



WINDHOEK DECLARATION

ON

A NEW PARTNERSHIP

BETWEEN

THE SOUTHERN AFRICAN DEVELOPMENT COMMUNITY

AND

THE INTERNATIONAL CORPORATING PARTNERS

ADOPTED ON 27 APRIL 2006

PREAMBLE

In recent years, the Southern African Development Community (SADC) as a region has undergone major changes. These include the restructuring of SADC Institutions, a process that has seen the streamlining of institutional structures responsible for implementing and coordinating the SADC Common Agenda; the development of the Regional Indicative Strategic Development Plan (RISDP) and the Strategic Indicative Plan for the Organ (SIPO).

During the same period important changes have also taken place in the international and global agendas impacting on the SADC region. These include the adoption in 2000 by Heads of State at the United Nations (UN) General Assembly of the Millennium Declaration, and the acceptance of the Millennium Development Goals (MDGs) as a monitoring framework for progress on key development indicators, as well as the September 2005 World Summit Outcome as adopted by the Heads of State at the Summit. The Monterrey Consensus (March 2002), called on (i) developing countries to strengthen their commitment to policies and institutions that can stimulate growth, reduce poverty and achieve the MDGs; and (ii) developed countries to provide more and better aid as well as improved trade and debt policies. Together with the subsequent Rome Declaration on Harmonization of Donor Practices for Effective Aid Delivery (February 2003), the Marrakech Memorandum on Managing for Results (February 2004) and the Paris Declaration on Aid Effectiveness (March 2005), these international agreements have highlighted the issue of aid effectiveness as it is affected by ownership, alignment, harmonisation and managing for results.

These major changes at both the regional and international level call for a paradigm shift in the cooperation between SADC and the International Cooperating Partners (ICPs), both which desire a stronger and more effective partnership.

This declaration puts in place a New SADC/ICP Partnership for the implementation of the SADC Common Agenda as outlined in the RISDP and SIPO. The declaration outlines the overall objective, the commitments by SADC and ICPs and the structure for effective dialogue under the new partnership, as well as the key areas of cooperation between SADC and ICPs.

This declaration has been adopted by SADC and ICPs at the Consultative Conference held in Windhoek, Namibia on 27 April 2006. The declaration will guide cooperation between SADC and ICPs.

ABBREVIATIONS

DAC	Development Assistance Committee (of the OECD)
ICP	International Cooperating Partners
JTF	Joint Task Force
MDGs	Millennium Development Goals
MS	Member States
NCP	National Contact Points
RISDP	Regional Indicative Strategic Development Plan
SADC	Southern African Development Community
SIPO	Strategic Indicative Plan for the Organ
SNC	SADC National Committees
UN	United Nation

SADC means the SADC Secretariat and the SADC Member States.

THE NEW SADC / ICP PARTNERSHIP

INTRODUCTION

1. Lessons learnt from the past and current practices of managing cooperation between SADC and the ICPs as well as the changes on both the regional and international levels, call for a new partnership that would: (i) establish a structure for dialogue on the political, policy and technical levels; (ii) create an environment for more and better aid for greater development impact in the SADC region.
2. In providing and using aid as effectively as possible, SADC and the ICPs have to take into account international agreements such as the Rome, Marrakech and Paris commitments which could be categorized in four broad areas i.e. ownership, alignment, harmonization and managing for results.

PARTNERSHIP OBJECTIVES

Overall Objectives

3. The overall objective of the New Partnership is to contribute towards the achievement of SADC Common Agenda as articulated by SADC, in particular, the attainment of the SADC Mission of promoting sustainable and equitable economic growth and socio-economic development through efficient productive systems; deeper cooperation and integration; good governance; strengthened capacity and participation of stakeholders; and durable peace and security so that the region emerges as a competitive and effective player in international relations and the world economy.

Specific Objectives of the Partnership

4. The new partnership aims at:
 - (a) Ensuring regular, institutionalised dialogue at the political, policy and technical levels for constructive engagement, information and experience exchange and the promotion of best practices on development cooperation.
 - (b) Improving coordination between ICPs and SADC in order to ensure more effective development cooperation mechanisms with a view to achieving maximum impact.
 - (c) Ensuring alignment, harmonization and streamlining of operational procedures, rules and other practices in the delivery of development assistance to SADC, taking into account local conditions.

- (d) Ensuring synergy and complementarity of assistance provided at the national and regional levels taking into account developments at the continental level.

GUIDING PRINCIPLES

- 5. The New SADC-ICP Partnership is based on fundamental principles of good governance, democracy, and respect for the rule of law and human rights, gender equality, peace, stability and security as enshrined in the SADC Treaty and reiterated in the RISDP and the SIPO.
- 6. Conducive to the New SADC-ICP Partnership are effective institutional mechanisms for regional cooperation, integration, and the coordination of ICPs at both regional and national levels.

PARTNERSHIP COMMITMENTS

- 7. SADC and ICPs address themselves to the commitments reflected herein.

OWNERSHIP

- 8. SADC exercises effective leadership in coordinating and implementing the SADC Common Agenda (RISDP and SIPO) at regional and national levels.
- 9. SADC commits to:
 - (a) Exercise leadership in developing, implementing and monitoring the regional development agenda through broad, consultative processes (including the participation of civil society and private sector);
 - (b) Translate the RISDP and SIPO into prioritised results-oriented operational programmes expressed in mid-term expenditure frameworks and annual budgets; and
 - (c) Coordinate regional development assistance at all levels in conjunction with other development resources in dialogue with ICPs.
- 10. ICPs commit to: Respect SADC leadership and help strengthen SADC's capacity to exercise it at regional and national levels.

ALIGNMENT

- 11. For Alignment with SADC Strategies: ICPs base their overall support on the SADC Common Agenda – as expressed through the SIPO and the RISDP.

12. ICPs commit to:
 - (a) Base their overall support on RISDP and SIPO and periodic reviews (monitoring and evaluation) of progress in implementing these; and
 - (b) Link funding to a joint framework of conditions and/or a manageable set of indicators derived from RISDP and SIPO.

Alignment with SADC Institutions and Systems

13. SADC and ICPs will cooperate in monitoring progress over time in improving operational systems.
14. SADC and ICPs jointly commit to:
 - (a) Work together to establish mutually agreed frameworks that provide reliable assessments of performance, transparency and accountability of SADC systems; and
 - (b) Integrate diagnostic reviews and performance assessment frameworks within SADC-led strategies for capacity development.
15. SADC commits to:
 - (a) Carry out diagnostic reviews that provide reliable assessments of SADC systems and procedures; and
 - (b) On the basis of such diagnostic reviews, undertake reforms that may be necessary to ensure that systems, institutions and procedures for managing aid and other development resources are effective, accountable and transparent.
16. ICPs commit to:
 - (a) Use SADC systems and procedures to the maximum extent possible and where needed establish additional safeguards and measures in ways that strengthen rather than undermine SADC systems and procedures; and
 - (b) Adopt harmonised performance assessment frameworks for SADC systems so as to avoid presenting SADC with an excessive number of potentially conflicting targets.

For SADC to Strengthen its Development Capacity with ICP Support

17. The capacity to plan, manage, implement, and account for results of policies and programmes, is critical for achieving development objectives. Capacity development is the responsibility of SADC with ICPs playing a support role.

18. SADC commits to: Integrate specific capacity strengthening objectives in national and regional development strategies and pursue their implementation through SADC-led capacity development strategies where needed.
19. ICPs commit to: Align their analytic, financial and technical support with SADC's capacity development objectives and strategies, make effective use of existing capacities and harmonise support for capacity development accordingly.

For SADC to Strengthen its Financial Management Capacity

20. SADC commits to:
 - (a) Intensify efforts to mobilise internal resources, and create an enabling environment for public and private investments; and
 - (b) Report in a timely and transparent way on budget execution.
21. ICPs commit to:
 - (a) Provide reliable indicative commitments of aid over a multi-year framework and disburse aid in a timely and predictable fashion according to agreed schedules; and
 - (b) Rely to the maximum extent possible on transparent SADC budget and accounting mechanisms; and
 - (c) Provide support to SADC in capacity building for financial management.

To Strengthen SADC's procurement system

22. SADC and ICPs jointly commit to:
 - (a) Use mutually agreed standards and processes to carry out diagnostics, develop sustainable reforms and monitor implementation;
 - (b) Commit sufficient resources to support and sustain medium and long-term procurement reforms and capacity development; and
 - (c) Share feedback on recommended approaches so they can be improved over time.
23. SADC commits to: Taking leadership and implement the procurement reform process.

24. ICPs commit to:
- (a) Progressively rely on SADC systems for procurement when SADC has implemented mutually agreed standards and processes; and
 - (b) Adopt harmonised approaches when SADC systems do not meet mutually agreed levels of performance or ICPs do not use them.

Towards Untying aid and getting better value for money

25. ICPs commit to: Continuation of untying aid as encouraged by the 2001 DAC Recommendation on Untying Official Development Assistance to the Least Developed Countries.

HARMONISATION

26. For ICPs to implement common arrangements and simplify procedures, they will make the following commitments:
- (a) Implement the ICP action plans that they have developed as part of the follow-up to the Rome High-Level Forum.
 - (b) Implement, where feasible, common arrangements for planning, funding (e.g. joint financial arrangements), disbursement, monitoring, evaluating and reporting to SADC on ICP activities and aid flows. Increased use of programme-based aid modalities can contribute to this effort
 - (c) Work together through conducting joint missions and diagnostic work, sharing of analytical work and information; and undertaking joint training to share lessons learnt and build a community of practice.

To promote Complementarity in Development Assistance

27. SADC commits to: Provide clear guidance taking into account ICPs' comparative advantage in the areas of cooperation.
28. ICPs commit to:
- (a) Make full use of their respective comparative advantage at sector or regional level by delegating, where appropriate, authority to lead ICPs for the execution of programmes, activities and tasks;
 - (b) Coordinated funding arrangements in support of the implementation of the frameworks and interventions set out in the RISDP and SIPO; and

- (c) Work together to harmonise procedures.

To Strengthen Collaborative behaviour

- 29. ICPs and SADC jointly commit to: Reform procedures and strengthen incentives including for recruitment, appraisal and training for management and staff to work towards harmonisation, alignment and results.

MANAGING FOR RESULTS - managing resources and improving decision-making for result

- 30. SADC commits to:
 - (a) Strengthen the linkages between on the one hand regional and national development strategies. On the other hand strengthen the linkages between the above strategies and annual and multi-annual budget processes and the business plans derived from the RISDP and the SIPO, and
 - (b) Endeavour to establish results-oriented reporting and assessment frameworks that monitor progress against key dimensions of the national, regional (spatial) and sector (cluster) level development strategies; and that these frameworks should track a manageable number of indicators for which data are cost-effectively available.
- 31. ICPs commit to:
 - (a) Link regional programming to bilateral country programming and resources to results and align them with effective SADC performance assessment frameworks,refraining from requesting the introduction of performance indicators that are not consistent with SADC's development strategies;
 - (b) Work with SADC to rely, as far as possible, on SADC results-oriented reporting and monitoring frameworks; and
 - (c) Harmonise their monitoring and reporting requirements, and, until they can rely more extensively on SADC's statistical, monitoring and evaluation systems, with SADC to the maximum extent possible on joint formats for periodic reporting.
- 32. SADC and ICPs jointly commit to: Work together in a participatory approach to strengthen SADC capacities and demand for results based management.

MUTUAL ACCOUNTABILITY

- 33. SADC and ICPs commit to: Jointly assess through existing and increasingly objective mechanisms, mutual progress in implementing

agreed commitments on aid effectiveness, including the New SADC/ICP Partnership.

34. ICPs commit to: Provide timely, transparent and comprehensive information on aid flows so as to enable SADC Secretariat to present comprehensive budget reports to its Member States.

STRUCTURE FOR DIALOGUE UNDER THE NEW PARTNERSHIP

35. SADC and ICPs commit to: A constructive, comprehensive, open and structured dialogue at technical, policy and political levels as follows.

LEVEL 1: MINISTERIAL/CONSULTATIVE CONFERENCE

35. Dialogue at Ministerial level for both SADC and ICPs: This will provide a high level guidance to the decision making entities of SADC and the ICPs and the current Consultative Conference will facilitate such dialogue. The mandate of the Group would include:
 - (a) Specifying the issues where, from time to time, political decisions about partnership may be required from SADC and the ICPs, and to transmit these issues, with the Group's guiding comments, through to the relevant fora (the Council of Ministers and/or Summit for SADC, and individual governments, the DAC, and other bodies of the ICPs);
 - (b) Spelling out the implications of changing political ideas for the scope of partnership, and ensure that cooperation modalities remain in harmony with a shifting environment; and
 - (c) Informing both the political authorities and the policy/technical level groups in SADC/ICPs of new policy approaches, and their possible implications for the subject areas/themes of development cooperation, and the forms of support (financial and otherwise) which might be available and consistent with new approaches.
36. Documentation and backup support for the Group's work would come through inputs from SADC Secretariat, development cooperation Ministries (or their equivalents) in ICP countries, and international agencies concerned with development. The Group would therefore act as a powerful filter of political and policy information, shaped in relation to emerging changes in the SADC region.

LEVEL 2: JOINT SADC-ICP TASK FORCE

37. The Joint SADC-ICP Task Force (JTF) will provide a mechanism that operates as links between top-level political decision makers and the groups which work on the ground in key thematic areas, help to ensure effective utilization of resources, and address implementation bottlenecks. SADC's participation in this Group will include the

Secretariat, SADC Double Troika at Senior Officials level, and open to further SADC participation by i.e. SADC Ambassadors as appropriate. The ICPs participation will include Ambassadors and/or Senior Officials. The Core Group of the Joint SADC-ICP Task Force will continue to manage and coordinate the day-to-day operations of the JTF.

38. Thematic groups can evolve in a flexible manner within the context of the JTF and are an efficient route towards partnership and dialogue at the technical level. The advantage of the thematic groups is that all parties have clear commitment and the issues are often ones that readily lend themselves to regional actions. In order to initiate them, the JTF could play a role by suggesting priority areas where delivery of ODA could come in a quicker and more targeted way.
39. In this structure for dialogue, the Secretariat will continue to contribute to the search for improved coordination in aid procedures and practices and disseminate the ideas.

KEY AREAS OF COOPERATION

40. SADC has developed two frameworks RISDP and SIPO that are structured and aligned to respond to the wider goals of supporting SADC Members States achieve the Millennium Development Goals (MDGs) and poverty reduction strategies being implemented. In addition, they integrate the goals, objectives and implementation framework of the New Partnership for Africa's Development (NEPAD), fully subscribed to by SADC and the Member States.
41. The RISDP is a 15-year framework that sets the policies, strategies and priorities for achieving the long-term goals of SADC of deeper regional integration and poverty eradication. Fifteen, five and one year implementation plans have been developed for the implementation of the RISDP. The priority areas for cooperation as outlined in the RISDP are as follows:
 - (a) Cross Cutting Areas:
 - (i) Poverty Eradication;
 - (ii) Combating HIV and AIDS Pandemic;
 - (iii) Gender Equality and Development;
 - (iv) Science and Technology;
 - (v) Environment and Sustainable Development;
 - (v) Private Sector Development; and
 - (vii) Statistics;
 - (b) Sectoral Cooperation and Integration Areas:
 - (i) Trade/Economic Liberalization and Development
 - (ii) Infrastructure Support for Regional Integration and Poverty Eradication
 - (iii) Sustainable Food Security

(iv) Human and Social Development

42. The SIPO aims at enabling the attainment of the objectives outlined in the RISDP by promoting the creation of a peaceful and stable political and security environment in the region so as to enable SADC Member States to realise their common socio-economic objectives. In this regard, the areas of cooperation include:
- (a) Peace Support and Humanitarian Operations;
 - (b) Democracy and good governance;
 - (c) Disaster management;
 - (d) Combat organized crime including drug trafficking, anti-money laundering and human trafficking;
 - (e) Post-conflict reconstruction and social reintegration programmes;
 - (f) Mine action programmes;
 - (g) HIV and AIDS programmes;
 - (h) Small arms and light weapons control;
 - (i) Drug trafficking control programmes;
 - (j) Joint training exercises; and
 - (k) Food Security;
43. Further to the areas that are listed under the RISDP and SIPO, ICPs support is required for capacity building at both the regional and national levels in order to facilitate effective implementation and monitoring of the programmes.

Funding Arrangements

44. The forms of funding are inseparably linked with the stage of preparedness of the institutions engaged in the process. There has to be a balance between what is desirable, meaning broader funding ranging from sector wide and program support through to direct budgetary support, and what is feasible from an institutional angle.
45. The current international trend is moving towards overall programming rather than the focus on support for individual projects. When ICPs move from being occupied with the funding and handling of individual projects, they simultaneously move into a much deeper involvement in the programming discussions. Thus a shift in the form of funding is interlinked with a change in the nature of dialogue.
46. Funding mechanisms generally require counterpart contributions, in kind or in cash. If SADC and ICPs embark on jointly funded programme approaches, the co-funding automatically becomes part of the dialogue as it impacts on the sustainability of the SADC common agenda.

Monitoring and Reporting

47. Overall comprehensive results-based RISDP/SIPO Monitoring and Reporting System has to be developed at both strategic and operational level with the participation of all stakeholders.
48. At the operational and technical level the SADC Secretariat and the SADC National Committees will be responsible for RISDP monitoring on a regular basis.
49. In consultation with all stakeholders, SADC Secretariat will produce an annual report on the overall implementation of the RISDP. Annual progress reports on the implementation of the RISDP and SIPO will be tabled at the Integrated Committee of Ministers and the Ministerial Committee of the Organ, respectively.
50. ICP Monitoring and Reporting Systems would be aligned with the overall RISDP Monitoring and reporting system.

Annex A

Structure for Dialogue

Level	Nature of Dialogue	Institutional Mechanism	Objectives
1	Political guidance.	Consultative Conference with All SADC Member States and ICPs represented at Ministerial level.*	Review policy changes and political decisions affecting the partnership. This forum will meet every two years.
2	Technical Coordination and Procedural harmonization.	Joint SADC-ICP Task Force (JTF)**	<p>Agree on RISDP/SIPO benchmarks in areas for mutual cooperation and implementation progress.</p> <p>Suggest priority areas to initiate Thematic groups.</p> <p>Prepare regular reports and carry out M&E activities.</p> <p>The Core Group will meet frequently to manage and coordinate day-to-day operations.</p>

*** A balanced level of participation is required from both the SADC side and the ICP side. Ideal participation on the ICP side would be Ministers responsible for development cooperation or equivalent.**

The above structure for dialogue would enable various institutional levels of the parties to interact constructively and work towards set objectives for each level of the dialogue process. It will:

- i. Shape realistic expectations about what can and cannot be achieved within different periods of time.
- ii. Point towards the areas where it is most likely that development assistance can be delivered effectively within a short time, and those areas where improved delivery will take longer.
- iii. Show the ways in which the SADC Secretariat and various other actors in the SADC region (Member States, Civil Society and Private Sector) can contribute to the achievement of goals.

** The Joint SADC ICP Task Force (JTF) consists of a wider group of ICPs and SADC representatives. The JTF will provide a mechanism that operates as links between top-level political decision makers and the groups which work on the ground in key thematic areas, help to ensure effective utilization of

resources, and address implementation bottlenecks. SADC's participation in this Group will include the Secretariat, SADC Double Troika at Senior Officials level, and open to further SADC participation by i.a. SADC Ambassadors as appropriate. The ICPs participation will include Ambassadors and/or Senior Officials.

The Core Group of the Joint SADC-ICP Task Force will continue to manage and coordinate the day-to-day operations of the JTF, follow-up on proposals made by the wider JTF, ensuring coordination, including meeting preparation, and efficient dissemination of information. The Core Group is composed of ICPs represented in Gaborone and representatives of the SADC Secretariat and open for participation for all members of the JTF. The monthly meetings are co-chaired by a representative of the EC-Delegation and the SADC Secretariat.

ANNEX B

LIST OF PARTICIPATING COUNTRIES AND ORGANIZATION