



**Effective Strategies to Realize the New Partnership for Africa's
Development (NEPAD):
Mapping the Decision Processes to Implement Projects
Report of the Meeting in Addis Ababa
February 27-28, 2003**

This report presents the discussions and outcomes of a two-day meeting in Addis Ababa, Ethiopia to introduce the draft maps from the project "Effective Strategies to Realize the NEPAD" (hosted by the United Nations Economic Commission for Africa for the Centre for Global Studies (CFGs), University of Victoria, Canada).

Purpose and Participants

The Addis Ababa meeting took place on Feb 27 – 28, 2003. The meeting was well attended and included representatives from several UN agencies (UNFPA, UNDP, UNHCR, UNICEF, and UNESCO, in addition to UNECA). Representatives from the African Development Bank, and the African Union also attended. Members of the NEPAD Secretariat had to cancel at the last minute; however, they have been continually supportive, and have received a copy of this report and the five project proposals presented in Addis. Other participants included the President of the OECD Development Centre, a delegate from the International Development Research Centre (IDRC) office in Kenya, officials of the Nigerian and Mauritian governments, a member of the French G8 team and diplomats from the Canadian and United Kingdom governments. In addition, participants representing interests from the African business and finance community and nongovernmental organisations (NGOs) ensured the discussions were well rounded and focused on the diverse needs and goals of African societies.

The meeting structure involved five sessions devoted to each of the initiatives in support of NEPAD goals, for which draft "maps"¹ were presented. These initiatives targeted five sectors of the NEPAD (identified in parentheses after the title of each initiative), specifically:

1. Illegal Resource Exploitation Armed Conflict: A Resource Plunder Database (Peace and Security Initiative)
2. Microfund pour l'Afrique de l'Ouest (Capital Flows Initiative)
3. Energy for Poverty Reduction in Africa: Energising Rural Development Using Multifunctional Platforms (Poverty Reduction and Energy Initiatives)

¹ According to the Decision Mapping™ approach developed by The Mapping Alliance©

4. Establishment of Regional Consortia of HIV/AIDS Centres (Health)
5. An African Code of Electoral Norms and Standards (Democracy and Political Governance Initiative)

At each session, the mapper's² presented the substantive “content” of their NEPAD support initiative, and then described the “map” — the “process” elements identified to generate the decision to implement the initiative. Each presentation was followed by an exchange of constructive criticism, coaching, and brainstorming to improve both the content as well as the methods and processes by which to secure implementation (i.e., to bring them from proposal to project phase to achieve these NEPAD goals).

Proposed Initiative 1

Illegal Resource Exploitation Armed Conflict: A Resource Plunder Database **(Stanlake Samkange, Zimbabwe)**

Overview

The control and plunder of economic resources has increasingly become the rationale as well as the incentive for armed conflict in Africa, while the control of lucrative natural resources has increasingly provided the means by which armed groups have been able to sustain conflict, and artificially prolong it. As a result, efforts to stop illegal resource exploitation linked to armed conflict in Africa have necessarily become an increasingly important part of African and international efforts to promote peace and security on the continent.

Efforts to stop illegal resource exploitation linked to armed conflict in Africa have significant implications not just for peace and security on the continent, but also for development. The plunder of Africa's natural resources by private interests robs local populations of scarce and valuable resources that could and should be used to promote development and poverty alleviation in African countries. The value lost to Africa's development has been in the hundreds of billions of dollars.

The project will create a *Resource Plunder Database for Africa* that will collect publicly available information on illegal resource exploitation linked to armed conflict in Africa, and make this information more widely available and more easily accessible. The Database will:

- list all of the principal persons and enterprises that have been publicly associated with illegal resource exploitation linked to armed conflict in Africa;
- report what has been publicly alleged about the operations and activities of these persons and enterprises as they relate to illegal resource exploitation linked to armed conflict in Africa; and

² “Mapper” is the term or title used to identify the main proponent/ writer of each initiative.

- report whatever information is available on these persons and enterprises from official public records, including relevant information about known partners and associates.

Discussion and Outcomes

This initiative focused on influencing an administrative decision, to support the creation of the Database, by the UN Security Council or, as a fallback, the UN Deputy Secretary General for Political Affairs. To connect with the NEPAD principle of being African-led, it was proposed that Angola would introduce the idea during its Security Council presidency in November and that the UN, not the African Union (AU), has the mechanism to effect action. Notwithstanding these points, it was suggested that the mapper explore the means of getting the AU, specifically the Conference for Stability, Security, Development and Co-operation in Africa (CSSDCA), and NEPAD Secretariat endorsement of the Database. The risk, as pointed out, may be that any AU endorsement would have to come from the Secretary-General of the AU, or from the political leaders, and this may not be possible to get, at least not within a timely fashion. The mapper, however, concluded that a NEPAD Steering Committee (the five originating countries) statement of support would be feasible within the G8 context.

Other points of discussion included the wisdom and timing regarding possible engagement with NGOs (OXFAM and the International Peace Academy) and African institutions. The mapper's conclusion was that, tactically, it is better to bring them in after going to the Security Council (and they will undoubtedly be happy to be included then). This conclusion was based on the judgment that Security Council endorsement will not depend on NGO support.

Concern was also expressed about the mechanism to be used to screen the information in the Database for reliability. What protocol will be used? Similarly, there was concern about the need to ensure the accuracy of the Database. Several participants noted that the sensitive nature of this project meant that safety and security issues should be clearly acknowledged and that methods to ensure the safety of the individuals compiling and maintaining the Database must be included.

Proposed Initiative 2

MicroFund for West Africa (Didier Djoï, PlaNet Finance, Benin)

Overview

This initiative proposes the creation of an APEX fund for microfinance in West Africa. This fund, the *MicroFund for West Africa*, will provide resources in a sustainable way to microfinance institutions (MFIs) in the eight countries that comprise the Economic and Monetary Union of West Africa (UEMOA), specifically, Benin, Burkina Faso, Ivory Coast, Mali, Niger, Senegal, Togo, and Guinea-Bissau.

PlaNet Finance and commercial banks in West Africa, with the support of international development agencies, will establish the fund jointly. The purpose of the Fund will be to:

- encourage the development of young and promising medium size (Tier 2) MFIs in the region by providing them with credit funds targeted to their particular stage of development, and with technical assistance grants to strengthen their governance and internal procedures;
- support the development of the largest MFIs (Tier 1) by providing them with access to loans and grants that will facilitate their transition to formal financial institutions.

The West Africa MicroFund will be conceived as a replicable model for other regions in Africa, in accordance with the framework of the New Partnership for Africa's Development.

Discussion and Outcomes

The discussion focused on the need to balance, on the one hand, the worries of the conservative financial sector regarding sustainability given the desirability of developing commercial bank linkages, versus, on the other hand, the requirement for service standards to meet the needs of poor entrepreneurs and women. Several participants expressed concern regarding the “prudential dimension”; in other words, the need to ensure commercial viability of MFI enterprises. The discussion also highlighted the need to communicate effectively the MFI experience of credit worthiness.

Others raised concerns about the ways in which MFIs meet the needs of the poor and the desire to provide the grassroots poor with access to commercial bank credit. The concern about costs and consequences of the involvement of commercial enterprises will be answered by the provision of good, cheap Management Information Systems and ratings packages. There were questions as to further steps in the future such as plans to mobilize savings, and the timetable for going Africa wide. Smart card potential was raised. There was a question as to ownership and governance in three to five years, and the exit strategy?

Proposed Initiative 3

Energy for Poverty Reduction in Africa: Energising Rural Development Using Multifunctional Platforms (Fatma Denton, Environment and Development Action – Third World, Senegal and Laurent Coche, UNDP, Mali)

Overview

In Sub-Saharan Africa, less than 10% of the rural population has access to modern energy services, a situation that significantly compromises their prospects for social and economic development. This is particularly true of women and girls living in rural areas

who bear the greatest burdens of multiple human energy-intensive tasks that sustain rural livelihoods. Widening access to modern energy services can free up their time for social and productive activities, thereby serving as an engine for rural economic development, attracting private capital and expanding development prospects for the poor. To this end, NEPAD aims to increase modern energy access from 10% to 35% of the African population, (i.e., an increase in access to energy from 60 million people to 300 million over the next twenty years).

The present regional project, Energy for Poverty Reduction in Africa: Energising Rural Development using Multifunctional Platforms aims to catalyse policy changes to drastically enhance access to energy services by the poor in the region in order to help achieve the NEPAD objectives and the Millennium Development Goals (MDGs), particularly those related to poverty, gender and the provision of energy services. The project will be co-ordinated under the auspices of the NEPAD delegation in Senegal in charge of, inter alia, the environment and infrastructure focal areas of NEPAD. Building on achievements and significant political momentum gained as a result of multifunctional platform projects in west African countries over the last decade, it intends to catalyse a wave of local and national actions that lead to a drastic up-scaling of national responses in support of increasing rural energy access and its productive applications. The three key objectives of the regional project are:

1. networking for south-south exchanges of experience, knowledge and best practice across the region on effective planning, management and expansion of decentralised rural energy systems/enterprises;
2. mainstreaming rural energy poverty issues within local, national and regional poverty reduction policies/strategies; and
3. catalysing the development and initiation of national programmes for the expansion of multifunctional platforms-based rural energy enterprises that are adapted to local conditions.

Responding to the target of NEPAD, the regional project, together with a series of to-be-established national-level multifunctional platform projects, will work collectively over the next 5 years to satisfy its set vision — to provide more efficient, reliable and sustainable energy services to rural male and female clients, representing a further 10% (in addition to the baseline percentages of the population who already have access to modern energy services) of the rural population in Sub-Saharan Africa in each of the participating countries, thus providing more possibilities to increase income, consumption, to enjoy safe water and a greater well-being, for girls particularly.

Discussion and Outcomes

The majority of questions concerned requests for supporting data to be included in the final proposal. In particular, data that provided statistical information related to cost-benefit analyses, figures to verify income generation (changes in household income before and after the MFP), real and relative costs of the MFP, possible financing opportunities, and a breakdown of the entrepreneurial activities that men and women using the platform have undertaken (including a success/failure breakdown of these).

Other questions focused on the terms and conditions by which a village may qualify for an MFP; the nature of training, support, and maintenance of the MFP after “delivery”; the cost-benefits of diesel fuel (social, economic, foreign exchange, environmental, availability and agricultural fuel substitutes), and the national policies needed to support the MFP initiative. Given the patriarchal cultural reality, there was discussion of the strategies to ensure women’s effective participation, to enable women to manage the whole enterprise, including maintenance and repair. Minimum educational requirements were touched on as was the scope for private sector partnership.

Proposed Initiative 4

Establishment of Regional Consortiums of HIV/AIDS Centres (Jacqui Ala, Center for Africa’s International Relations, University of Witwatersrand, South Africa)

Overview

In Africa the majority of HIV/AIDS prevalence occurs within the age group 15 – 24. Thus, this is this age group that has become the focus of many HIV/AIDS programmes. However, the majority of these programmes are based at the secondary school level and it is only recently that tertiary institutions in Africa have started addressing the issue of HIV/AIDS among their students in a comprehensive manner. Unfortunately, a lack of awareness, ignorance, stigmatisation, prejudice, and most significantly, a lack of funding is preventing these institutions from confronting the problem of HIV/AIDS. Furthermore, those institutions where HIV/AIDS initiatives do exist often lack the capacity and finances to allow them to meet the need among their students.

The establishment of a Consortium of HIV/AIDS Centre is aimed at addressing the above problems that currently impede the creation or expansion of student focused HIV/AIDS programmes at the tertiary level. The Consortium will seek to guide, monitor, and provide assistance as well as funding to key tertiary institutions across the African continent. Its primary function will be either to assist in the establishment of student HIV/AIDS centres for the prevention, support and treatment programmes at institutions where none exist or to support institutions that already have student HIV/AIDS centres to expand such programmes. It is envisaged that the Consortium will be owned and led by the African tertiary institutions themselves with input from their students, African governments and the donor community.

Discussion and Outcomes

Much of the discussion about this initiative revolved around criticisms that the expense to maintain an HIV/AIDS Consortium among African Tertiary Institutions might not provide sufficient benefits. Participants noted, for example, that:

- There is a risk, given the large number of universities, of becoming a bureaucratic hierarchy that would be costly and cumbersome.

- Research to date regarding the benefits of targeting a university age youth cohort is inconclusive; however, many studies suggest youth 10-16 benefited most from prevention programmes. Others suggested the 15-18 age group is the optimum target group.
- University facilities are inadequate and starved for funds in the first place.
- University administrations are not open to outside dialogue.
- Structures and programmes that work in South Africa may not work in other countries — that diversity required differential prevention, treatment, and care programs (concerted “national” strategies are required).

An alternative of a “network” of HIV/AIDS treatment and support centres at Africa universities was suggested, given the concern for bureaucratic structures.

Much of the discussion did not focus on the actual initiative, but on the general status, concerns, and needs generated by HIV/AIDS in Africa. It was noted that HIV/AIDS priorities are the weakest part of the NEPAD, which relegates it as a “health” issue. The UN was trying to put the issue in a larger context — ideally on the agenda of Ministers of Finance. The six-part research program of the UNECA’s Commission on AIDS and Governance was described. The comment was made that perhaps there is a need for an African HIV/AIDS *research* consortium – (its tasks should include research on prevention and treatment). There was a consensus that youth was a key group, disenfranchised, little known, discouraged, and “going underground.”

The observation was made that Universities were nodes for the spread of the disease; hence, students were selecting shorter study programs because of the danger (this redoubles the argument for more effective methods at the university for prevention).

The mapper was cautioned that while it was appropriate to focus on the niche of tertiary institutions, she should focus on sub regional groups like SADC. The advice was to consider starting a regional network, with an ultimate goal of creating a continent wide one, but only after some success stories. It was noted that universities could access the Global AIDS Fund only through their national governments, and not directly — the implication being that funding for the Consortium or Network should be sought through one or two governments.

It was agreed that the survey by the mapper currently underway (not complete for the Addis presentation) on HIV/AIDS activities within African universities would provide much needed and critical input. Other suggestions to include the HIV/AIDS related activities of the Association of Vice Chancellors of Universities were made, noting that their effort should be taken as a departure point (reference was made to a recent effort by the University of Namibia and to a dedicating session at upcoming March 2003 Meeting in Mauritius of the African Association of Universities). The Southern African Development Community (SADC) education sector plan was identified as a potential platform for endorsement.

Proposed Initiative 5

Preparing an Electoral Code for the African Union, NEPAD and Independent Electoral Commissions (Chris Landsberg, Centre for Policy Studies, South Africa)

Overview

The African Union (AU), especially its Conference for Stability, Security, Development and Co-operation in Africa (CSSDCA), the AU's development programme, the New Partnership for Africa's Development (NEPAD), notably NEPAD's Political Governance Initiative and the proposed African Peer Review Mechanism (APRM), and Independent Electoral Commissions (IECs) in Africa, made important calls for the establishment of clear governance benchmarks for 'tenets of democratic society' in Africa. Such tenets of democratic society include constitutionalism, Bills of Rights, free and fair elections, independent electoral commissions, an independent judiciary, freedom of expression, civil-military relations, anti-corruption, and inclusive systems of governance. The AU and NEPAD have called for assistance to evolve and implement such tenets of democratisation.

This project is a response to this call, and specifically targets the issue of developing an 'Electoral Code' for the AU. Electoral norms, standards, and mechanisms are some of the most important dimensions of governance in Africa, yet they have generally received scant attention. The scope of this project is to support a proposal to assist the AU's CSSDCA, the NEPAD Secretariat and the South African Independent Electoral Commission in developing criteria to guide electoral practices, and foster a sound, enabling environment for 'free and fair' elections in Africa. It will do so by focussing on developing African electoral norms, standards, and benchmarks for continental discussions and acting as a guide for 'best practice in electoral management.'

Discussion and Outcomes

This initiative is more advanced than the other four presented, and the mapper spoke at length about the recent activity to move it forward. It has thus moved from "proposal" to "project" phase. The essential point is that the map for the African Code of Electoral Norms and Standards is well advanced in timing. The "train has left the station and the mapper is on the train," having been invited to participate in the official drafting group of the CSSDCA. The African Union is starting the process of working with civil society organisations. The mapper was advised to solicit comment on the work from other civil society actors and become an AU focal point for this topic.

Given the enormous ambition of the task, the mapper was advised to perhaps select some crucial modules for quick wins — such as an Independent Electoral Commission. Reference, which it was noted, could be drafted with specific political, economic, and socio-cultural African content. Applying African context to relevant "off the shelf" products, like those of the OSCE Office of Democratic Institutions and Human Rights, may illustrate both commitment to democratic principles and to a sincere desire within the AU to adopt and adhere to them. This is a key component of G8 support.

Participants listed several priorities that should be included in the “Electoral Code,” including rules for financing political parties, the role of public opinion surveys, and the need for constructive political engagement of youth. Others raised the role of media, and especially radio facilities (the need for rules?), and the problem of rural application, where observers do not visit. The need for a menu of observation options was raised, as well as the desirability of emphasis on voter rolls. Many questions evolved out of this presentation; participants asked that the mapper consider such things as:

- Should there be an Election Assistance Fund?
- Should there be a dedicated unit for election assistance in the UN? Or in the African Union?
- Should provision of voter education materials be a priority?
- Should there be a more explicit link to peer review that could establish another source of support for the Code?
- Should there be specific provisions to promote gender equity?

General Impressions

The Decision Mapping process was characterised as an interesting process with a good methodology. The challenge was to apply the methodology under two constraints — the difficult culture of management and the urgent need to act. These challenges are exacerbated in the African context, where implementers on the front line, who would appreciate constructive criticism, feel isolated.

A donor representative reminded that we must not forget timing, irrespective of the quality of the “idea,” and that the Millennium Development Goals and those of the G8 Action Plan must be clearly embedded in the ideas. He advised that the short-term proposals should also be put into a longer-term context, to envision how to get there and to pose an exit strategy for the donor. He was concerned about issues of scaling up and sustainability. He pointed to the need for a longer-term communication strategy. He queried the plan for a communication plan for the results, advising a common strategy not only for advocacy reasons, but also to buttress NEPAD credibility in terms of its need for success stories.

In finalising the five initiatives and their maps, there was counsel to exploit the interest in both peer review and public private partnerships. Any idea will be more marketable if it contributes to the creation and application of peer review mechanisms. Any idea will be easier to finance if it has a private sector partner.

