Budgeted</b>	<b>Implemented</b>
Servicing of intergovernmental and expert bodies	20	20	20	20
Expert group meetings, publications, seminars and special events	33	37	35	24
Interagency meetings and coordination	6	6	6	4
Other substantive activities, databases, website	2	2	6	1
<b>Total:</b>	<b>61</b>	<b>65</b>	<b>67</b>	<b>49</b>
<b>Subprogramme 2: ECA</b>	<b>Regional coordination of and support for the NEPAD</b>			
<b>Objective</b>	To strengthen United Nations system-wide support for the AU and its Agenda 2063 and other regional priorities, including its NEPAD programme, at the regional and subregional levels, within the context of the UN-AU Partnership on Africa's Integration and Development Agenda (PAIDA) for the period 2017-2027, as well as strategic plans and priorities of the AU organs and institutions.			
<b>Programmed activities</b>	<b>2016-2017</b>		<b>2018-2019</b>	
	<b>Budget</b>	<b>Actual</b>	<b>Budget</b>	<b>Actual</b>
Servicing of intergovernmental and expert bodies	18	18	15	12
Ad hoc expert groups, publications, technical materials	15	15	8	9
Technical cooperation	12	12	10	9
<b>Total</b>	<b>45</b>	<b>45</b>	<b>33</b>	<b>30</b>
<b>Subprogramme 3: DGC</b>	<b>Global Communications and awareness activities in support of the NEPAD</b>			
<b>Objective</b>	To raise international support for the economic, political and social development of Africa, as well as for the efforts made by Africa and the international community to promote the economic growth and sustainable development of the region in pursuit of the goals of the NEPAD and the achievement of the 2030 Agenda			
<b>Programmed activities</b>	<b>2016-2017</b>		<b>2018-2019</b>	
	<b>Budget</b>	<b>Actual</b>	<b>Budget</b>	<b>Actual</b>
Africa Renewal Magazine	12	12	12	12
Interagency meetings and coordination	2	2	2	2
Press releases, promotions, website	6	8	6	8
<b>Total</b>	<b>20</b>	<b>22</b>	<b>20</b>	<b>22</b>

Source: A/71/6 (Prog 9) and performance data reviewed by OIOS; Note that in 2018-2019, the United Nations ceased tracking implementation through IMDIS, awaiting the UMOJA performance module

7. The global and regional coordination mandates of Programme 9 are implemented by OSAA and ECA-NEPAD Unit, as the secretariats to the Interdepartmental Task Force on African Affairs (IDTFAA) and the Regional Coordination Mechanism for Africa (RCM-Africa) respectively.

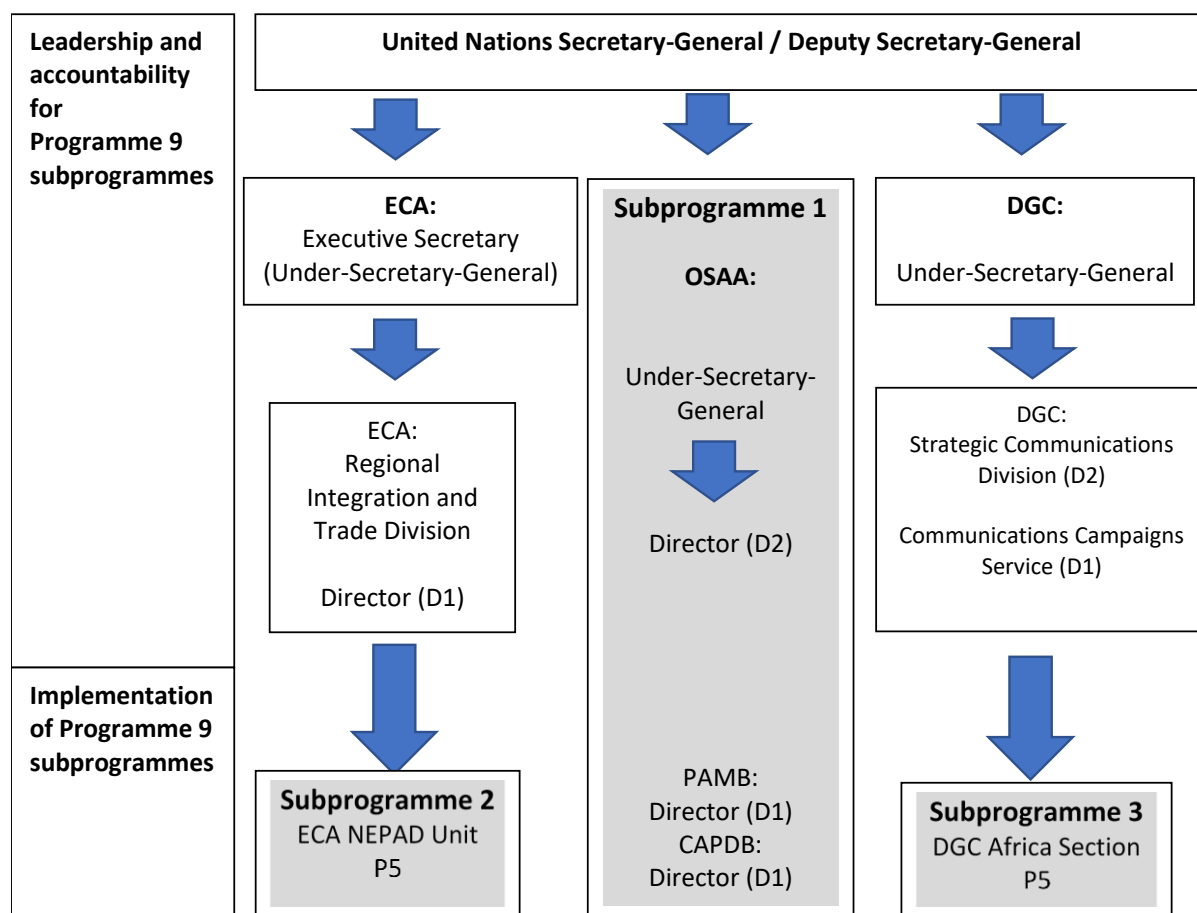


- a. **IDTFAA:** OSAA convenes the task force of United Nations agencies at principal and technical levels to ensure coherence and an integrated approach for the United Nations support to Africa. The 2018 United Nations-African Union (UN-AU) Framework for the Implementation of Agenda 2063 required the task force to convene at least annually to adopt joint workplans and review implementation progress with Pan-African institutions (see Table 5).
- b. **RCM-Africa:** ECA-NEPAD Unit convenes the mechanism for United Nations system wide coordination and cooperation at the regional and subregional levels in support of the African Union and Agenda 2063. The RCM-Africa is organized into nine clusters aligned to African Union priorities, with each cluster co-convened by an African Union Commission department and a United Nations agency. Collaborating with the RECs, at the subregional level, ECA convenes four Subregional Coordination Mechanisms (SRCM) for Eastern/ Southern, Central, North, and West Africa.

### Programme structure

8. Subprogramme 1 (OSAA) comprised two branches – the Policy Analysis and Monitoring Branch (PAMB) and the Coordination, Advocacy and Programme Development Branch (CAPDB). OSAA was headed by an Under-Secretary-General, appointed as the Special Adviser on Africa, who reports directly to the Secretary-General. During the evaluation period, OSAA was managed by an acting Under-Secretary-General (2017-2018), followed by a newly appointed Under-Secretary-General from April 2018 to present.
9. Subprogramme 2 (ECA-NEPAD Unit) staff are based in Addis Ababa and report to the Director of the Regional Integration and Trade Division (RITD) in ECA.
10. Subprogramme 3 (DGC-Africa Section) staff report to the Africa Section of the Strategic Communications Division of DGC in New York.
11. As shown in Figure 1, both ECA and DGC subprogramme accountabilities rest with their respective Under-Secretary-Generals, with no reporting lines to each other and to OSAA.

**Figure 1: Programme 9 Organizational Structure (2018-19)**



*Notes: shaded boxes indicate Programme 9; arrows indicate leadership and accountability lines*

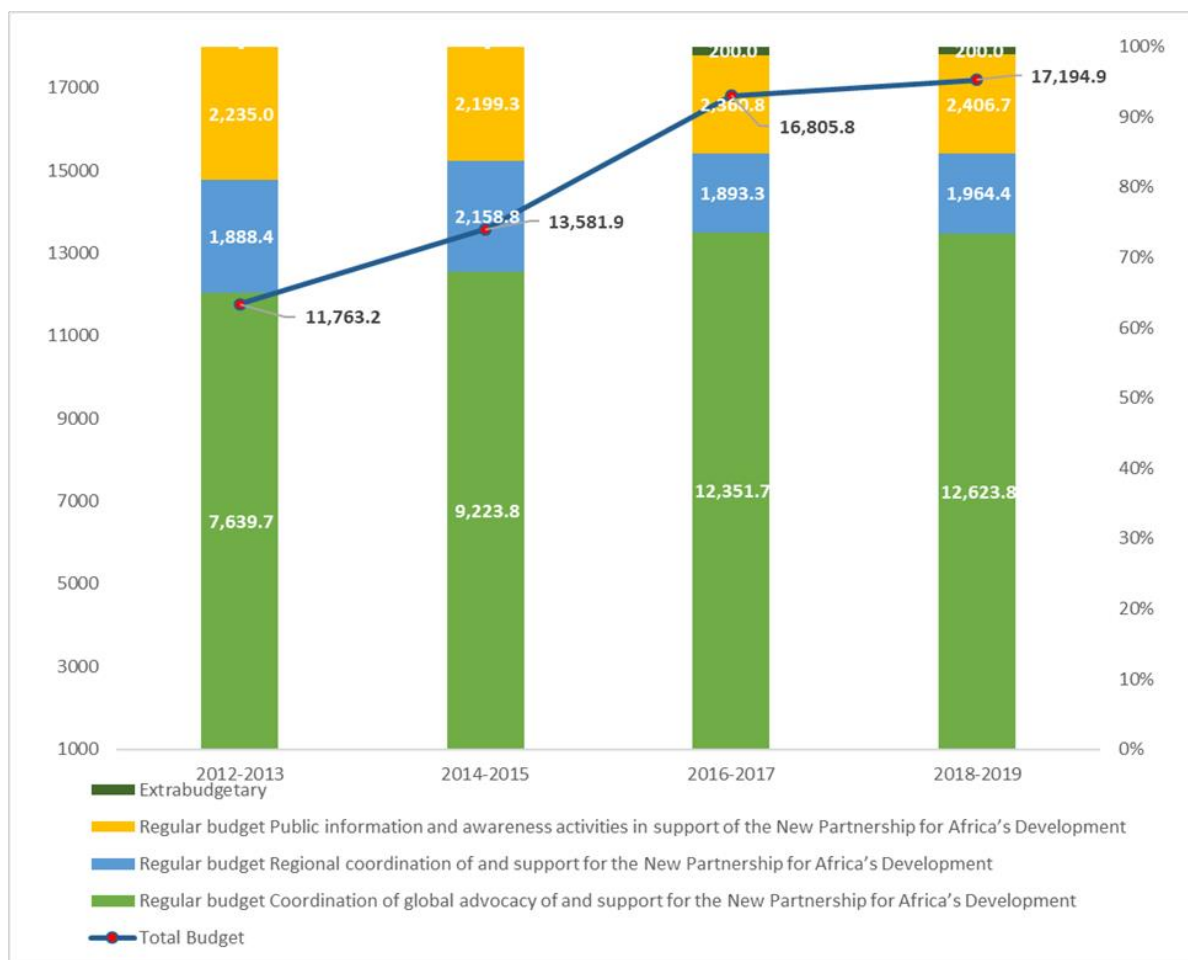
## Governance

12. The Committee for Programme and Coordination is the governing body to which Programme 9 presents its mandated report on NEPAD implementation progress and Coordination of United Nations support to NEPAD, in addition to its strategic framework. Meanwhile, the report on progress on the implementation of NEPAD is submitted to the General Assembly directly.

## Resources

13. Programme 9 receives 0.3 per cent of the 2018-2019 regular budget of the United Nations Secretariat. Figure 2 presents the proposed biennial budget estimates for the period covering 2012-2013 to 2018-2019.

**Figure 2: Proposed Programme Budgets 2012-2019: United Nations Support to NEPAD in \$000s**



Source: Proposed Programme Budgets A/72/6 (Sect. 11), A/70/6 (sect.11)

14. Table 3 provides the distribution and vacancy rate for each Programme 9 subprogramme in 2019.

**Table 3: Budgeted vs Actual Programme 9 posts by subprogramme 2018-2019**

		SP1: OSAA		SP2: ECA NEPAD Unit		SP3: DGC Africa Section	
		Budgeted	Actual	Budgeted	Actual	Budgeted	Actual
Professional and higher	USG	1	1	-	-	-	-
	D-2	1	1	-	-	-	-
	D-1	2	2	-	-	-	-
	P-5	4	3	1	1	1	1
	P-4/3	16	15	3	1	3	3
	P-2/1	1	0	-	-	-	-
General Service	All	6	5	1	1	3	3
<b>Total</b>		<b>31</b>	<b>27</b>	<b>5</b>	<b>3</b>	<b>7</b>	<b>7</b>
<b>Vacancy rate</b>		<b>12.9%</b>		<b>40%</b>		<b>0%</b>	

Source: UMOJA, and verified with interviews

## Operating Context

15. **Focus on Africa:** The United Nations has historically provided special attention to the African continent. Following the 2002 request for the General Assembly to support the NEPAD,<sup>4</sup> the Secretary-General emphasized that Africa will remain a cross-cutting priority and the General Assembly will continue to address development in the region.<sup>5</sup> In the 2012 Rio+20 Conference<sup>6</sup>, the General Assembly resolved to advance sustainable development, particularly in Africa, through the achievement of the Sustainable Development Goals.<sup>7</sup>

16. **Moving to Agenda 2063:** The NEPAD framework was developed by the African Union and adopted in 2001 as the programme for implementing the development agenda in Africa.<sup>8</sup> In 2015, the African Union adopted Agenda 2063 as its overarching development framework, effectively subsuming the NEPAD agenda.<sup>9</sup>

17. **African Union reforms:** To more efficiently deliver on the commitments of Agenda 2063, the African Union was reformed in 2018.<sup>10</sup> This included bringing the AUDA-NEPAD (renaming the NEPAD Planning and Coordination Agency) and African Peer Review Mechanism (APRM) into the African Union Commission as regular budget agencies and empowering the Regional Economic Communities (RECs) to deliver on regional integration priorities of the African Union. This was intended to help the African Union address the systemic aspects of achieving Agenda 2063, and to focus on integrated continental approaches.<sup>11</sup>

18. **United Nations reforms:** The United Nations development pillar reform aimed at improving coordination in the regions, one of the key aspects of Programme 9. Chief among these reforms were: a) a renewed Resident Coordinator system with enhanced accountability for country outcomes through the Regional-United Nations Sustainable Development Group (UNSDG) and United Nations Country Teams;<sup>12</sup> b) unified mechanisms for coordination of agencies working in each region through a regional collaborative platform that will absorb the RCM and R-UNSDG mechanisms;<sup>13</sup> and c) enhanced and mutually reinforcing partnerships with the African Union by operationalizing UN-AU partnerships described in the Joint Agreements on Peace and Security (2017) and Implementation of Agenda 2063 (2018) and the 2030 Agenda, including a revitalized IDTFAA.<sup>14</sup>

19. The figure below presents a timeline of relevant events:

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<sup>4</sup> A/RES/57/7

<sup>5</sup> The report stated that it is essential that international and United Nations support be promoted and monitored to ensure appropriate attention is focused on Africa.

<sup>6</sup> United Nations Conference on Sustainable Development Rio+20.

<sup>7</sup> United Nations. 2012. The Future We Want, para 35

<sup>8</sup> NEPAD in brief. AU. <https://www.nepad.org/publication/nepad-brief>

<sup>9</sup> NEPAD in brief. AU. <https://www.nepad.org/publication/nepad-brief>

<sup>10</sup> AU Reforms. Operational Effectiveness and Efficiency. <https://au.int/AUReforms/efficiency>

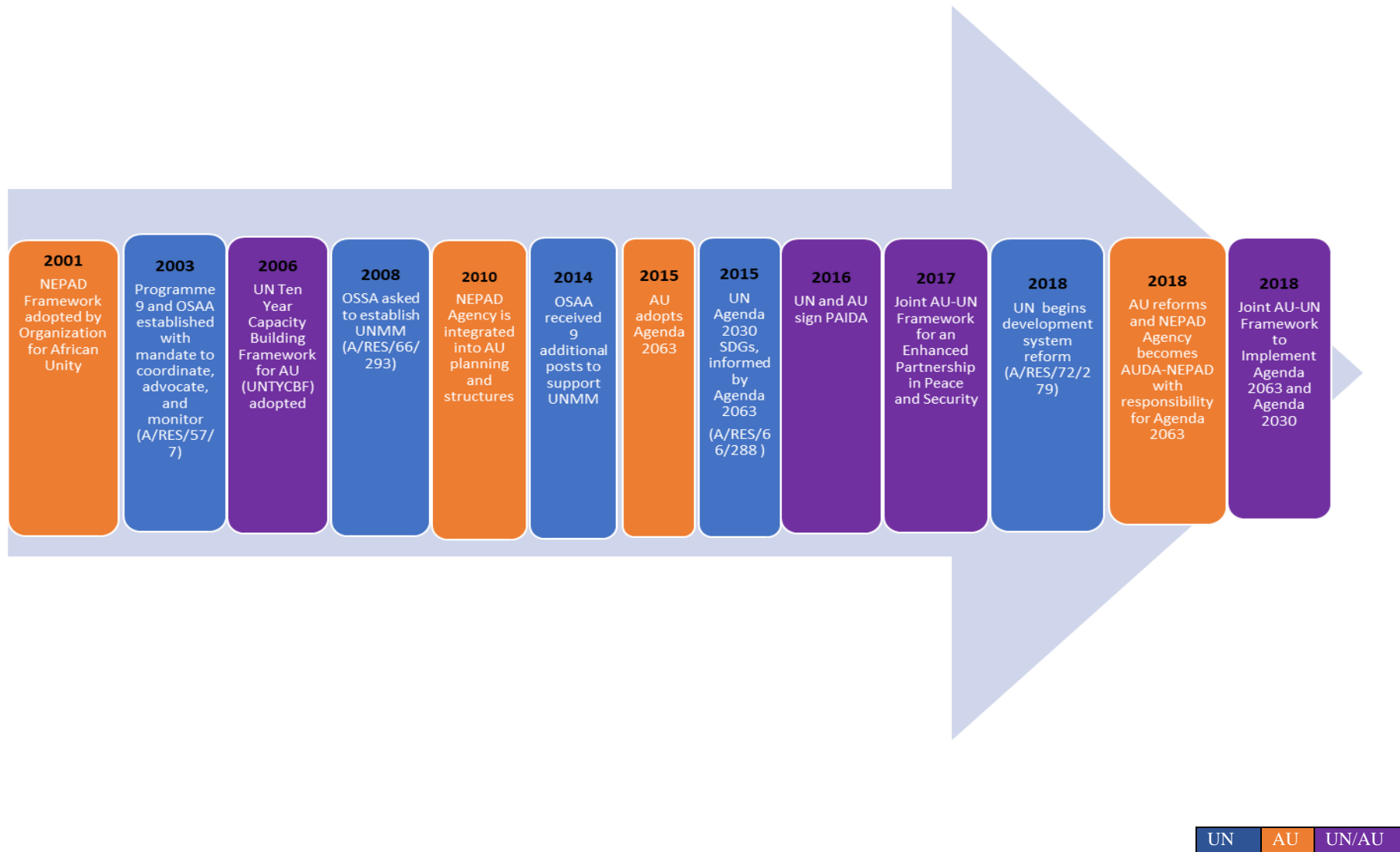
<sup>11</sup> AUDA-NEPAD. Draft Strategic Plan 2019-2023., p.10

<sup>12</sup> [A/74/73](#) (Implementation of GA resolution 71/243 on the quadrennial comprehensive review of operational activities for development of the UN system 2019) (para 10)

<sup>13</sup> [A/74/73](#) (Implementation of GA resolution 71/243 on the quadrennial comprehensive review of operational activities for development of the UN system 2019) para 110

<sup>14</sup> Ibid (para 157)

**Figure 3: Evolution of United Nations Support to NEPAD and Agenda 2063**



## Evaluation Scope and Methodology

20. The evaluation assessed the activities of Programme 9, from 2016 to 2019, using the criteria of relevance, effectiveness and efficiency.

21. The evaluation used a mixed-method approach, comprising:

- a. Structured document reviews of workplans, Secretary-General's Reports (4), Africa Renewal Magazines (11 issues), Expert Group Meetings (16).
- b. Case studies of the RCM-Africa and United Nations Monitoring Mechanism (UNMM).
- c. Direct observations of meetings and advocacy events including RCM-Africa sessions/meetings (25-26 September); Africa Dialogue Series (21-23 May); selected High-Level Political Forum events (9-19 July) including Africa Day (17 July); OSAA daily office activities (July-August) including OSAA internal meetings.
- d. Interviews with Programme 9 staff at OSAA, ECA and DGC (33), as well as key stakeholders within the United Nations (including members of RCM-Africa and IDTFAA) (46), the African Union Commission, AUDA-NEPAD, APRM, and RECs (30), United Nations Information Centre (1), a OSAA key expert stakeholder (1) and African Group of Member States (3).
- e. Surveys of target groups were also conducted, as presented below:

**Table 4: Survey response information**

Stakeholder Group	Number of survey respondents	Survey response rate
Programme 9 staff	36	90%
United Nations stakeholders	83	83%
African Union stakeholders	28	28%
African Group - Permanent Representatives	11	20%
Total	158	--

### III. Evaluation Results

- A. Programme 9 continues to be relevant due to its intended unique value added in facilitating United Nations support for Africa's development and the demand for its services remains significant; however, it lacked a relevant implementation strategy with clear accountability mechanisms to make it fit for purpose

*Programme 9 advocacy, coordination and monitoring activities in support to Africa's development continue to be relevant and feature regularly in United Nations resolutions and agreements*

22. Programme 9 was initially mandated to ensure a coherent response in coordinating the United Nations activities for Africa at the global, regional and national levels.<sup>15</sup> Its unique value-added was to advocate for coordinated support to Africa's development.<sup>16</sup> Resolutions and subsequent UN-AU frameworks reaffirmed the need for a programme to facilitate a coordinated and coherent response in support for Agenda 2030 and 2063 for Africa and to address the nexus between peace, security and development. Collectively, these resolutions emphasized the key role played by Programme 9 in working with the African Union institutions. The major resolutions and frameworks that validate Programme 9 continued relevance are listed in Table 5.

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<sup>15</sup> A/RES/57/7 para 31

<sup>16</sup> A/65/6 para 9.4

**Table 5: Major resolutions and frameworks for United Nations support to Africa**

Documentation	Dates	Specific to Programme 9
A/RES/57/7	20 Nov 2002	- ensure a coherent response in coordinating the United Nations activities, advocacy and public information for Africa
A/57/387 and Corr.1	9 Sept 2002	- International and United Nations support promoted and monitored to ensure appropriate attention is focused on Africa
A/RES/58/271A-C endorsing the proposed Budget for UN support to NEPAD A/58/6 (Sect 11) Para 11.7/8	27 March 2003	- to raise international awareness, mobilize and monitor the international community including the United Nations system for the implementation of the NEPAD with a coordinated and effective response by the United Nations system in support of African development
UN Ten Year Capacity Building Programme for the AU A/61/630	12 December 2006	- United Nations capacity building support to African Union activities to cover a broader spectrum of work given the expanded mandate of the African Union
A/RES/67/294 on report A/68/506 - Strengthening OSAA	13 September 2013	- requests the Secretary-General to take measures to strengthen the OSAA to enable it to effectively fulfill its mandate, including monitoring and reporting on progress related to meeting the special needs of Africa and coordinating the IDTFAA, and to ensure a coherent and integrated approach for United Nations support for Africa (para. 54)
Framework for UN-AU Partnership on Africa's Integration and Development Agenda 2017-2027 (PAIDA)	March 2017	- OSAA will continue its global advocacy and policy advisory activities on behalf of the African Union, the NEPAD Agency and the RECs. - RCM-Africa will be responsible for the delivery of programmes through the activities of its clusters
Joint UN-AU Framework for Enhanced Partnership in Peace and Security (Para IV, 1-4)	19 April 2017	- hold periodic joint discussions, involving experts and practitioners, on the root cause of conflict in Africa and how to address them - share and discuss early warning analysis, including emerging human rights issues, from all relevant sources - hold annual UN-AU meetings with the African Union, United Nations, RECs and RCMs to discuss country-specific situations / collaborate in preventing and resolving conflict
UN-AU Framework for the Implementation of Agenda 2063 and 2030 Agenda for Sustainable Development	27 January 2018	- hold annual meetings of the African Union and the United Nations and other relevant funds, programmes and specialized agencies of the United Nations system that are members of the IDTFAA to adopt joint workplans and review the implementation of previous ones.

23. In 2019, the United Nations System spent \$20 billion (40 per cent) of its \$50 billion funding in Africa, signaling that Africa is a significant priority for deployment of peace, security and development support.<sup>17</sup> Interviews with Programme 9 stakeholders<sup>18</sup> indicated that a coherent response and a coordinated approach to the United Nations activities in the region were more important than ever in the context of the 2030 and 2063 Agendas. Furthermore, they noted the need for a continued and enhanced advocacy role and public information activities in support of Africa's development. They also highlighted the strategic location of OSAA as a key link to United Nations headquarters global deliberations and the point of entry to the United Nations system for the African Union institutions, particularly AUDA-NEPAD.

<sup>17</sup> Annual Report of the SG 2019 <https://www.un.org/annualreport/files/2019/09/Annual-report-SG-2019-EN-Complete-Web.pdf>, p. 62

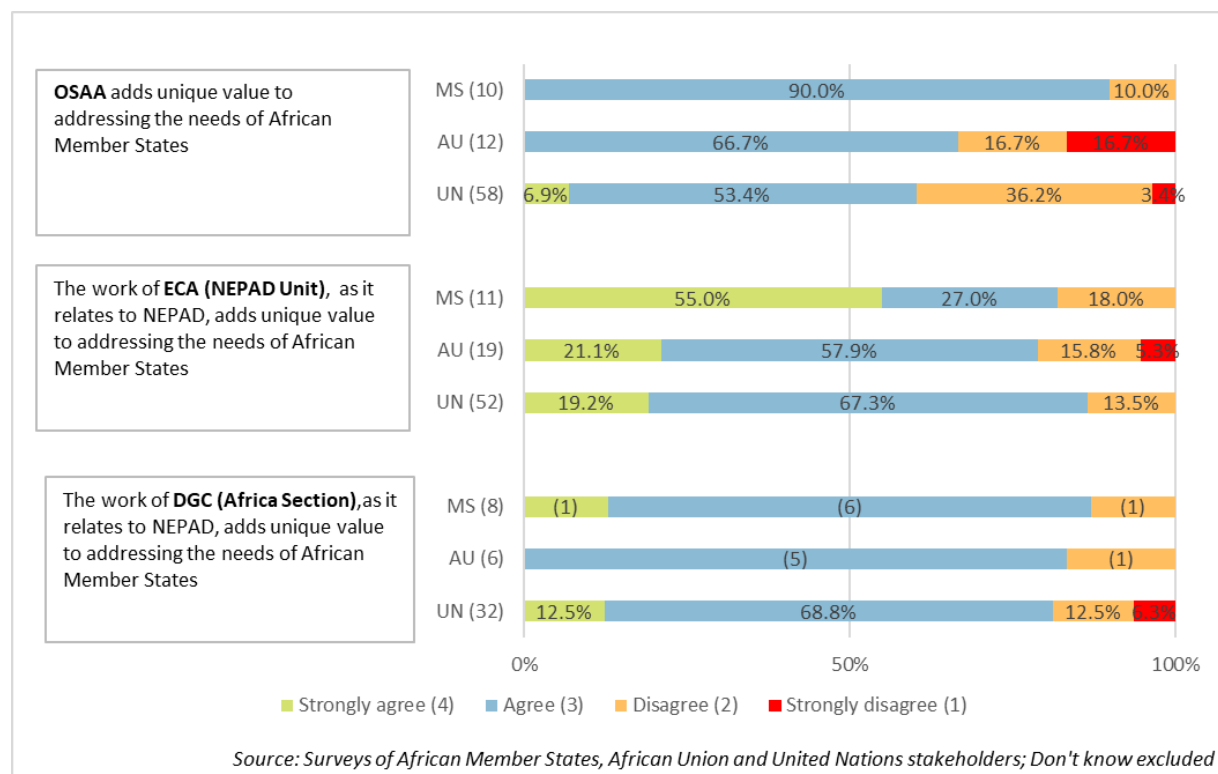
<sup>18</sup> Including the MS, AU, AUDA-NEPAD, APRM and RECs



24. Review of documents showed that there are no other United Nations programmes with a specific focus on the peace, security and development nexus in Africa. Interviewed staff confirmed that Programme 9 is the only programme with a mandate and potential to bring the United Nations system together through integrated perspectives and coherent support for Africa.

25. As shown in Figure 4, surveyed Member States, African Union, and United Nations stakeholders agreed that its three subprogrammes added unique value to addressing the needs of African Member States.

**Figure 4: Stakeholder assessment of Programme 9 value-added to Africa’s development**



26. Interviews and results from surveys of stakeholders confirmed that the United Nations support for Africa’s development continues to be an important component to facilitating the achievement of the development agenda of the Continent. The majority of both African Union and Programme 9 staff (52.2 and 72.4 per cent respectively) surveyed indicated that the mandate is highly relevant. Conversely, 38.2 per cent of United Nations stakeholders indicated that the mandate was only somewhat relevant, and 21 per cent indicated that it was not relevant.

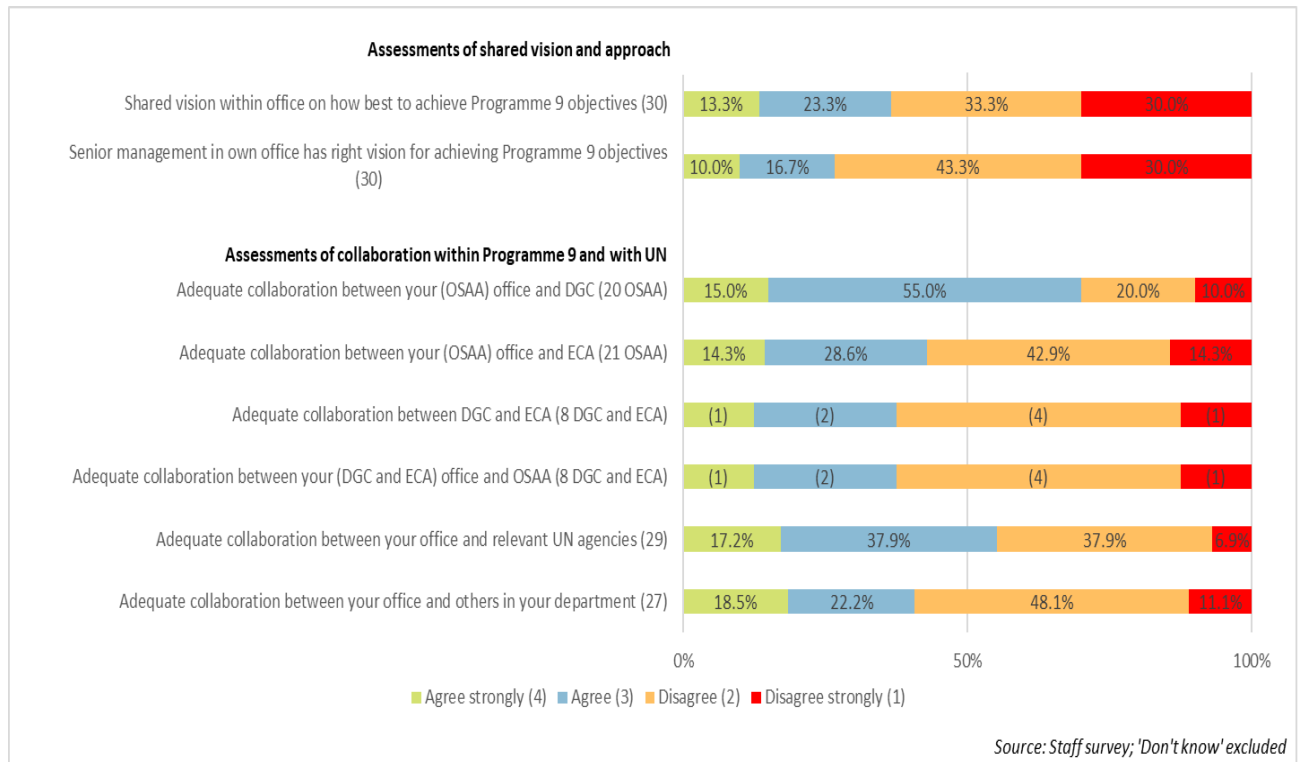
*Programme 9 lacked a relevant implementation strategy with clear accountability mechanisms to guide the three-pronged structure*

27. While the three-pronged structure of Programme 9 situated the various activities of the programme within the United Nations departments that are best placed to deliver them (OSAA, ECA and DGC), it has also presented challenges in terms of programme governance and coordination.<sup>19</sup> Review of planning documents and staff and stakeholder interviews confirmed that the three entities continued to operate in silos and delivered subprogramme activities in a fragmented manner. The subprogrammes’ strategic frameworks and budgets were developed in isolation from each other,

<sup>19</sup> Also, an observation of the 2008 OIOS Evaluation of OSAA and OHRLLS E/AC.51/2009/2

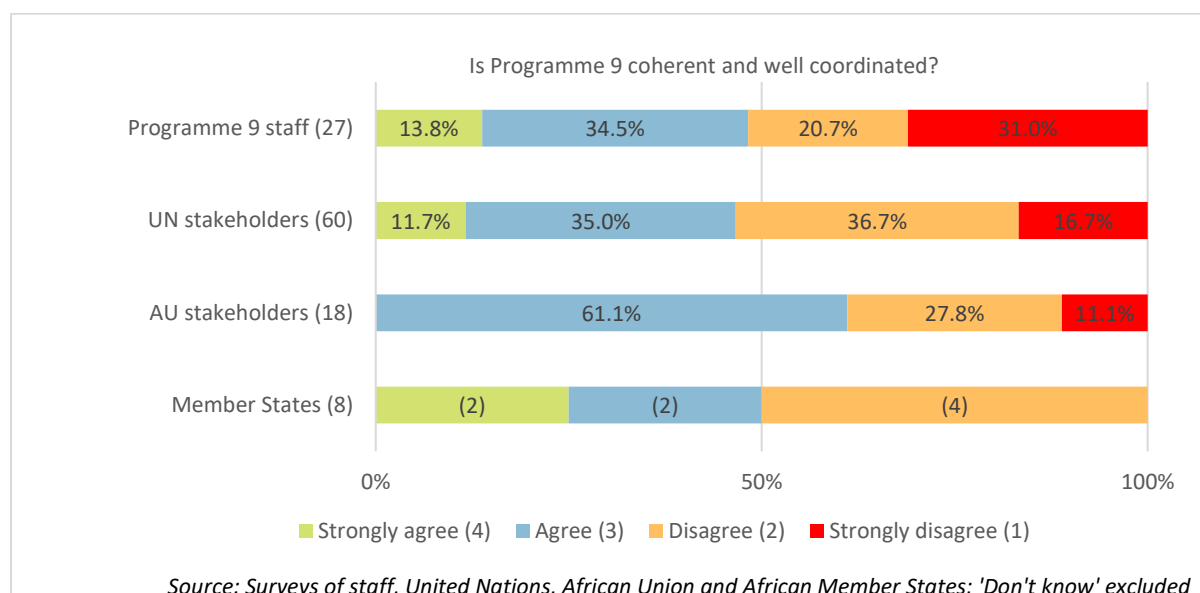
which OSAA then consolidated and presented for approval. There was no institutionalized joint strategic planning, nor was there a coordinated and focused programme of work or joint strategy based on the priorities of the African Union for Africa’s development. Figure 5 illustrates this challenge, where two-thirds of staff reported a lack of coherence and shared vision among the three subprogrammes. Programme 9 staff indicated strongest collaboration between OSAA and DGC-Africa Section (70.0 per cent) and weakest between DGC and ECA and between OSAA and the other two Programme 9 departments, with only 26.7 per cent agreeing that senior managers had the right vision for achieving Programme 9 objectives.

**Figure 5: Programme 9 staff assessment of vision and collaboration**



28. Most staff and stakeholders experienced a disconnected programme with limited coherence across the OSAA, ECA-NEPAD Unit and DGC-Africa Section led subprogrammes. Only 48.3 per cent of surveyed staff and fewer than 50 per cent of most stakeholder groups agreed or strongly agreed that Programme 9 approach was coherent and well-coordinated (Figure 6). Staff and stakeholders suggested that closer collaboration and better alignment across subprogrammes to ensure activities were complimentary was needed to add further value.

**Figure 6: Stakeholder and staff assessment of Programme 9 coherence and coordination**



29. Surveyed African Member States representatives, Pan-African institution stakeholders, United Nations stakeholders and Programme 9 staff indicated that basic priorities and needs were responded to in terms of covering relevant subject matters, producing reports, and holding meetings. However, most interviewed stakeholders saw opportunities to significantly improve the achievement of results through closer collaboration on development priorities. This was particularly true of OSAA, as stakeholders could not see a clear benefit to Africa’s development agenda arising from OSAA advocacy work.

*Programme 9 was unable to keep pace with new developments and reforms*

30. Review of OSAA workplans and communication planning documents indicated that these were developed in isolation from key stakeholders at AUDA-NEPAD, APRM, the African Union Commission, United Nations partner agencies, and African Member States resulting in the inability of the Programme to keep pace with new developments and reforms. This rendered them less strategic and inadequately focused on results as the programme focused on activities without articulating outcomes and did not assign responsibility or resources. These stakeholders suggested that Programme 9 was not sufficiently strategic in consulting with them to advocate effectively.

31. Interviewees noted that, while they were occasionally consulted on specific events (e.g. Africa Week), this consultation had decreased over 2018 and 2019 and there was never consultation for input during the programme’s strategic planning. To compound this, stakeholders and Programme 9 staff expressed concerns that the programme’s mandate on United Nations support to NEPAD was interpreted too narrowly as specific support to the NEPAD Planning and Coordination Agency itself rather than the overall Africa development framework and may not have kept current with the reforms at the African Union and the ensuing transformations. Indeed, the current mandate did not fully reflect the evolution of Africa’s development priorities through Agenda 2063 as the overarching development framework, and the associated change to AUDA-NEPAD. Furthermore, the impact of programme activities on Africa’s current development priorities (as shown in Result B) was at times unclear and may have been perceived as less relevant.

- B. Programme 9 mostly delivered on planned advocacy activities. However, results in terms of increased international support for Africa’s development were unclear due to the lack of a strategy

*The effectiveness of OSAA advocacy activities was limited by weak follow-up and a lack of an advocacy strategy.*

32. Review of workplans showed that subprogrammes mostly delivered on their planned activities. However, as seen in Table 2, the number of advocacy outputs delivered by OSAA, the subprogramme lead for advocacy, declined substantially during 2018-2019.

33. Review of planning documents and stakeholder interviews indicated that themes of key OSAA advocacy events were aligned well with broad themes of the African Union, AUDA-NEPAD, and Agenda 2063. Stakeholders often noted that events were well organized in terms of logistics, travel, and the programme/agenda. However, stakeholders and staff provided numerous examples of well-organized events that were not explicitly connected to a strategy for results.<sup>20</sup> For example, as co-organizer of Tokyo International Conference on African Development (TICAD), OSAA provided comments on plenary documents, provided advice in meetings, attended TICAD conferences and planning meetings and helped with reaching consensus. However, Pan-African institutional stakeholders were unsure what outcomes were pursued by OSAA on their behalf in participating in TICAD. Not having a deliberate strategy limited the impact of TICAD advocacy activities.

34. In addition, review of documents from OSAA major activities, as well as interviews with stakeholders and staff, showed limited follow-up after the events.<sup>21</sup> Stakeholders and staff noted that a deliberate strategy, developed in consultation with stakeholders, was absent, which was a critical component to guide events planning and follow through in order to better support Africa’s development.

35. Document review also showed that the Africa Week, and Africa Dialogue Series (ADS) were supported with communications strategies from DGC Africa Section, and along with Expert Group Meetings (EGM)s had concept notes that articulated meeting goals, most with outcome documents. However, none of these events demonstrated follow-up on recommendations made, and no communications strategies were created for the results of EGMs. Outcome documents showed that most policy recommendations were written with unspecific language that did not identify implementing actors, or timeframes to achieve the intended results. Where recommendations identified actors, they were almost always at a very high level.<sup>22</sup> Moreover, EGMs where OSAA had control over actions to be taken were not always followed up.<sup>23</sup> Surveyed stakeholders aware of, or

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<sup>20</sup> Examples of advocacy not connected to strategy: EGMs that take place but do not support programme delivery for the AU; participants invited to events without input into the agenda; presentations delivered by OSAA but not tied to a wider programme of work

<sup>21</sup> Examples of no follow-up: Africa Senior Media Dialogue Series 2017, commitment at EGM in 2016 to strengthen IDTFAA, participants to the EGM on the role of Early Warning in Silencing the Guns (July 2017) strongly recommended a follow-up EGM in 2018 to review progress on implementation of the recommendations from this meeting which never took place; The 2017 EGM on Stabilizing long term peacebuilding and development asked OSAA to support establishment of African Research Network on Peace Security and Development Nexus which never took place.

<sup>22</sup> such as “the United Nations”, or the “African Union”.

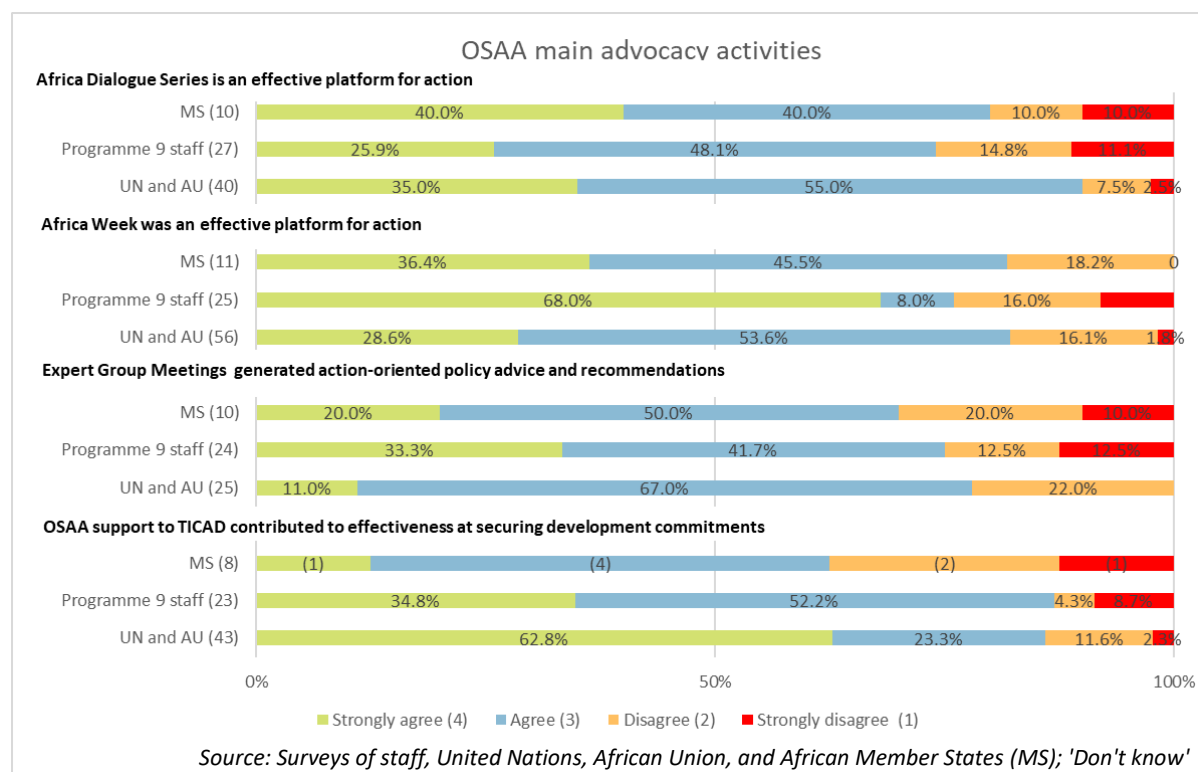
<sup>23</sup> Some examples of activities with no follow up: a. OSAA in 2016 committed at an EGM to “strengthen UN mechanisms mandated to mobilize international support, advocate for Africa’s development objectives, and strengthen UN coordinated and integrated support...including the IDTFAA.”; b. The EGM on the role of Early Warning in Silencing the Guns (July 2017) recommended a follow-up EGM in 2018 to review progress on implementation of the recommendations; c. The Africa Senior Media Dialogue Series held until 2017 was often noted as a successful advocacy event because it built momentum from

having participated in OSAA events, and staff involved in planning, indicated that follow-up and transmittal of outcome documents was inconsistently done.<sup>24</sup>

*Advocacy activities were seen positively by stakeholders, but had limited expectations, visibility and outcomes*

36. The main advocacy events delivered by OSAA - the Africa Week, ADS, EGMs, and co-sponsoring the TICAD - were considered by most stakeholders to be effective platforms for advocating development, peace and security issues. Surveyed stakeholders (Figure 7) provided mainly positive assessments of these platforms, though interviews revealed that expectations were generally low. The most frequently mentioned advocacy outcome by stakeholders was the connection of Agenda 2063 and Agenda 2030 in discussions with United Nations agencies and at intergovernmental bodies.<sup>25</sup> Others appreciated the opportunities to engage with African Union and United Nations stakeholders on relevant issues. That said, the value of these events was frequently described as potential rather than realized, with few stakeholders being able to identify specific outcomes resulting from OSAA advocacy work.

**Figure 7: Stakeholders and staff assessments of Africa Week, Africa Dialogue Series, EGMs and TICAD**



previous events and agreements, though OSAA did not follow up on agreements, and commitments to organize further EGMs and prepare MoUs.

<sup>24</sup> Observations of the May 2019 Africa Dialogue Series confirmed that this was a concern of participants, and the outcome document for that event had not been published at the time of writing

<sup>25</sup> Observation of the HLPF “Empowering people and ensuring inclusiveness and equality” held from 9 - 19 July 2019 in New York indicated little or no OSAA staff in attendance or discussions on advocacy on behalf of Africa’s agenda.

*DGC-Africa Section Africa Renewal Magazine was seen positively by audience and stakeholders, though disconnected from a programme advocacy strategy*

37. Africa Renewal Magazine produced by DGC-Africa Section (subprogramme 3) was intended to raise international awareness of development issues in Africa among the magazine’s audience. Respondents to a DGC-Africa Section administered November 2019 survey of subscribers to the online content reported the magazine to be credible (74 per cent), and that it contributed to actions such as seeking more information (55 per cent) and sharing articles with others (42 per cent).

38. Article reprint data from DGC-Africa Section (Table 6) showed that the reach of the magazine went beyond the initial publication.

**Table 6: Africa Renewal Magazine Article Reprints 2016 to 2019**

Year	# of articles	# republished	# of media outlets	# of countries
2016	49	558	247	28
2017	131	1,307	526	55
2018	86	1,158	455	49
2019	95	904	346	40
<b>TOTAL</b>	<b>361</b>	<b>3,927</b>	<b>1,574</b>	<b>172</b>

Source: DGC Africa Section

39. Review of the magazine content in Table 7 showed that it was broadly relevant to the institutional priorities of African Union Commission and AUDA-NEPAD framework and had increasing focus on youth and gender issues. In terms of geographic coverage, articles were largely focused on Nigeria, South Africa and Kenya.<sup>26</sup>

**Table 7: Africa Renewal Magazine article review against AUDA-NEPAD priority areas**

Year	Cross cutting issues		AUDA-NEPAD Framework Priorities			
	Youth	Gender	Human Capital development (other skill development)	Regional integration, infrastructure and trade	Natural resource governance and food security	Industrial, science, technology and innovation
2016	4	7	6	5	7	3
2017	8	14	1	9	11	10
2018	4	9	3	3	6	5
2019*	11	13	3	10	8	3
<b>TOTAL</b>	<b>27</b>	<b>43</b>	<b>13</b>	<b>27</b>	<b>32</b>	<b>21</b>

Source: [Articles reviewed by OIOS](#)/ \* August 2019

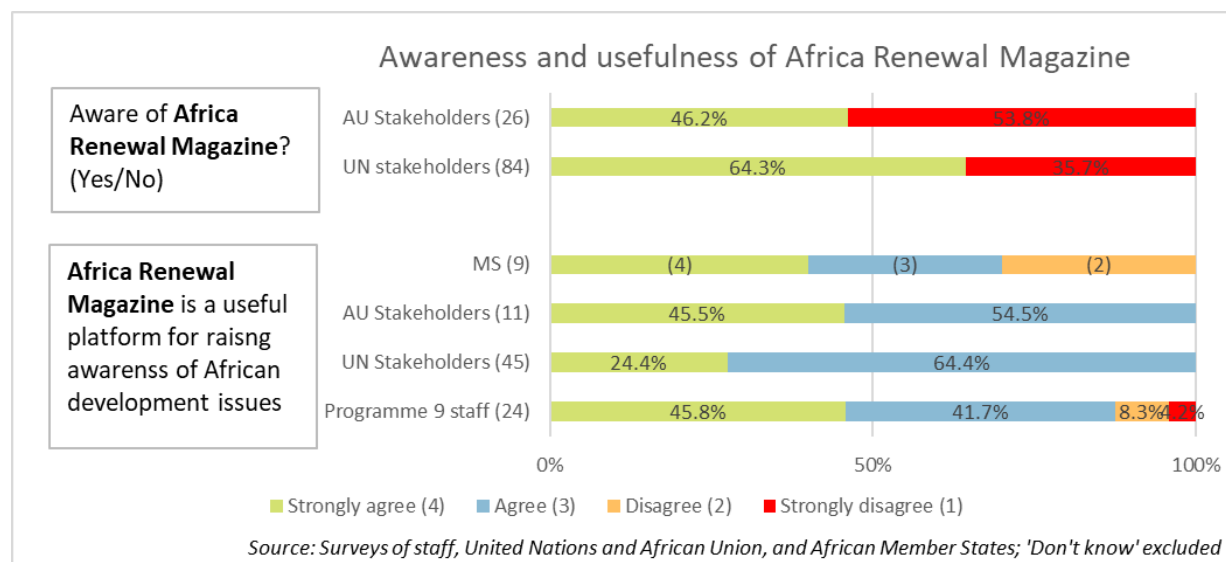
40. The broad alignment to NEPAD priorities notwithstanding, Africa Renewal Magazine content was not connected to a broader Programme 9 advocacy strategy and engagement by the DGC-Africa Section with key Programme 9 stakeholders was insufficient to realize its full potential. Nearly all indicated that it was not clear how the content of Africa Renewal was supporting Programme 9 goals. Most stakeholders were unaware that it was connected to the work of its key stakeholder NEPAD now

<sup>26</sup> The following countries were specifically mentioned in magazine articles from 2016 to April 2019: Nigeria: 39, South Africa: 37; Kenya: 36; Ghana: 23; Uganda: 18; Rwanda: 14; Ethiopia: 14; Liberia: 12; Zimbabwe: 10; DRC: 9.

AUDA-NEPAD, or the other subprogrammes OSAA or ECA-NEPAD Unit. Interviewed staff confirmed that connections to similar priorities between the three subprogrammes were ad-hoc.

41. Overall, Africa Renewal Magazine was seen positively by stakeholders in terms of story quality and relevance of development issues. Majorities of surveyed and interviewed United Nations and Pan-African institution stakeholders who were aware of the magazine assessed it as a useful platform for advocacy (Figure 8). Although, only 46.2 per cent of surveyed African Union stakeholders surveyed were aware of the magazine.

**Figure 8: Stakeholders and staff assessments of Africa Renewal Magazine**



C. OSAA reliably delivered mandated Secretary-General reports, but their limited utility, the lack of a mechanism to monitor commitments to Africa over time, and a weak capacity to provide advice fell short of expectations

*Secretary-General reports were produced on time and facilitated Member State deliberations, but with mixed results*

42. OSAA produced their mandated Secretary-General reports in support of Member State deliberations on Africa’s development, peace and security and to track the United Nations, international and African Member States support to NEPAD. During the evaluation period, all fourteen<sup>27</sup> reports were submitted and issued on time. Surveyed stakeholders considered these reports to be broadly useful to their work (Figure 9). However, follow-up interviews and further document review confirmed a more limited utility to these reports.

43. Review of Secretary-General reports and associated resolutions revealed issues that may have affected the utility of the reports and their potential to add-value for Africa's development:

**a. Weak calls to action in recommendations:**

<sup>27</sup> Three annual reports and one every biennium for the period 2016-2019.

- i. There was little evidence of recommendations being used by any United Nations entities. Stakeholders corroborated this.<sup>28</sup>
- ii. Secretary-General reports had un-actionable language.<sup>29</sup>
- iii. Recommendations were very high-level, general and addressed wide thematic areas.<sup>30</sup>

**b. Repetition:**

- i. Data were repeated<sup>31</sup> in reports on consolidated implementation and international support to NEPAD and on the thematic areas selected for the UNMM reports.
- ii. Approximately 33 per cent repetition between the report of the Secretary-General on causes of conflict, drafted by OSAA, and the report on the partnership between the United Nations and the African Union on issues of peace and security, drafted by DPPA-DPO (S/2019/759) mostly on references to peacekeeping missions, regional offices and United Nations Office to the African Union.
- iii. Secretary-General reports had several recommendations that repeated from year to year.

**c. Aggregation of information and some analysis, but not connected to strategy:**

- i. OSAA acted as an aggregator of information from different sources and aligned these to themes selected based on the African Union theme of the year. However, beyond that, the comparative advantage of OSAA writing the Causes of Conflict and UNMM reports remained unclear as OSAA did not have a strategy for advocating on the issues identified in the reports.
- ii. Stakeholders, including Member States, and some staff suggested that there was no clear strategy on how to enhance the utility of these reports.

44. As noted, while the reports were generally well received among surveyed stakeholders (Figure 9), it was clear from interviews that no higher-level outcomes had resulted from them, as expectations for outcomes were low. Interviews with these stakeholders confirmed the reports had limited utility to them other than the recognition that they were prepared and facilitated the discussion around those issues. Among the concerns cited were perceptions that consultations were too narrow, and that the reports did not influence any follow-up action beyond the discussion and decisions taken through the intergovernmental process.

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<sup>28</sup> While the report on UN Support to NEPAD was endorsed by the General Assembly, there was lack of evidence of the recommendations being used for strategic planning purposes by any UN entity.

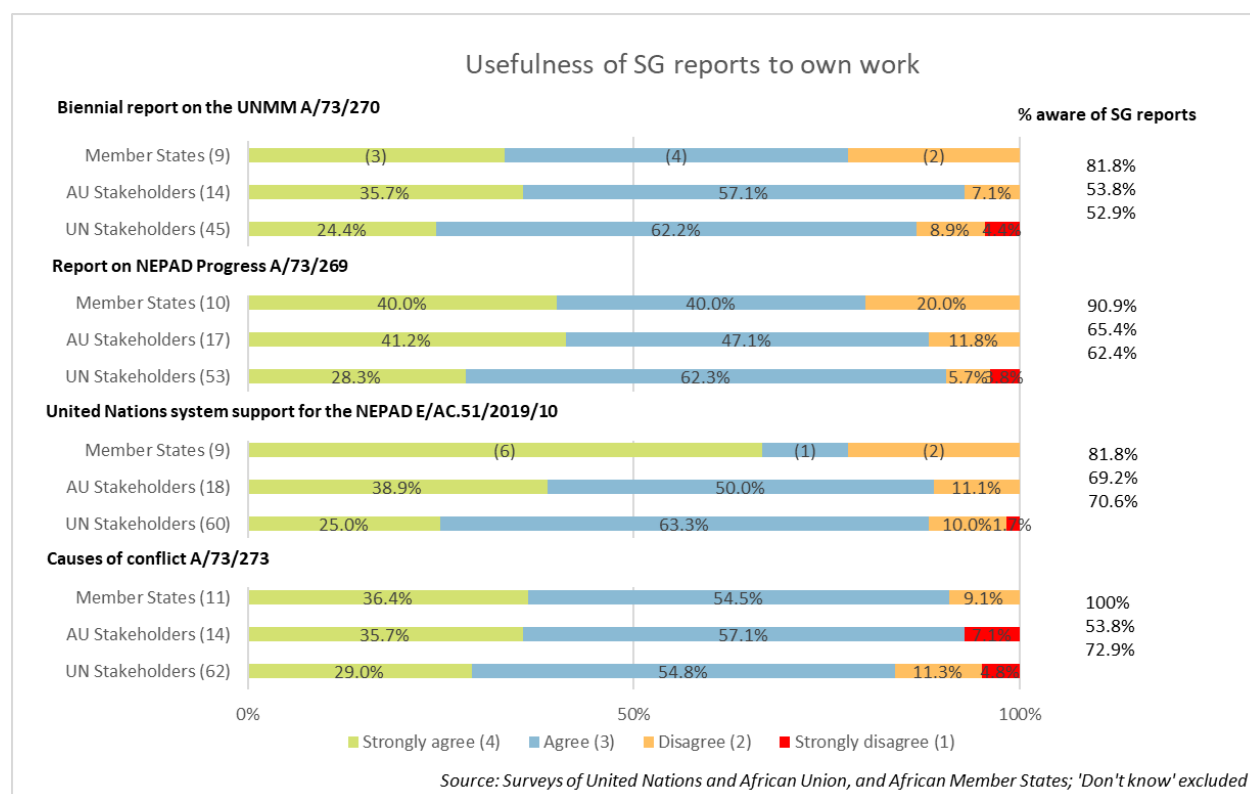
<sup>29</sup> The consolidated report on implementation and international support to NEPAD had annual resolutions which took note of progress reported in the Secretary General's report; at the same time most annual calls to action remained the same and there is no evidence of the report being used for any decision-making.

<sup>30</sup> E.g., "African countries should intensify efforts to mobilize more domestic financial resources from both public and private sources to help to finance infrastructure projects". (A/73/269)

<sup>31</sup> Both reports contained data related to ODA, debt, FDI, SSC, implementation of CAADP, Malabo declaration, countries joining the APRM and commitments of G7 and G20 countries to different areas.



**Figure 9: Stakeholders assessments of utility of the Secretary-General reports**



*OSAA reported development commitments via the United Nations Monitoring Mechanism biennial report; however, no mechanisms were in place to systematically track all commitments*

45. The General Assembly resolution (A/RES/66/293) called for a UNMM to review the commitments towards Africa; and to conduct a biennial review.<sup>32</sup> The objective was to have a mechanism that helped to mobilize resources, and ensure accountability<sup>33</sup> for results from both donors and African countries.<sup>34</sup> The specified requirements were: a) to show the impact of commitments using reliable and timely data, b) to build on existing mechanisms and to cover commitments by development partners and by African governments, and c) to motivate action for better delivery of commitments and thereby improve the development effectiveness for Africa.<sup>35</sup>

46. In response to its mandate, OSAA produced three UNMM reports.<sup>36</sup> In the first report OSAA attempted to document the establishment and operationalization of the UNMM.<sup>37</sup> However, the report did not provide salient details on the methods and the methodology to operationalize the

<sup>32</sup> A/RES/66/293, decision 1 “Decides to establish a United Nations monitoring mechanism to review commitments made towards Africa’s development...”; decision 2: “Also decides to conduct a biennial review under the aegis of the General Assembly in the context of its agenda item on the development of Africa”

<sup>33</sup> (a) efficient use and to mobilize resources and keep the political momentum for assistance; (b) demonstrate that the aid received is working, provided value for money and is yielding the expected results; and (c) there is an accountability mechanism where both providers and recipients are accountable to each other

<sup>34</sup> Par 18-21 A/65/165

<sup>35</sup> A/RES/66/293, decision points 1-6

<sup>36</sup> A/69/163 dated 28 July 2014; A/71/203 dated 23 July 2016; and A/73/270 dated 27 July 2018.

<sup>37</sup> A/69/163 Section II

UNMM.<sup>38</sup> OSAA decided to monitor development commitments for Africa by assessing a few themes in each report. The three reports focused on four thematic areas in each report as listed below in Table 8. However, the UNMM fell short of the mandate requirements and expectations to provide systematic monitoring.<sup>39</sup> No mechanism was established to systematically track all commitments made to Africa’s development. As such, the UNMM did not result in the establishment of a system for continuous tracking of commitments nor served as a catalyser to strengthen other OSAA functions such as identifying new and emerging issues and trends or producing analytical reports in support of its advisory role.

**Table 8: Thematic areas for the biennial reports**

2014	2016	2018
<ul style="list-style-type: none"> <li>a. Agriculture, Food Security and Nutrition</li> <li>b. Financing for Development</li> <li>c. Environmental Sustainability and Climate Change</li> <li>d. Good Governance</li> </ul>	<ul style="list-style-type: none"> <li>a. Infrastructure Development</li> <li>b. Gender and Women’s Empowerment</li> <li>c. Trade</li> <li>d. Achieving a Conflict Free Africa</li> </ul>	<ul style="list-style-type: none"> <li>a. Inclusive and sustainable industrialization and regional integration</li> <li>b. Health, and water and sanitation</li> <li>c. Climate change</li> <li>d. Finance and partnerships</li> </ul>

47. Review of the biennial reports showed the following challenges to an effective delivery of its monitoring mandate:

- a. **Selection of monitoring themes:** While biennial report topics were aligned to African Union themes and discussed with the IDTFAA, interviewed IDTFAA members and African Union stakeholders raised concerns about the topic selection process. OSAA could not show that a systematic procedure was followed covering all topics and emerging issues before its selection as final thematic areas.<sup>40</sup>
- b. **Review of existing monitoring mechanisms:** No evidence that a comprehensive review of existing mechanisms that tracked commitments made to Africa were used to provide reliable and timely data for the UNMM reports.<sup>41</sup> The 2018 report

<sup>38</sup> A/69/163 Section II

<sup>39</sup> prescribed in A/68/506 and A/RES/66/293

<sup>40</sup> OSAA consulted with the UN through the IDTFAA for data gathering and announcement of the themes, and conducted stakeholders’ meetings in Addis Ababa, Bangkok and Paris for the 2016 report and Midrand, Paris and Bangkok for the 2018 as well as conducted stakeholders’ surveys for the 2014, 2016 and 2018 biennial reports. While OSAA prepared detailed concept notes, they did not have the relevant information available on the processes, policies and context in which the UNMM was operationalized and could not substantiate with documentation that the requirements for the scope of the UNMM was adequately considered.

<sup>41</sup> The current approach did not ensure accountability of development partners or lead to follow-up actions. Furthermore, some mechanisms listed were no longer in use.

did not list any existing mechanisms,<sup>42</sup> while the 2014 and 2016 reports listed some.<sup>43</sup>

- c. **Unclear data sources in reports:** UNMM reports identified commitments; however, it was unclear what the data sources for those commitments were, which calls into question reliability and timeliness of the data. While OSAA held consultations with stakeholders and the IDTFAA and refers to reliable sources throughout some parts of the reports, review of these consultations could not be linked to specific commitments identified in the reports, nor was it clear which data came from which sources. Additionally, many of the commitments reported were unclear on where and when these commitments were made or how they would be operationalized. OSAA staff indicated that they in some cases relied on online searches for information, calling into question their verification and reliability.
- d. **Accountability for commitments:** The current approach did not actively monitor commitments to enforce accountability of development partners or lead to follow-up actions. Report recommendations resulted in little or no call to action by Member States with no evidence of the recommendations impacting Member State decision-making.<sup>44</sup>
- e. **Unclear use of UNMM resources:** To implement the monitoring mechanism, OSAA received nine posts in 2014.<sup>45</sup> OSAA could not substantiate that the staff hired to strengthen the monitoring mandate were fully utilized in the production of the UNMM biennial reports. For example, OSAA continued to hire consultants<sup>46</sup> to conduct stakeholder's consultations and to write the 2014 and 2016 reports. For the 2016 and 2018 biennial reports, OSAA incurred costs totalling \$493,336, including \$228,605 for consultant fees and travel.<sup>47</sup>

48. While all stakeholders surveyed saw the importance for monitoring commitments made to Africa, they were less positive with OSAA performance on monitoring these commitments (Figure 10).

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<sup>42</sup> OSAA could not provide sources for the actual data used in the UNMM reports or show where the information was held and that the data was analyzed, monitored and reported on had information available that covered all commitments to Africa. Furthermore, several listed sources were no longer traceable.

<sup>43</sup> For the 2014 report, indicated that it reviewed and synthesized the data and findings of more than 50 relevant existing monitoring mechanisms, including both global and regional mechanisms (see the report annex for the complete list). The 2016 report highlighted some important sources such as, the Mutual Review of Development Effectiveness in Africa: Promise and Performance 2015, African Peer Review Mechanism, the World Bank-International Monetary Fund global monitoring reports, the Africa Progress Panel Africa progress reports, the Development Support Monitor of the African Monitor, the International Aid Transparency Initiative, various accountability reports issued by the G-7 and the G-20 members on their development commitments towards Africa, and individual monitoring reports by the United Nations and the African Union as part of the implementation of frameworks for the selected themes.

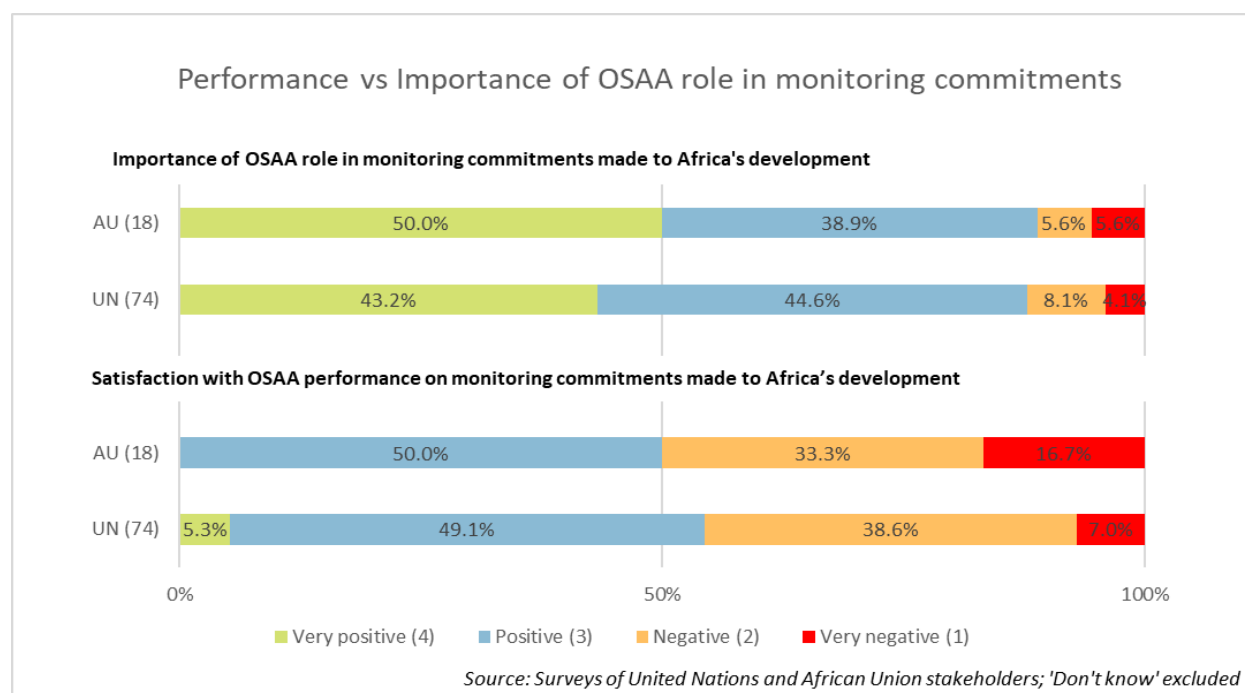
<sup>44</sup> This was corroborated with stakeholder interviews.

<sup>45</sup> Para 65 A/68/508 – approved US\$4,127,100 additional resources. Para 42 (ten posts were requested to strengthen its policy analysis, monitoring and research, intergovernmental support, advocacy and interagency coordination).

<sup>46</sup> While OSAA hired the nine additional staff to produce the three UNMM reports, OSAA hired one, three and two consultants for the preparation of the 2014, 2016 and 2018 reports respectively, incurring consultancy fees of \$205,000.

<sup>47</sup> UMOJA data for 2016 and 2018

**Figure 10: Stakeholder assessments on OSAA monitoring of commitments to Africa role**



*OSAA was unable to reach its full potential in its consultative and advisory role*

49. OSAA mandate required analytical work and publications on Africa, which other United Nations agencies can use to develop joint programming or advocacy work.<sup>48</sup> Evidence from interviews showed that this was further emphasized and requested by the Executive Office of the Secretary-General (EOSG) in meetings with the Office in 2018. The review of OSAA talking points to the Secretary-General indicated these included high-level updates and information, but no analysis and advice. OSAA met with the EOSG when requested, though OSAA noted that no specific analytical or policy development requests were made in those meetings. The office produced very little analytical work and advice on Africa's development.

50. Furthermore, OSAA correspondence with EOSG on Africa did not provide analysis on Africa<sup>49</sup> and the volume produced declined over the evaluation period from eleven in 2016, to nine in 2017, four in 2018, and two in 2019.<sup>50</sup> Review of the subjects of OSAA correspondence to EOSG, almost exclusively focused on announcing Secretary-General reports, or invitations to events.

51. Interviewed and surveyed stakeholders indicated that the function of providing analysis and advice was important as OSAA is the United Nations office with a unique focus on Africa and with the nexus for peace, security and development at the global level (Figure 11). However, they also indicated that at present they were unsatisfied with OSAA's performance in that role. African Union institutions

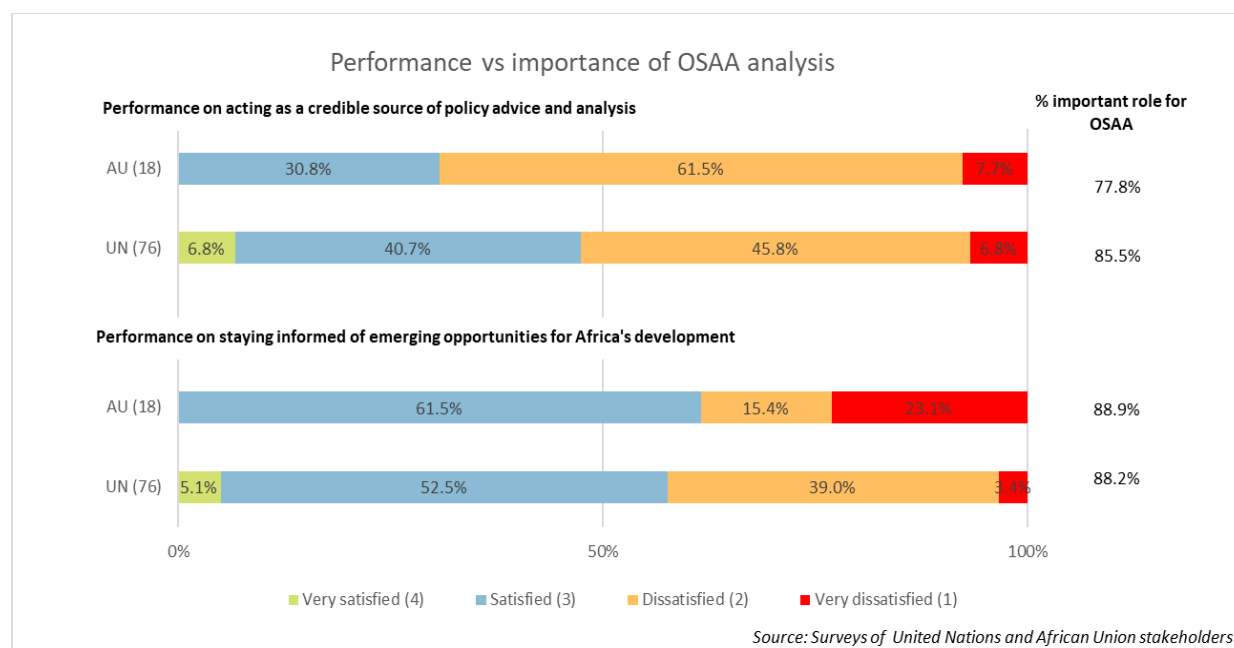
<sup>48</sup> A/RES/57/300, para 25(b)

<sup>49</sup> Outside of what is contained in SG reports

<sup>50</sup> Corlog data provided by United Nations Executive Office of Secretary-General

and United Nations stakeholders including RCM-Africa and IDTFAA members indicated that they were mostly unaware of OSAA advisory role and publications work.<sup>51</sup>

**Figure 11: Stakeholder assessment on OSAA analysis and advisory role**



**D. Programme 9 global and regional coordination mechanisms have facilitated information sharing and limited coordination, but have not brought coherence to the United Nations system support to Africa’s development**

*OSAA has not implemented the IDTFAA mandate as a global coordination mechanism for the United Nations system in support to Africa’s development*

52. A key mandate assigned to OSAA<sup>52</sup> was to coordinate the IDTFAA.<sup>53</sup> This facilitation role was strengthened in the 2018 AU-UN Framework on Development (Table 5).<sup>54</sup> Interviewed stakeholders (United Nations, African Union officials<sup>55</sup> and Member States) consistently identified a need for global coordination at the highest level by United Nations principals, where strategic support to Africa can be decided. They noted the importance of supporting African Union goals articulated in Agenda 2063. African Union officials added that such coordination was important to link the global to the regional

<sup>51</sup> OIOS asked about OSAA reports posted online including Leveraging Pension Funds for Financing Infrastructure Development in Africa (March 2017); Financing Infrastructure Development Policy brief (2015); Infrastructure and Development within Context of Africa’s Cooperation with New and Emerging Partners (2015); Microfinance in Africa Overview and Suggestions for Africa (2015); and asked for open ended identifications as well.

<sup>52</sup> ST/SGB/2003/6: “to ensure a coherent and integrated approach for United Nations support for Africa”

<sup>53</sup> St/SGB/2003/6, para 2.1c

<sup>54</sup> African Union-United Nations Framework for the Implementation of Agenda 2063 and the 2030 Agenda for Sustainable Development, 27 January 2018, para 34(b)

<sup>55</sup> AUDA, APRM, AUC

mechanism to ensure regional level strategies supporting both Agenda 2030 and Agenda 2063 are implemented.<sup>56</sup>

53. Review of IDTFAA meeting minutes and agendas from 2016 to 2019, supported by interviews with attending United Nations agencies and OSAA staff<sup>57</sup> showed that OSAA did not focus the IDTFAA meetings on United Nations global coordination. Review of minutes showed that the IDTFAA mainly met to coordinate input into Secretary-General reports (four meetings) (Results C), to receive briefings on other issues (three meetings), but not as a coordinating mechanism to identify compatibility of interventions or potential for joint activities that would make United Nations support to Africa more coherent (no meetings focused on coordinating United Nations system).<sup>58</sup>

54. Surveyed IDTFAA members were more positive about the taskforce as a report information-gathering tool than as a coordination mechanism. Agreement was weakest on statements pertaining to coordination and coherence (Figure 12), and most members were unsure if meetings produced decisions that were followed up (54.5 per cent do not know). Interviewed OSAA staff and stakeholders believed the IDTFAA had unfulfilled potential to improve the coherence of United Nations system support to Africa. For example, it was suggested in order to align United Nations agency efforts, the task force should meet regularly, have a dedicated secretariat function, and convene around specific issues rather than Secretary-General reports. Proposals by OSAA to revitalize<sup>59</sup> the IDTFAA in line with its mandate to provide advice and analysis and drive a more coordinated United Nations approach to Africa had not been implemented. Stakeholders and staff agreed that once implemented these would strengthen the IDTFAA ability to deliver on its mandate.

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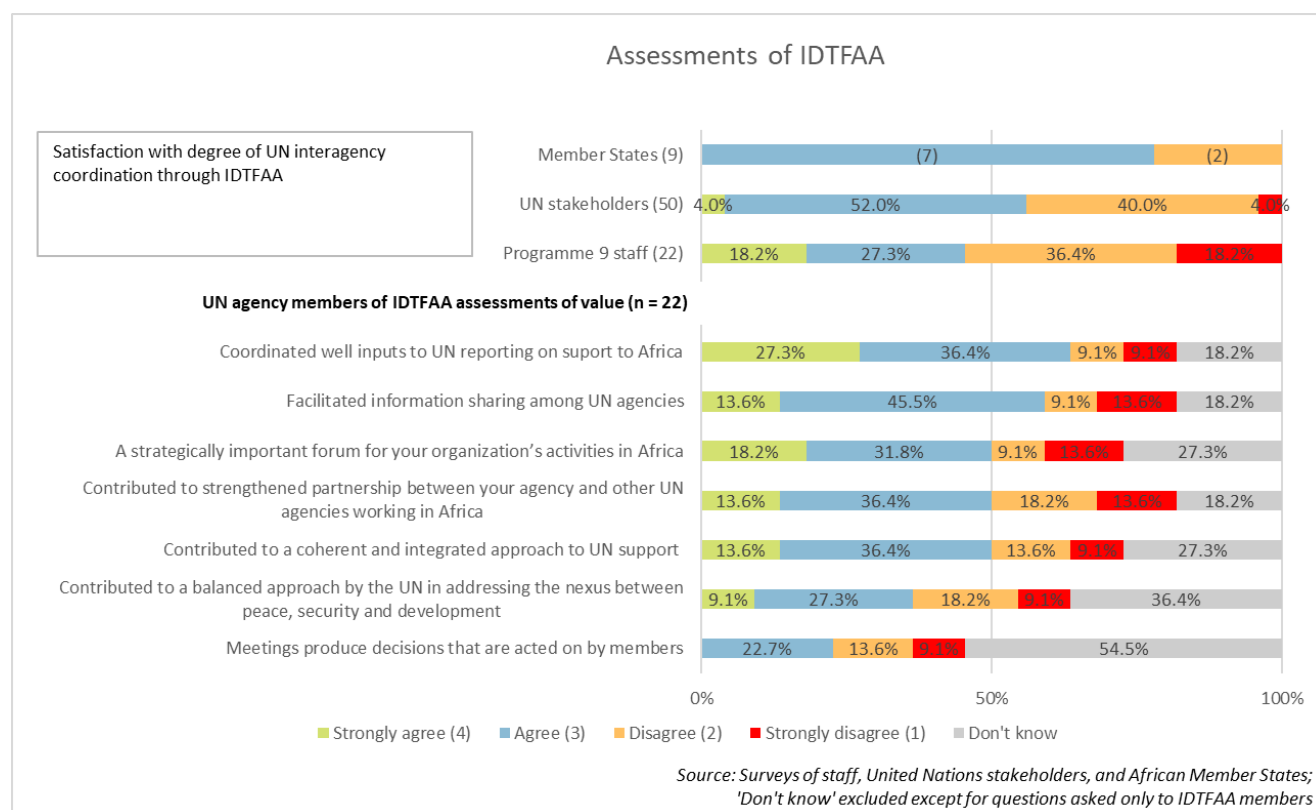
<sup>56</sup> A point made in various presentations delivered by AU agencies to IDTFAA, including High level briefings from AUC, AUDA, and APRM to IDTFAA in 2016 and 2017.

<sup>57</sup> The focus of meetings was almost exclusively on soliciting input into Secretary-General's reports on Africa. UN stakeholders often noted that the IDTFAA convened infrequently, was overly focused on gathering input to reports, and was not a space where the UN was being coordinated around specific policy issues, or to galvanize support for AU priorities.

<sup>58</sup> OIOS analysis showed that out of the 7 meetings held from 2016-2019, there were no meetings focused on coordinating the UN system for Africa. Table analysis available upon request.

<sup>59</sup> Memo from USG OSAA to DSG 137-12/2018/OSAA/BIO) on Revitalization of IDTFAA.

**Figure 12: Stakeholders and staff assessment on effectiveness of IDTFAA**



*The RCM-Africa improved information sharing among United Nations agencies. However, it has not brought regional coherence to United Nations support to Africa's development priorities.*

55. The ability to connect United Nations regional efforts with the priorities of the African Union is a unique advantage of RCM-Africa over similar coordination mechanisms in other regions. The RCM-Africa improved the preparation of joint workplans between the United Nations cluster members and the African Union. Review of RCM-Africa workplans indicated they are increasingly aligned with African Union priorities articulated in Agenda 2063, also noted in an earlier review.<sup>60</sup>

56. Previous RCM-Africa assessments and interviews with current African Union and United Nations members identified the following longstanding structural factors hindering coordination and coherence of the United Nations system at the regional and subregional levels:

- a. **United Nations funding arrangements** for agencies that privilege projects identified through own organization funding stream vs. commitments made in RCM cluster workplans<sup>61</sup>

<sup>60</sup> CEPEI Analysis of Regional UN Coordination (2019) and Strengthening Regional and Subregional Coordination (2019)

<sup>61</sup> Nearly all interviewed UN RCM members considered this to be a significant challenge. A review of regional and sub regional coordination (2019) concluded that there was very little evidence of joint planning in the participation of RCM and SRCM members – African-CID. Strengthening Regional and Subregional Coordination (2019), p.39

- b. **Unclear accountability**<sup>62</sup> for implementing RCM commitments identified by both United Nations and African Union stakeholders. Progress on implementation of RCM is only reported by ECA.<sup>63</sup> The CEPEI 2019 Report<sup>64</sup> on regional coordination in the United Nations also noted that generally there is low accountability for regional commitments.<sup>65</sup>
- c. **Weak buy-in from United Nations and African Union cluster members**, particularly African Union and United Nations cluster coordinators<sup>66</sup> tasked with coordinating United Nations agencies' workplans without sufficient commitment at global (headquarters) to implementing regional priorities.
- d. **Capacity of African Union to identify priority work for United Nations agencies was weak.** An essential component of the value of RCM-Africa<sup>67</sup> was that African Union Commission provided input, but this capacity varied across clusters. African Union Commission had been working to improve its engagement through the creation of a co-secretariat to RCM in 2019. AUDA-NEPAD only attended RCM as an observer, making them disengaged from decision-making.
- e. **RCM-Africa Secretariat resources and capacity was not fully used.**<sup>68</sup> Challenges with resourcing the RCM-Africa secretariat (ECA-NEPAD Unit) have hindered their ability to fully facilitate coordination of United Nations efforts, including providing analytical capabilities to align workplans across clusters, follow up, and administer the RCM-Africa online portal.<sup>69</sup> As of 2019, only three of five posts were encumbered (Table 3).

57. While majorities of surveyed United Nations and African Union RCM-Africa members either agreed or strongly agreed that the mechanism was administered well by ECA-NEPAD Unit (52.8 per cent), only minorities agreed that RCM meeting decisions were followed-up by actions (37.5 per cent), and that the cluster system had resulted in coordinated support to the African Union and AUDA-NEPAD priorities (43.3 per cent)

58. Interviewed and surveyed RCM-Africa members identified the main benefits as reduced duplication in the United Nations system through information sharing and creating relationships through cluster meetings, and to a lesser degree joint/cluster prioritization. Meanwhile influence on

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<sup>62</sup> African-CID. Strengthening Regional and Sub-regional Coordination (2019), p.23.

<sup>63</sup> Only reported from ECA to ECOSOC and not by any of the participating UN agencies, nor is it reported on to the AU. Previous assessments of RCM have also noted that accountability through reporting would improve implementation of the agreed workplans

<sup>64</sup> Sustainable Regional UN April 2019 report Commissioned by EOSG Reform team.

<sup>65</sup> CEPEI Analysis of Regional UN Coordination (2019), p.15

<sup>66</sup> Both AU and UN members raised this concern and was also raised in the TYCBP Final Report, as a reason the work of many RCM clusters was so easily derailed. Members also noted that AU and UN agencies frequently send alternates to meetings who may not be familiar with the RCM, have the institutional memory to participate meaningfully in discussions, or the authority to make commitments.

<sup>67</sup> Interviewed AUC and UN RCM members noted that the capacity of the AU to do this is uneven across clusters. AUC ability to perform this role is still evolving, while AUDA-NEPAD has been mainly disengaged from decision-making in the mechanism, attending only as an observer.

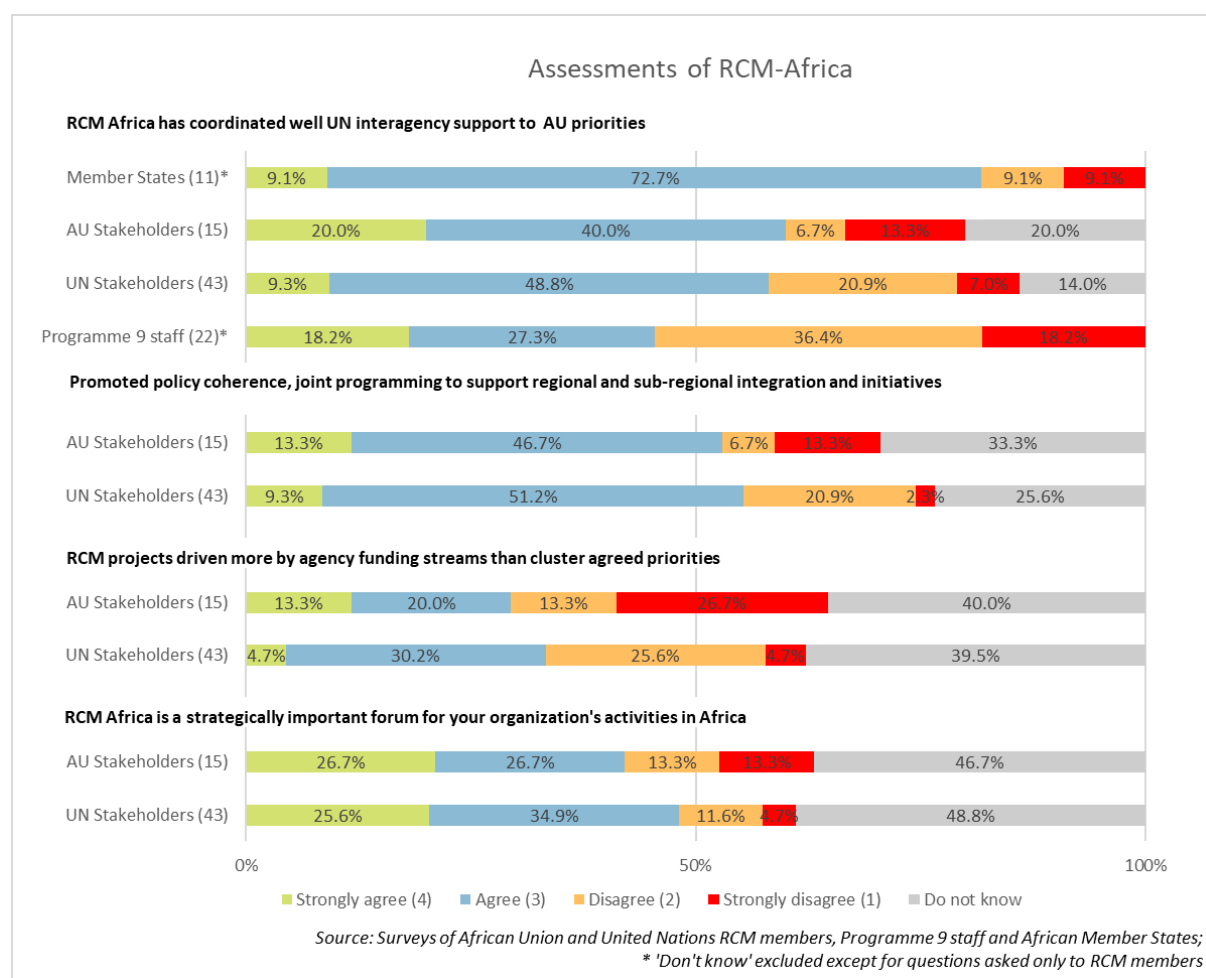
<sup>68</sup> [Final Review of the TYCBP-AU \(2006-2016\)](#) (2017), para 135: "Above all, the absence of adequate dedicated and predictable resources to operate and manage the system has imposed severe strains on the clusters and dampened their effectiveness. This constraint must be addressed with all the seriousness it deserves in the implementation of the new Programme, PAIDA, by implementing the 2010 and 2013 Review recommendations on it."

<sup>69</sup> The portal was launched in 2019 in response to recommendation of the 19th RCM meeting, however, as of September 2019, none of the documents were available through the portal, due to a lack of staff to administer and follow up.



agreed priorities and strategic importance of the forum received the lowest scores. Member States tended to be less critical of the mechanism than the Programme 9 staff themselves (Figure 13).

**Figure 13: Stakeholder assessments of RCM-Africa outcomes**



*Uncertainty over United Nations reforms and unclear relationships further hampered the effectiveness of the RCM-Africa*

59. The uncertainty with the United Nations reforms and lack of clarity on how they will affect the RCM-Africa stalled its 2019 activities and further hampered its effectiveness. The United Nations reform of the sustainable development system identified several reforms that directly impacted RCM-Africa operations.<sup>70</sup> Interviewed stakeholders reported that it was not yet clear how the RCM-Africa will change and how it will relate to the Resident Coordinator system and at what levels.<sup>71</sup> A 2019 analysis of stakeholders in ECA noted a lack of coordination between UNSDG and the RCM-Africa.<sup>72</sup> While the UNSDG were co-meeting with RCM-Africa since 2016, interviewees and just 35.6 per cent

<sup>70</sup> Summarized by ECA in E/ECA/RCM/20/INF/2/Rev.1, for the 2019 Marrakech meeting of the RCM: a) more thorough and integrated analysis of regional and transboundary issues in the UNDAFs, b) RECs, UN Regional Directors and RCs to participate in regional conferences, c) RCM and regional UNSDG meetings to strengthen coordination.

<sup>71</sup> Observations of the 25/26th September RCM session in Addis Ababa highlighted this challenge, as AUC and REC attendees asked about whether the AU had been consulted on the UN reforms, while UN agencies asked for clarity on what the RCM was supposed to achieve in the new context.

<sup>72</sup> [CEPEI Analysis of Regional UN Coordination \(2019\)](#), p. 89 and that the dialogue that occurred between the two was not sufficient for the collaboration to take place

of surveyed United Nations and African Union RCM-Africa members agreed that roles and responsibilities were clear between RCM and United Nations Country Teams. As well, while 68.8 per cent of United Nations RCM-Africa members believed they were adequately consulted on reforms, just 45.5 per cent of African Union members held this view.

*ECA-NEPAD Unit effectively facilitated ECA delivery of African Union programmes on regional integration. However, this support diminished*

60. ECA-NEPAD Unit effectively facilitated the ECA delivery of African Union programmes on regional integration with technical assistance and advice in context of PAIDA<sup>73</sup> (and its predecessor agreement, the United Nations Ten Year Capacity Building Programme for the African Union [TYCBP-AU]) to African Union institutions. Previously conducted reviews of the RCM-Africa and TYCBP-AU concluded that capacity has been built. Nearly all surveyed African Union (100 per cent) and United Nations stakeholders (96.9 per cent) knowledgeable on this support were satisfied with the degree to which ECA through the RCM-Africa contributed to enhancing the capacity of Pan-African institutions.

61. Stakeholders and staff interviewed indicated ECA-NEPAD Unit facilitated technical assistance in context of PAIDA and identified examples of technical assistance provided through mostly bilateral relationships between United Nations and African Union agencies. However, interviews with AUDA-NEPAD and APRM indicated that this support diminished during 2018-2019. Review of ECA-NEPAD Unit workplans showed fewer technical assistance projects facilitated by the programme (Table 2). Interviews indicated that the reorganization of ECA-NEPAD Unit from Capacity Development Division (CDD) to RITD in 2018 may have had an unintended impact on the Unit's ability to provide technical assistance to the African Union institutions. Previously, under the CDD, the office had links to Regular Programme of Technical Cooperation (RPTC) resources allocated to the CDD for technical assistance and to substantive capacity development units through a director level relationship, which no longer existed under RITD.<sup>74</sup> Presently, the only RPTC resources allocated to the ECA-NEPAD Unit were for organization of the RCM-Africa sessions. Staff interviewed suggested that any internal efficiency gained for ECA may have come at a cost of efficiency for the RCM-Africa in coordinating ECA technical assistance from across divisions.

## IV. Conclusion

62. In the context of the United Nations development reform, the role of Programme 9 to advocate for Africa's development needs and to globally raise awareness, monitor commitments, provide analysis, and coordinate support for these priorities is as important and relevant as ever. However, the programme has not been able to achieve its full potential due to weak internal programme management arrangements between OSAA, ECA-NEPAD Unit and DGC-Africa Section and lack of involvement of key stakeholders in developing and implementing its strategic plans. Programme 9 continues to struggle to effectively deliver on its mandates in the face of evolving relationships between the African Union and United Nations. As such, attempts to reposition the work of OSAA and ECA-NEPAD Unit needs to be supported by strong follow-up in response to the evolving

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<sup>73</sup> For example, in para. 137, the Final Review of the TYCBP-AU (2006-2016), concluded that in spite of the challenges and constraints, capacity has been built through the TYCBP-AU in the focus areas including peace and security including conflict prevention, peace keeping and peace building; human rights; political, legal and electoral matters, including governance and human rights, the rule of law, humanitarian response; social, economic and cultural and human development, including education and health issues, empowerment of women and youths; food security and environmental protection, including programmes for agricultural and industrial development, mitigating the effects of climate change.

<sup>74</sup> Since October 2018, ECA supported the APRM through its Macroeconomic and Governance Division.

requirements, including through the development of joint strategies to deliver as one, such as a joint advocacy strategy.

63. While Programme 9 has lost visibility with its stakeholders as it has not been able to fully achieve expected results, the current reform environment presents an opportunity for the concerned subprogrammes/units to reorganize around its advocacy, monitoring and coordination mandates, so that global and regional coherence of the United Nations system support to Africa's development can be fully realized.

## V. Recommendations

64. OIOS-IED makes four critical recommendations to Programme 9 managers, all of which have been (accepted).<sup>75</sup>

### **Recommendation 1 (Critical): Address programme coherence and internal management practices (Result A)**

65. To resolve programme coherence and internal accountability issues, and ensure the programme delivers as one, OSAA in collaboration with ECA and DGC should put in place a formal process of regular consultation to internally align and coordinate the activities of the three subprogrammes at all stages of the delivery process.

This should include:

- a. A terms of reference articulating roles and responsibilities, including regular consultation and reporting lines that facilitate delivery of a programme strategy for which the Special Adviser has overall accountability (revised ST/SGB)
- b. Joint planning, monitoring and performance review with all three subprogrammes
- c. Clearly identify the linkages between activities of the subprogrammes to ensure coordination and collaboration on relevant aspects of each other's workplan
- d. Regular structured strategic discussions at least, but not limited to, annually at the principals' level, and quarterly at the level of subprogramme leads;
- e. A technical level coordination arrangement that communicates on an on-going basis, and meets as necessary, including to prepare the principals level discussions.

*Indicators: Joint Programme 9 strategic planning; regular meetings and structured engagement across programme 9, both at principals and technical levels for work planning, monitoring and performance review; revised ST/SGB and/or TOR on Programme 9 roles and responsibilities.*

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<sup>75</sup> It is important to note that issues of programme governance, strategy, consultation with stakeholders, and performance against objectives were also identified in the 2008 OIOS evaluation - [E/AC.51/2009/2](#)

**Recommendation 2 (Critical): Systematically engage stakeholders in strategic planning and workplan development (Result A, B, C, D)**

66. Programme 9, led by OSAA with close collaboration from ECA and DGC, should engage in a strategic planning process with key stakeholders to ensure a comprehensive, participatory and integrated plan, including an advocacy strategy, is developed in support of its mandates.

This should be:

- a. Informed by analysis and advice on current priorities and needs, prepared with input from key stakeholders (e.g., EOSG, AUC, AUDA-NEPAD, APRM, RECs and United Nations agencies working in Africa), and regularly updated
- b. Focused on developing an outcome framework identifying key priorities, with clear objectives and strategies to realize them, including the synergies and coordination arrangements within its subprogrammes
- c. Guided by clear measures of success (connecting activities to intended outcomes and impacts) with follow-up measurement and stocktaking
- d. Informed by the content, focus, and recommendations made through its consultations.

*Indicators: A revised Programme 9 logframe articulating the logic of programme interventions and their relationship to desired impacts; Programme 9 workplans aligned to specific stakeholder priorities and needs; evidence of stakeholder consultations; evidence of analytical work and advice informing workplans; detailed strategic workplan issued and informing the preparation of the 2021/2022 budget process; and an issued advocacy strategy.*

**Recommendation 3 (Critical): Strengthen United Nations global and regional coordination mechanisms (Result D)**

67. OSAA and ECA-NEPAD Unit should strengthen the global and regional coordination mechanisms to which they are secretariat to more deliberately inform, actively involve all three subprogrammes, with clear leadership and involvement roles for each and coordinate action in support to African Union goals articulated in Agenda 2063 and in supporting regional strategies:

Strengthening the IDTFAA should include:

- a. Dedicated secretariat function to guide the mechanism, provide analysis, and provide two-way coordination with RCM-Africa
- b. Convening the mechanism regularly at the technical and principal level
- c. Based on analysis and consultation with stakeholders, convene around agendas to achieve specific goals for supporting Africa
- d. Encourage agencies to promulgate decisions to work together throughout their organizations
- e. Active involvement of ECA-NEPAD Unit in the IDTFAA.

Strengthening the RCM-Africa (in whichever format it ultimately takes under the reforms of the United Nations development system)<sup>76</sup> should include:

- a. Increasing secretariat capacity for analysis on alignment of activities to African Union strategies and follow-up on agreed workplans and ensure ECA-NEPAD Unit is positioned to lever technical assistance from ECA as required in its mandate
- b. Embed stronger accountability for follow through on commitments from both the African Union and United Nations partners, including coordination with the IDTFAA, and reporting on progress to the African Union
- c. Revisit the cluster system to ensure optimal alignment and efficient support to African Union Commission and AUDA-NEPAD priorities.
- d. Active involvement of OSAA and DGC-Africa Section in the RCM-Africa clusters.

*Indicators: Revised IDTFAA terms of reference, regularly occurring meetings and agendas; Revised RCM-Africa terms of reference, active participation of subprogrammes in IDTFAA and RCM-Africa.*

**Recommendation 4 (Critical): Operationalize the UNMM (Result C):**

68. OSAA should fully operationalize the United Nations Monitoring Mechanism in line with goals articulated by the General Assembly so that the mechanism reliably and systematically tracks commitments overtime, provides a basis for advocacy and follow-up.

A fully operational UNMM should include:

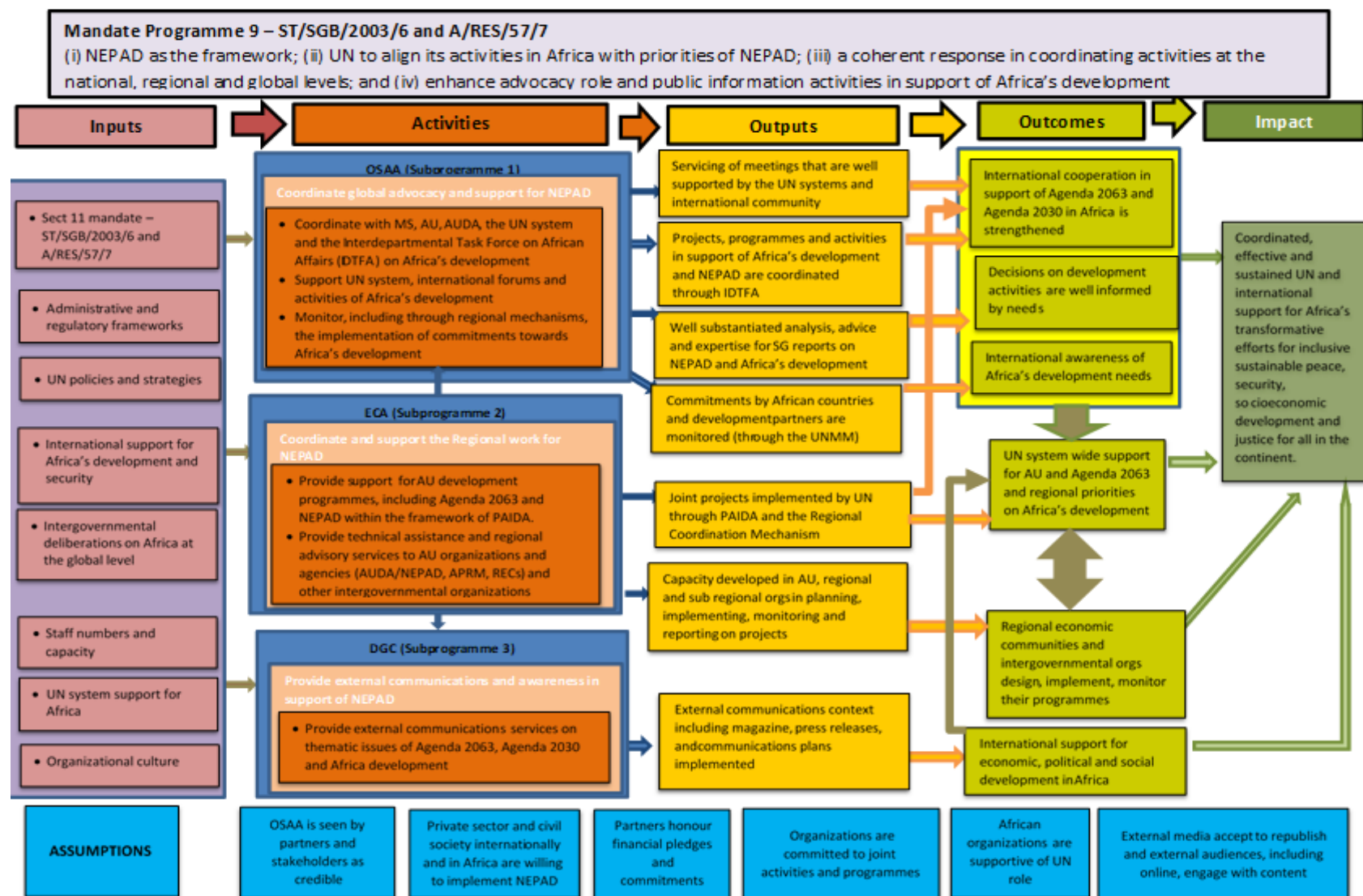
- a. Systematic data analysis of key commitments in line with A/RES/66/293 (para 6) that can monitor and track progress over time as well as be used for advice, rather than be exclusively reported in reports of the Secretary-General (i.e., system or database for tracking commitments that can inform, but not be limited to, Secretary-General's reports)
- b. A clearly articulated methodology and replicable process for collecting data
- c. Full utilization of resources already provided to OSAA for this purpose
- d. Full accountability for commitments made by proposing a dedicated intergovernmental mechanism for periodic review of analyses from the UNMM to hold stakeholders accountable.

*Indicators: Revised UNMM process, system for tracking and monitoring commitments, technical reports on gaps and challenges; list of existing mechanisms used as sources; proposal for a dedicated periodic review mechanism submitted to Member States.*

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<sup>76</sup> At the time of this report, the functioning of the RCM-Africa, and all other United Nations regional coordination mechanisms, were being revisited through the Internal Review Team of the United Nations Secretariat, whose recommendations will be considered by Member States in May 2020.

## Annex I: Programme Impact Pathway (PIP) of Programme 9 – United Nations Support to NEPAD



## Annex II: Evaluand Responses



TO: Ms. Fatoumata Ndiaye,  
A: Under-Secretary-General, OIOS

DATE: 13 March 2020

Ms. Bience Gawanas,  
FROM: Under-Secretary-General and Special Adviser on Africa,  
DE: UN-OSAA



SUBJECT: Response to the report of the Office of Internal Oversight Services on  
OBJET: the evaluation of the United Nations Support to the New Partnership  
for Africa's Development (NEPAD) through OSAA/ECA/DGC  
Programme 9

1. Reference is made to your memo of 6 March 2020 (OIOS-2020-00274) transmitting the draft report of OIOS on the evaluation of the United Nations Support to the New Partnership for Africa's Development (NEPAD) through OSAA/ECA/DGC Programme 9.
2. My Office (OSAA) has reviewed the draft report and, after exchanges with the Inspection and Evaluation Division and internal discussions, I am pleased to inform you that OSAA accepts all the recommendations of OIOS set forth in the draft report.
3. I am pleased that the evaluation results have confirmed the relevance of Programme 9, due to its intended unique value added in facilitating United Nations support for Africa's development and the continued demand for its services.
4. I take note of the challenge represented by the lack of strategy in the implementation of the Programme, which has hampered its impact despite it having complied in delivering its planned activities and reports. Upon taking office, I launched several initiatives to assess the impact of my Office's activities, the efficiency of spending and the added value provided. To this end, an independent assessment was commissioned by me. Based on its findings, we started activities to streamline our work and reviewing the way we do our work including planning, report writing, the UNMM amongst others. We also welcomed the decision by the Secretary-General who requested the Department of Management Strategy, Policy and Compliance to conduct a functional review of my Office. In this regard, the recommendations included in this report would serve as a tool that will reinforce ongoing efforts to increase my Office's efficiency, its impact and the coherent planning of activities within the Programme and of Programme entities with our main stakeholders.
5. I wish also to thank the Inspection and Evaluation Division for the advisory memorandum on culture, change management and results-based management that was submitted to my Office in relation to the results of the Evaluation. The analysis of its results and implementation of its suggested actions will also be instrumental to improve the relevance, effectiveness and efficiency of my Office's contribution to the Programme.

### Recommendation 1

6. Regarding recommendation 1, my Office will collaborate with ECA and DGC to resolve the identified programme coherence and internal accountability issues. In that regard, I am pleased to highlight that, as a first result of the Programme evaluation, all three entities increased their coordination in the preparation of the 2021 Programme budget proposal and five common areas of action for the Programme. Efforts will continue to formalize such cooperation in line with the recommendation. Notwithstanding, it needs to be noted that some of the specific proposals, such as the revised ST/SGB or the approval of Terms of Reference for the Programme, beyond what is already in the Programme budget proposal, may require the action of the EOSG and the approval of the respective intergovernmental bodies. It also needs to be taken into account that my Office is responsible for providing overall guidance to the Programme but should not be made accountable for the other entities' performance unless clear functional reporting lines are established. Finally, the joint planning, monitoring and performance review of all three subprogrammes should lead to a joint framework and joint principles but, to avoid a cumbersome process and mechanism, it should not necessarily require all three entities to take action with regards to activities that involve only one of them.

### Recommendation 2

7. Regarding recommendation 2, my Office has increased in the last months its engagement of key stakeholders for the development of the workplan. For example, the focus of the 2020 report on the review of the implementation of commitments made toward Africa's development was selected in close consultation with the African Union Commission as the most relevant stakeholder for the selection of priority areas. Likewise, the 2020 Africa Dialogue Series, which is the main advocacy and policy discussion event organized by my Office, is being prepared in close consultation with key UN entities and external stakeholders. In line with the recommendation, my Office will extend such practice to the planning process, engaging stakeholders through consultations in coordination with the ECA and DGC. It is worth noting that the recommended indicators might need to be adapted to the new structure of the annual programme budget.

### Recommendation 3

8. Regarding recommendation 3, the strengthening of the IDTFAA is closely linked to the repositioning of my Office and to the restructuring of the mechanisms for regional coordination in the field in Africa. A meeting was convened with members of the IDTFAA, which led to the development of a TOR and a new way of working for the IDTFAA. Unfortunately, the TOR has not yet been implemented. Building on the results of both processes, my Office will seek the establishment of a two-way coordination between the IDTFAA and the regional coordination mechanism for Africa, in whichever format it ultimately takes, as recommended. In that regard, it is of utmost importance that my Office be involved in the ongoing discussions and that it is invited to join the future



regional coordination structure in a position of equal membership to the other UN entities.

#### Recommendation 4

9. Regarding recommendation 4, an external assessment was commissioned last year to review the methodology of the UN Monitoring Mechanism. As a result, a proposal for a new methodology is being prepared, taking also into account the recommendations of this report. In line with the previous recommendations, stakeholders will be engaged with a view to streamlining the proposal ahead of its implementation. In the meantime, my Office has already started to introduce changes in order to address some of the recommendations. In particular, coordination and consultation with strategic partners has been enhanced, as pointed out above. Furthermore, in the framework of the new guidance for budget management and accountability, my Office has decided to undertake in 2020 a self-evaluation of its reporting responsibilities. Such self-evaluation will build on the analysis of the Evaluation Result “C” and address the identified challenges that go beyond recommendation 4, since they involve reports of the Secretary-General not necessarily related to the UN Monitoring Mechanism.
10. An Action Plan for the implementation of the recommendations will be sent to OIOS in due course and after consultation with the other involved UN entities.
11. I would like to take this opportunity to thank Mr. Juan Carlos Peña, Ms. Cheryl Clarke, Mr. Nicholas Kowbel and Ms. Sonjuhi Singh for their professionalism, commitment and teamwork. My Office and I are very appreciative of the time invested and their efforts to contribute to the strengthening and better functioning of OSAA.

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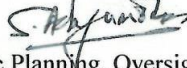


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## INTEROFFICE MEMORANDUM

**To:** (Eddie) Yee Woo Guo  
**A:** Director  
Inspection and Evaluation Division  
Office of Internal Oversight Service

**Date:** 24 March 2020  
**Ref:** SPOQD/ADM01-01-24-02-6

**From:** Said Adejumobi   
**De:** Director, Strategic Planning, Oversight and Results Division

**Subject:** Response to the formal draft report of the Office of Internal Oversight Services on the Evaluation of the United Nations Support to the New Partnership for Africa's Development (NEPAD) through OSAA/ECA/DGC Programme 9

1. Reference is made to the interoffice memo (Ref: OIOS-2020-00274) dated 6 March 2020 on the Evaluation of the United Nations Support to the New Partnership for Africa's Development (NEPAD) through OSAA/ECA/DGC Programme 9.
2. I am pleased that the evaluation findings have confirmed the continued relevance of programme 9, especially in the light of the evolving policy and institutional landscape of Africa and the significance of the African Union and United Nations reforms in that regard. This is particularly relevant for delivery on subprogramme 2 given ECA's standing as the regional arm of the United Nations in Africa, and its entry point to the African Union on development matters in the region.
3. ECA accepts the recommendations relevant to subprogramme 2, while recognizing the need for continuous consultation and effective collaboration with UN-OSAA and DGC in regard to their implementation.
4. I take note of the long-standing structural challenges pertaining to the functioning of the Regional Coordination Mechanism for Africa (RCM-Africa) identified in the report, which requires a collective response on the part of all participating entities of the United Nations and the African Union. In that context, I would like to underline the following developments towards improving delivery efficiency and effectiveness:
  - a. Co-leadership of RCM-Africa with the African Union Commission (AUC), including the ECA-AUC joint secretariat, and co-ordination arrangement of the nine RCM-Africa clusters between AUC and United Nations agencies;
  - b. Convening of RCM-Africa sessions jointly with the Regional United Nations Sustainable Development (R-UNSDG) teams for Eastern and Southern Africa (ESA) and West and Central Africa (WCA) since 2017;



- c. Coordination of the Subregional Coordination Mechanisms (SRCMs) with the meaningful involvement of the Regional Economic Communities (RECs) of the African Union, in consultation with the R-UNSDG teams;
  - d. The commissioning of the report on strengthening regional and subregional coordination in support of the African Union;
  - e. The preparation of results-based joint workplans by the RCM-Africa clusters and SRCMs informed by the AU priorities and relevant UN-AU cooperation frameworks.
5. Going forward, the structure, functions and governance of the regional collaborative platforms expected to be established in the context of the United Nations reforms while already noting that ECA is designated as the main facilitator and/or coordinator of the development work of UN agencies and structures at the regional and sub-regional level. Notwithstanding, as rightly pointed out by your report, strengthening institutional arrangements within ECA to effectively support regional coordination and collaboration will be crucial for any future role of the Commission.
6. With regard to the recommendations, it is understood that ECA is required to respond to the first three.
  - a. Recommendation 1. While it is noted that OSAA has the lead responsibility to implement this recommendation, it is to be noted that the 2021 work programme of subprogramme 2 places a particular focus on the interlinkages between development, peace and security and human rights within the framework of Agenda 2063 and the 2030 Agenda. Focus is also placed on coherence with OSAA and DGC. ECA looks forward to working with OSAA and DGC on the implementation of the recommendation.
  - b. Recommendation 2. It should be pointed out that the 2021 work programme has already been prepared. ECA provided inputs to the statement and overall implementation strategy prepared under the leadership of UN-OSAA. The preparation of the 2022 work programme provides the opportunity to launch the implementation of the recommendation. However, this should take into account the time requirements for wide stakeholder consultation and will require guidance from, and the support of PPBD in New York.
  - c. Recommendation 3. The implementation of the recommendation or otherwise on the part of ECA will be informed by the outcomes of the UN reforms, particularly in relation to a future UN coordination/collaboration structure and governance arrangements at the regional level.

7. ECA undertakes to effectively contribute to the preparation of the action plan for the implementation of the recommendations under the leadership of UN-OSAA.
8. Let me take this opportunity to thank Mr. Juan Carlos Pefia and his team, including, Ms. Chery Clarke, Mr. Nicholas Kowbel and Ms. Sonjuhi Singhand for their professionalism, teamwork and tireless effort throughout the evaluation process.

Thank you.

Cc: Ms. Vera Songwe, Executive Secretary, ECA  
Ms. Fatoumata Ndiaye, USG, OIOS  
Mr. David Kanja, ASG, OIOS  
Mr. Oliver Chinganya, Director, African Center for Statistics, ECA  
Ms. Eskedar Nega, Chief, Evaluation Section, ECA