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Country cooperation frameworks and related matters

Country programme outline for South Africa (2007 -2010)

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INTRODUCTION:

Under the leadership of the Presidency, the Department of Foreign Affairs, and the Treasury, the UN and the Government of South Africa, have held eight joint CCA/UNDAF consultative meetings that have deepened a sense of national ownership, while strengthening mutual accountability mechanisms. In line with the Millennium Development Goals (MDGs) and the new aid architecture formalised in the Paris Declaration, UNDP seeks to align and harmonise its programmes with national development frameworks and to support the Government in its efforts to address key development challenges.

I. SITUATION ANALYSIS:

1. Despite significant transformation since 1994, South Africa still faces major socio-economic challenges. Persistently high unemployment (29%), poverty (34% subsisting on less than \$2/day), large wealth disparities (Gini 0.59) and high HIV/AIDS infection rates remain intractable problems. The Government also faces apartheid's legacy of a dual formal/informal economy, a low skills base and wide urban/rural disparities. Despite these constraints, the Government has a constitutional obligation to ensure the basic socio-economic rights of its most marginalised citizens, in particular in the poorest provinces of Limpopo, KwaZulu-Natal and the Eastern Cape. To tackle the multi-dimensional nature of under development, Government has structured its ministries into five Clusters for coordinated, effective and integrated service delivery¹.

2. **Economic Growth, Investment and Employment:** The Government and its partners view economic growth and investment as the key to overcoming poverty. However, delivery of basic services is poor, and often lags behind the Government's own targets set forth in the *National Programme of Action*². In the immediate post-apartheid era, Government programmes aimed to create employment, equity and transformation through macro-economic stability and people-centred development. In 2006 the *Accelerated and Shared Growth Initiative for South Africa* (ASGISA) and the *Joint Initiative on Priority Skills Acquisition* (JIPSA) were launched to address the fragmented nature of the economy through coordinated industrial, infrastructure and skills development initiatives³. Specifically, Asgi-

SA focuses on sustainable, labour intensive industrial development in areas of high poverty and unemployment, with spatial development initiatives being key components. Racially skewed capital formation is being addressed through the Black Economic Empowerment Act, which seeks to build broad-based private ownership to achieve economic growth⁴.

3. **Governance and Administration:** All priority development areas are negatively affected by inefficient and uncoordinated delivery of state services. The *Integrated Sustainable Rural Development Programme* and the *Urban Renewal Programme* seek to address these shortcomings by targeting the lack of rural infrastructure, weak local government capacity and low labour absorption capacity. *Vision 2014* and the *National Programme of Action* emphasise the importance of local pro-poor service delivery in an equitable manner. In response to weak service delivery capacity, *Project Consolidate*⁵ was launched to find effective ways of supporting the development of local government capacity, harmonised through the cooperative governance structures of the *Intergovernmental Relations Act*⁶.

4. **Justice, Crime Prevention and Safety:** Crime and corruption are two primary threats to South Africa's socio-economic progress and contribute to poor and inequitable service delivery. Apartheid's legacy of entrenched structural inequality fuels social marginalisation, unemployment and labour migration and contributes to high crimes rates, particularly against women and children⁷. The government is addressing this through reform of the criminal justice system to ensure human rights of all.

5. **International Relations, Peace and Security:** South Africa is dedicated to fulfilling its commitments under international conventions, including the MDGs. Its foreign policy emphasises peace, security and socio-economic development in Africa. Key foreign policy priorities include the revitalisation of the Southern African Development Community (SADC) and transformation of the African Union and the New Partnership for Africa's Development (NEPAD) programme, which has enabled the development of regional

¹ The five Clusters are the Economic, Social, Governance, Justice and International Relations.

² <http://www.info.gov.za/aboutgovt/poa/index.html>

³ <http://www.info.gov.za/asgisa/>

⁴ <http://www.thedti.gov.za/bee/BEEAct-2003-2004.pdf>

⁵ <http://www.projectconsolidate.gov.za/>

⁶ <http://www.info.gov.za/gazette/acts/2005/a13-05.pdf>

⁷ Police Services Crime Statistics (2005),

<http://www.saps.gov.za/statistics/reports/crimestats/2005/categories.htm>

infrastructure and advances in ICT, and supported conflict resolution in the region.

6. Social: The Government's poverty alleviation effort is centred on the *Expanded Public Works Programme* (EPWP), which places particular importance on creating employment opportunities for women⁸ as a potential catalyst and primary component of increased economic growth. The education system is addressing the skills deficit, with formal and non-formal education programmes targeting the empowerment of marginalised women. The HIV/AIDS pandemic, combined with poverty, increasingly affects social cohesion, with devastating consequences for women and children. To address poverty, unemployment and the growing number of orphaned and vulnerable children, Government is expanding social security networks, fast-tracking its people's housing programme and building capacity for sustainable livelihoods. Gender analysis within programme areas is being mainstreamed for greater impact.

II. PAST COOPERATION & LESSONS LEARNT:

7. UNDP's programme of support to South Africa has promoted sustainable human development, integrated rural development, and holistic responses to HIV/AIDS and poverty reduction. UNDP's programmes have had positive, though localized, impact with several important strategic and programmatic lessons emerging during the 2002-2006 Country Cooperation Framework. The following sections list UNDP's achievements to date under the current UNDAF and CCF:

8. Policy: The work of the Policy and Strategy Unit has focused on the production of *National Human Development Reports* (NHDRs) and support to the Government's efforts to achieve its MDG commitments, including the preparation of the 2005 South Africa MDG Report. Preparatory work has begun on the 2006/7 NHDR, which will focus on service delivery capacity at local government level. **The key lesson learnt from past policy interventions is that UNDP must ensure its programming is based on a constructive partnership between UNDP and the Government and guided by principles of national ownership and mutual accountability.**

9. HIV/AIDS: UNDP has aimed to build capacity of governmental/non-governmental leaders to understand the multi-dimensional nature of the pandemic. However the project operated at

community level in limited areas and thus had limited impact. The programme has been subsequently re-defined into a coherent, multi-pronged program, which complements a systems-wide Service Delivery Optimisation approach. **The lesson learnt is that UNDP should ensure it develops stronger partnerships with all three spheres of government to achieve sustainable programme impact.**

10. Governance: The Governance programme has offered strategies for strengthening Integrated Development Plans, micro-enterprise support, and Provincial Growth and Development Plans. However, administrative delays, non-alignment of provincial and local plans and poor levels of community participation have posed major challenges. **UNDP has learnt that programming should be strategically aligned with key national development priorities and harmonized with the initiatives of other development stakeholders.** The limited impact of regional integration initiatives suggests that **new programming must take into account South Africa's middle-income status and unique role in the region.**

11. Sustainable Development: UNDP has worked to develop a medium-term priority framework for the Global Environment Facility (GEF) in biodiversity and climate change. Support has been provided to South Africa in hosting the WSSD, and towards developing an innovative National Strategy on Sustainable Development. **The key lesson learnt is that UNDP programming in relation to trusts funds like GEF should be developed with a view to meet both the financial supply and demand equation as a GEF implementing agency.** The new direction is aimed at re-engineering GEF delivery to more effectively link GEF projects with the Government's own sustainable development strategy.

12. New Strategic Direction: In response to both internal and external development shifts, UNDP is transforming into an agency that can deliver strategic development support in an effective, results-oriented, MDG-focused manner. Strategic programmatic and operational changes include:

- Aligning UNDP activities with national development goals and priorities;
- Situating UNDP programmes within the framework of capacity development for pro-poor growth and accountability;
- Providing policy and technical support to promote South Africa's regional integration strategy;

⁸ <http://www.publicworks.gov.za/EPWP.asp>

- Strengthening the Resident Coordinator system to facilitate joint UN activities.

Guided by the MDGs and Paris Declaration, UNDP programmes will be based on the principles of national ownership, mutual accountability and partnerships for results with Government and other development stakeholders.

III. PROPOSED PROGRAMME AND THEMATIC AREAS

13. As outlined above, UNDP programming will be based on the establishment of strategic partnerships for development and the facilitation of donor harmonisation. The 2007-2010 UNDAF goals have been fully aligned with national priorities and structured along the lines of the Government's five clusters outlined above. UNDP will ensure that key UNDAF cross-cutting issues (gender, human rights, sustainable development, HIV/AIDS, research and development, and capacity building) are mainstreamed into all programme activities.

14. The **overall goal** of the UNDP programme in South Africa is to assist efforts to deepen local democracy, improve citizen participation in decision-making, and strengthen delivery systems. UNDP will support ongoing Government initiatives through knowledge sharing, best practices and practical demonstration of capacity development transformation models in provinces identified by as requiring intensive intervention.

15. **Enhanced Service Delivery Through Good Governance and Capacity Development:** In response to the Government's comprehensive programme of improving performance of state services, the corresponding UNDAF goal is to **build institutional capacity at all levels to deliver quality basic social services, particularly to the most vulnerable groups.** UNDP support will come through four inter-related programmes that advance gender-sensitive advocacy to achieve the mandated 50/50 gender equity target:

- (i) Provide technical expertise to strengthen the strategic planning, monitoring and evaluation, and implementation capacity of provincial and local governments to deliver effective social services;
- (ii) Provide technical support to the Government as it builds public service capability in the area of Inter-governmental Relations;
- (iii) Work with local authorities to strengthen participatory and equitable governance processes;

(iv) Promote enhanced partnerships for effective service delivery through human resource development.

16. **Promoting Economic Development for Equitable Growth, Sustainable Development and Poverty Reduction at the Local Level:** The corresponding UNDAF goal is to support **key recommendations of the Growth and Development Summit and ASGISA in addressing the dual economy.** To strengthen ASGISA initiatives UNDP will provide:

- (i) Capacity development to strengthen national macroeconomic capacities for pro-poor policy formulation, implementation and coordination, focusing on MDG-based planning;
- (ii) Technical support to pro-poor macro/micro economic policy formulation for employment generation, poverty reduction and results-based planning;
- (iii) Technical support to implement coordinated second economy interventions in the areas of sustainable livelihoods;
- (iv) Policy expertise to strengthen capacity for implementing selected first, or formal, economy interventions under ASGISA;
- (v) Technical support to conservation of natural ecosystems to provide sustainable livelihoods, economic growth and poverty alleviation.

17. **Promoting Enhanced and Equitable Social Services through Knowledge Based Practices:** The focus of this Cluster is to implement strategies that address social inequities through improved service delivery, job creation, and a sustainable social security system. The UNDAF outcome is to **support strategic government interventions to improve service delivery, knowledge building and capacity for enhanced access to services and reduced dependency on social grants.** UNDP will support the Government's efforts to :

- (i) Implement key elements of the EPWP;
- (ii) Strengthen capacities to implement the comprehensive HIV/AIDS plan and related activities;
- (iii) Match job skills to the requirements of the economy;
- (iv) Address the rising demand for housing and services;
- (v) Improve the capacity of the national health system to deliver quality services;
- (vi) Ensure efficient delivery of social grants, particularly for women and children.

18. **Supporting South Africa in Promoting Democracy and Good Governance through**

Regional Integration and South-South Cooperation: The focus of this Cluster is to promote sustainable development across the region, within the context of human rights and good governance. The UNDAF outcome supports **strengthened South African and sub-regional institutions such that south-south cooperation and global governance are promoted within a human rights framework to achieve sustainable development of the African Agenda.** Specifically, UNDP will support South Africa to:

- (i) Strengthen the country's capacity to enhance the work of the AU Commission, SADC and other policy related institutions;
- (ii) Strengthen south-south cooperation to address critical regional threats of HIV/AIDS, poverty, food insecurity and weak governance capacity;
- (iii) Ensure that major sporting events create long-term sustainable socio-economic benefits.

19. Strengthening Crime Prevention Initiatives, Particularly Violence Against Women and Children, through the Promotion of Justice and Human Rights for All: The focus of this Cluster is to ensure the enforcement and fair application of the law for all people of South Africa. The UNDAF outcome states that **the judiciary and the legislature are transformed, and skills of law enforcement agencies are improved to better address crime prevention, and provide justice for all, and structures to prevent and respond to violence against children and women are strengthened.** Based upon international best practices in addressing corruption and gender-based violence, UNDP will:

- (i) Provide policy expertise to the Government's efforts to implement a national anti-corruption strategy and anti-corruption measures;
- (ii) Work jointly with other UN agencies to support Government initiatives to address violence against women and children;
- (iii) Support initiatives to strengthen the criminal justice system and penal reform.

IV: PROGRAMME MANAGEMENT, MONITORING AND EVALUATION

20. The execution of UNDP programmes will be carried out under the direction of the relevant government authorities. The Department of Foreign Affairs (through its UN Working Group and the International Relations, Peace and Security Cluster) is responsible for the UNDAF annual review, while the Presidency has oversight responsibility for the alignment of development aid with national priorities and development

frameworks. The National Treasury coordinates all external aid and monitors the coordination of the UNDP country programme, which is nationally executed. The Offices of the Premier in the three focus provinces have oversight responsibilities for the implementation of UNDP's provincial programmes.

21. UNDP's partnership strategy takes its impetus from the Advancing Resources Mobilisation and Delivery in Africa (ARMADA). Through this strategy, and the establishment of dedicated Service Centres, UNDP has a solid delivery platform for large-scale, resource-intensive projects. UNDP South Africa has established an Implementation Support Unit that provides services in the areas of finance, personnel administration, and procurement for large scale, resource intensive projects. The Implementation Support Unit is geared to promote and develop strategic partnerships and is well placed to respond to the government's call for accelerated service delivery at the municipal level.

22. Utilising the expertise of the Implementation Support Unit, technical and policy advisers, United Nations Volunteers (UNVs), as well as the advisory services of the Regional Service Centre and Regional Directors Team, UNDP will provide focused capacity development support. Through its global networks and in-house expertise UNDP will work to ensure effective tracking and monitoring of programmes. Partnerships initiated under the previous cycle will be further consolidated and new opportunities for partnerships will be vigorously pursued. Further enhancing the teamwork, both in-house and with partners, will form a major area of focus to ensure proper support of UNDP's country programme, its vision, mission and values.

23. Based on the annual work plan, and in consultation with relevant national, provincial and local government counterparts, UNDP will ensure timely decisions are taken on project budget structure, implementation issues, advance of funds and monitoring and evaluation strategies. UN agencies, including UNDP, will work jointly on key programme areas through the five new UNDAF Theme Groups and the newly created Monitoring and Evaluation Working Group. The work of the Theme Groups will be linked with Government efforts through the UN Working Group, coordinated by the Department of Foreign Affairs. With UN agencies, UNDP will hold joint bi-annual review meetings with the National Treasury at which progress against the UNDAF, UNDP Annual Work Plan and CPD outcomes will be measured and evaluated.

ANNEX 3: RESULTS AND RESOURCES FRAMEWORK

National Priority: Focus on practical implementation through adoption of project management practices (including M&E) and community development workers						
Intended UNDAF Outcome: The institutional capacity of Government at national, provincial and local levels is strengthened to deliver quality basic social services particularly to the most vulnerable groups						
Programme Component	Country Programme outcomes	Country Programme outputs	Output indicators, baselines and targets	Role of Partners	Indicative Resources by Goal	
MDG 1, 7 MYFF Goal – Achieving the MDGs and reducing human poverty MYFF Goal – Energy and environment for sustainable development	Enhanced delivery of basic services through improved governance and planning capacities at the provincial and local levels; Indicator: Improved capacity to deliver services Baseline: Project Consolidate Target: Vision 2014 poverty reduction commitments	(i) Delivery capacity of provincial and local government strengthened (ii) Policy support provided to ASGISA initiatives (iii) Technical support provided to strengthen participatory IGR governance processes (iv) Community / local government partnerships for effective service delivery strengthened	(i) Enhanced planning capacity of provinces & district municipalities to deliver services (ii) Enhanced involvement of local communities in MDG-based integrated development planning Baseline: Backlog on delivery of services, weak IGR capacity and weak community participation	DPLG, GTZ, UNDP, DPW, DBSA, IDT, Department of Agriculture, Civil Society, DPSA, DPLG, DoSD, DoH, UNDP, ILO, UN Habitat, UNDESA, IDASA	Regular Resources \$1.1m (TRAC) Other Resources: Govt Cost Sharing \$11m (DPLG) 3rd Party Cost Sharing: \$1,7m (GTZ \$300,000 Netherlands \$1m, EU \$400,000) \$6m (UNV)	
National Priority: Better crime prevention and public safety, strengthening of the criminal justice system and improvement of national security, and Justice for All.						
Intended UNDAF Outcome: Judiciary and legislature are transformed, and skills of law enforcement agencies are improved to better address crime prevention and provide justice for all, and structures to prevent and respond to violence against children and women are strengthened.						
Programme Component	Country Programme outcomes	Country Programme outputs	Output indicators, baselines and targets	Role of Partners	Indicative Resources by Goal	
MDG 1, 3 MYFF Goal – Fostering democratic governance	Strengthened Crime Prevention systems focusing on violence against women and children and underlying causes for gender based violence Indicator: Violence against women and children reduced Baseline: National Crime Statistics Target: Vision 2014 crime reduction commitment	(i) Technical support provided to implement a strengthened national anti-corruption strategy (ii) Structures at all three tiers of government for prevention / response to address violence against women and children strengthened.	(i) Strengthened community initiatives to address gender based violence (ii) Strengthened national anti-corruption strategy in place Baseline: Extremely high reported levels of violence against women and children	DoJ, DoSD, DoL, DoE, UNICEF, UNFPA, ILO, UNODC, UNDP, Civil Society, IDASA, DoCS	Regular Resources \$0 Other Resources: Govt Cost Sharing \$6,7m (DoJ, SAPS, DoSD, DoE) 3rd Party Cost Sharing: \$6m (DFID \$1,5m, Japan \$1m, Netherlands \$1,8m, EU \$1,7m)	
National Priority: Massive public works programme, improve access to social security measures with better vehicles to improve service delivery while reducing the number of citizens dependent on grants.						
Intended UNDAF Outcome: Support strategic government interventions to improve service delivery, knowledge building and capacity for enhanced access to services and reduced dependency on social grants.						
Programme Component	Country Programme outcomes	Country Programme outputs	Output indicators, baselines and targets	Role of Partners	Indicative Resources by Goal	
MDG 1, 2, 3, 4, 5, 6, 7 MYFF Goal – Achieving the MDGs and reducing human poverty MYFF Goal – Responding to HIV/AIDS	Enabling environment for improved and Equitable Social Services and HIV/AIDS mainstreamed in development plans. Indicator: Capacity is strengthened for the delivery of effective services Baseline: DoH National Health	(i) Social sector EPWP and other initiatives strengthened for the delivery of social services (ii) Technical support provided to DoH and SANAC to more effectively implement national HIV/AIDS strategy	(i) Sectoral EPWPs strengthened (ii) HIV and AIDS Com Plan strengthened (iii) Strengthened capacity of PHP/Slum Upgrading supported Baselines: EPWP, HIV/AIDS CP, slow implementation rate of PHP	DPW, DPLG, DoL, DoE, DoH, DoSD, UNFPA, UNICEF, ILO, WHO, traditional leaders, Civil Society, OSW, HAD, EU, Netherlands	Regular Resources \$0 Other Resources: Govt Cost Sharing: \$18,5m (DPLG, DPSA, DoSD) 3rd Party Cost Sharing \$11m (Denmark \$8m, EU \$3m)	

	Survey Target: Vision 2014 service delivery commitments	(iii) Technical and policy support provided to strengthen Government efforts to meet housing and services demand			
National Priority: Implement key Growth and Development Summit (GDS) recommendations including ASGI-SA to identify sectors for urgent investment and learnerships and employing at least 5% investible capital from relevant funds in productive activities Intended UNDAF Outcome: Government and its social partners are supported to implement key recommendations of the Growth and Development Summit (GDS) and ASGI-SA in addressing economic and employment inequities within the dual economy					
Programme Component	Country Programme outcomes	Country Programme outputs	Output indicators, baselines and targets	Role of Partners	Indicative Resources by Goal
MDG 1, 7, 8 MYFF Goal – Achieving the MDGs and reducing human poverty MYFF Goal – Fostering democratic governance MYFF Goal - Promoting energy and environment for sustainable development	Increased Economic Development for Equitable Growth and Poverty Reduction at the Local Level Indicator: Growth rates improve and unemployment is reduced (ii) National Sustainable Development frameworks and implementation strategies strengthened Indicators: Long-term sustainable development frameworks formulated Target: Vision 2014 sustainable development commitments	(i) National macroeconomic capacities for policy formulation, implementation & coordination strengthened (ii) First and Second Economy interventions supported strengthened (iii) Conservation management & planning systems implemented (iv) Implementation strategy for wind energy development	(i) Policy studies conducted in collaboration with IPC Baseline: Need to develop national poverty measures (ii) Policy support to ASGISA Baseline: Research on ASGISA Management structures, planning system & institutional frameworks established Baseline: National Biodiversity Strategy & Action Plan adopted (iv) Policy for wind energy development formulated Baseline: Nil	Presidency, DoSD, National Treasury, StatsSA, IPC, HSRC; DEAT, SANBI, DLA, SANPARKS, DME, DoA, DWAF, DoL, NBI, WWF-SA, EWT, WF, IDASA, SAMWU, PWD, WWF-SA, FFI, WESSA, EWT, ORI, WB, BotSoc, BirdLife, WNHA, Wilderness Foundation, Universities	Regular Resources \$50,000 Govt Cost Sharing \$3,5m (DTI, National Treasury, Presidency, DEAT, DoSD, StatsSA) 3rd Party Cost Sharing \$125m (GEF, World Bank)
National Priority: Human rights, embracing sustainable development whilst reflecting collective global governance that promotes solidarity and interests in Africa Intended UNDAF Outcome: Strengthened South African and sub-regional institutions such that south-south cooperation and global governance are promoted within a human rights framework to achieve sustainable development of the African Agenda					
Programme Component	Country Programme outcomes	Country Programme outputs	Output indicators, baselines and targets	Role of Partners	Indicative Resources by Goal
MDG 1, 8 MYFF Goal – Fostering democratic governance	Democracy and Good Governance through Regional Integration and South-South Cooperation strengthened. Indicator: Strengthened institutional capacity of AU, SADC and NEPAD Secretariat Target: Vision 2014 global / regional integration commitments	(i) Technical support provided to build capacity of South African agencies to support the AU Commission and other policy related regional institutions. (ii) South Africa's efforts to enhance south-south cooperation strengthened through technical support to policy development (iii) Technical expertise provided to regional institutions to devise policies for integrated pro-poor development	(i) Capacity of NEPAD Secretariat strengthened Baseline: NEPAD Secretariat capacity (ii) South-south dialogue facilitated Baseline: IBSA initiative (iii) Sustainable outcomes of 2010 World Cup supported Baseline: 2010 World Cup Infrastructure Strategy	Presidency, NEPAD Secretariat, DFA, UN	Regular Resources \$0 Other Resources: Govt Cost Sharing \$8,3m (DFA, DoT, DoSD, Presidency) Total Resources: \$198,850,000

