



United Nations
Economic Commission for Africa

MAINSTREAMING PIDA IN STRATEGIC
INFRASTRUCTURE PARTNERSHIPS

A Common African Position

Draft 003, 22 October 2020

Acknowledgements

This position paper is a joint product of the Economic Commission for Africa (ECA) and the African Union Commission (AUC). It was prepared under the overall guidance of Stephen Karingi, Director of the Regional Integration and Trade Division of ECA, William Lugemwa, Director of the Private Sector Development and Finance Division of ECA and Cheikh Bedda, Director of the Infrastructure and Energy Department of AUC. The paper was prepared by Robert Tama Lisinge and Mongameli Mehlwana, both of the Energy, Infrastructure and Services Section of ECA. Francois Ekoko, Regional Coordinator for Africa of the United Nations Office for South-South Cooperation, Symerre Grey- Johnson, Adama Deen and Towela Nyirenda-Jere of the African Union Development Agency (AUDA-NEPAD), Yagouba Traore of AUC, Mike Salawou and Mtchera Johannes Chirwa of the African Development Bank (AfDB) made useful contributions to the paper. The paper also benefited from insights from various meetings, including the stakeholders' meeting on strategic infrastructure partnerships (5-6 August 2019, Pretoria, South Africa); stakeholders' meeting on the Programme for Infrastructure Development in Africa Second Priority Action Plan (PIDA PAP 2) processes (10-11 August 2019, Kigali, Rwanda); Second PIDA Policy Dialogue (24-26 August 2019, Malabo, Equatorial Guinea); and the 2019 PIDA Week (25-29 November 2019, Cairo, Egypt). Sissay Tadesse of ECA and Flore Kamdomg of AUDA-NEPAD played important roles in organising the stakeholders' meeting in Pretoria and the 2019 PIDA Week. The paper was reviewed by the PIDA PAP 2 Task Force; Directors of infrastructure of AUC, AUDA-NEPAD, African Development Bank (AfDB), and ECA; Partnership Management and Coordination Division of AUC; and the PIDA Steering Committee.

1 Introduction

This document presents a common African strategy for partnerships to develop the continent's regional infrastructure. It also provides a framework to assess the impact of these partnerships. The notion of partnerships expresses an ideological aspiration of international solidarity in the development cause and implies mutual support for mutual benefit. In this context, African countries and organisations are cooperating among themselves and with countries and organisations from other regions of the world to develop the continent's regional infrastructure networks. These partnerships are voluntary arrangements that are envisaged to combine and leverage the financial and non-financial resources of partners in support of the continent's infrastructure development. Africa enters into these partnerships for several reasons including the desire to advocate for the implementation of its projects, exchange information and undertake joint research with partners, build the continent's capacity in infrastructure development, and to have a platform for consultation and coordination with development partners. Such partnerships for infrastructure development are in line with Agenda 2063 Aspiration 7 of "An Africa as a strong, united, resilient and influential global player and partner."

The cooperation between Africa and its development partners is generally driven by a desire to achieve the shared goal of developing the continent's infrastructure with the expectation of a net benefit for each party involved. For Africa, a partnership is partly driven by economic considerations and viewed as a vehicle for accessing additional resources, specialised skills and funding. It also allows stakeholders with a vested interest to participate in the management of the continent's infrastructure, underscoring its importance as a tool for multidimensional/ sectoral programmes and projects. Overall, partnerships provide a framework for more inclusive governance (Laing et al. 2009). Another benefit of partnerships is that they could improve the efficiency and effectiveness in achieving the expected outcomes of programmes and projects by minimising duplication of efforts and reducing transaction costs. This benefit enables outcomes to be delivered on time over a larger area and longer time frame.

Africa seeks to avoid the shortcomings of its engagements with development partners, notably the effects of asymmetries in material and symbolic power. In this regard, it desires to have equality in these partnerships, where the same status is accorded to the views and knowledge of all parties. Africa also seeks to eliminate "conditionalities" – attempts to use partnerships as an incentive for countries on the continent to reform their policies and institutions – associated with cooperation with some of its partners (Zimelis, 2011). To become an influential player in global affairs, Africa recognises that reforms are necessary in some cases, but should be driven by African Member States not by development partners in the guise of cooperation.

The overarching perspective of this document is partnerships with non-African countries and organisations to support the development of regional infrastructure on the continent. This perspective encompasses partnerships for the implementation of continental and regional projects as well as national projects with regional impact – supranational projects. It includes partnerships between African countries and their development partners in the context of continental initiatives, such as Agenda 2063 and the Programme for Infrastructure Development in Africa (PIDA) as well as African Union (AU) partnerships at the multilateral level. The document places PIDA at the heart of Africa's infrastructure partnerships. In essence, African countries and organisations would seek to leverage all partnerships with non-African countries and organisations that have infrastructure components to foster the implementation of PIDA projects. PIDA would be the building block for the continent's engagement in regional infrastructure partnerships.

Section 2 presents the background to Africa’s regional infrastructure development, the mandate to develop a common strategy for cooperating with partners to improve the continent’s infrastructure network and the context in which the mandate was provided. Section 3 explores Africa’s vision for its infrastructure sector and outlines the continent’s development principles that apply to regional infrastructure development. Section 4 discusses the challenges to develop a common position for strategic infrastructure partnerships and approaches to overcome these challenges. Section 5 examines the impact of the Coronavirus Disease 2019 (COVID-19) on Africa’s infrastructure development with a focus on the role of development partners in addressing the challenges posed by the pandemic and harnessing the opportunities that it presents. Section 6 presents an accountability framework for assessing the benefits of cooperation in infrastructure development. Section 7 recommends actions to operationalise the principles presented in Section 3 and for the effective implementation of the accountability framework. Section 8 concludes the document.

2 Background

Infrastructure – transport, energy, ICT and water – is a component of most collaborative arrangements between Africa and its development partners. These collaborative platforms are being created for a variety of reasons, to strengthen connectivity within Africa as well as between the continent and other regions of the world. Sustainable connectivity – from an economic, environmental, social and financial perspective - is often highlighted as the concept underpinning collaboration between Africa and its partners on infrastructure development. These partnerships are driven by the desire not only for secure and efficient intercontinental networks of land, sea and air passages but also for sustainable, credible and viable investments that create jobs in the concerned countries. Strong partnerships are necessary to create sustainable social change, which is critical in the context of Africa.

Collaboration between Africa and its development partners in the infrastructure sector is intended to be on equal footing and mutually beneficial. It is also supposed to be anchored in a multitude of other principles and concepts including mutual respect, fairness, justice, win-win cooperation, extensive consultation, joint contribution, respect of market principles and international norms, openness and transparency. These partnerships also emphasise the importance of developing inclusive, accessible and reasonably priced infrastructure that is consistent with national conditions and laws and regulations of concerned countries; and the promotion of high-quality and sustainable development for all.

The objectives, drivers and principles of collaboration between Africa and its development partners appear to be well attuned to those of the continent’s development agenda in general and its infrastructure development strategy in particular. For instance, African leaders committed in Agenda 2063 – the African Union’s (AU) blueprint for the continent’s socioeconomic transformation within 50 years – to speed up action to connect the continent through world-class infrastructure. The construction of a high-speed rail network on the continent, the Inga Dam in the Democratic Republic of Congo (DRC), and the Single African Air Transport Market are among the flagship projects of Agenda 2063. The objectives, drivers and principles of the partnerships are also consistent with the Sustainable Development Goals (SDGs), particularly SDG 9 on resilient infrastructure.

The question, therefore, is not whether cooperation between Africa and its development partners could be beneficial to the continent’s infrastructure development but how the principles guiding this cooperation are applied to optimise Africa’s benefits. The Programme for Infrastructure Development in Africa (PIDA) is the framework for developing regional infrastructure on the continent. Therefore, cooperation with

development partners should be assessed by the extent to which they contribute to the implementation of PIDA projects.

2.1 Mandate

The mandate to develop a common African strategy for engaging with partners on infrastructure development stems from the First PIDA Policy Dialogue on facilitating the implementation of the programme organised by the AUC in December 2018. Participants of the dialogue brainstormed on the merits of developing the common strategy and recommended as follows in their final communique:

- i. ECA and the AUC should develop the Common African Strategy for mainstreaming PIDA in infrastructure partnerships with non-African countries and organisations; and
- ii. The strategy should be taken into account in the development of the second phase of PIDA (PIDA PAP 2).

The Second Ordinary Session of the AU Specialised Technical Committee on Transport, Transcontinental and Interregional Infrastructure, Energy and Tourism (STC-TTIET), held in Cairo in April 2018, also recommended that “all stakeholders should use PIDA as a strategic framework while engaging with African and non-African partners”.

Furthermore, the Communique of the PIDA Week held in Cairo in November 2019 urged ECA and the AUC to finalise the Common African Strategy. It is worth noting that the idea of the strategy was discussed in several other continental platforms for policy dialogue on infrastructure development, including:

- The stakeholders’ meeting on strategic infrastructure partnerships held on 5-6 August 2019 in Pretoria, South Africa;
- The stakeholders’ meeting on PIDA PAP 2 processes held on 10-11 August 2019 in Kigali, Rwanda; and
- The Second PIDA Policy Dialogue held on 24-26 August 2019 in Malabo, Equatorial Guinea.

2.2 Context

Lack of finance remains a significant challenge in the implementation of Africa’s infrastructure projects in general, and regional ones in particular. According to the African Development Bank (Africa Outlook 2018), the continent’s infrastructure funding needs have reached US\$170 billion a year, leaving an annual gap estimated at US\$108 billion. In the energy sector alone, an estimated US\$90 billion of investment per year is required to meet energy access targets. Investment in infrastructure is crucial in supporting and sustaining economic growth in Africa. The public sector has traditionally dominated the construction and operation of infrastructure facilities on the continent. However, the governments of most African countries experience enormous financial challenges in providing critical infrastructure to their citizens. It is now generally acknowledged that government and public funding while critically important, would not be enough to bridge the continent’s financing gap.

Building partnerships have, therefore, emerged as a critical strategy to implement Africa’s infrastructure programmes. There are two broad categories of partnerships in Africa’s regional infrastructure development, namely: partnerships among Africa’s regional, sub-regional organisations and countries (internal partnerships); and partnerships between African countries and organisations on the one hand and development partners on the other (external partnerships).

Africa's partners have defined principles and strategies that shape their engagement with the continent on its regional infrastructure development. Africa has agreed to these principles and strategies through joint declarations or action plans with these partners. However, several questions need to be addressed: How can Africa hold its partners accountable for the principles that they have articulated? How can these principles be implemented in practice to ensure that Africa derives maximum benefits from them? What are Africa's principles and strategies for engaging with partners on its regional infrastructure development? This document seeks to answer the above questions. Its rationale is to guide how to optimise Africa's benefits from external partnerships such as those with EU, China in the context of BRI and FOCAC, and Japan in the framework of TICAD, among others.

There are several reasons why Africa needs a common strategy to engage with its partners on the continent's regional infrastructure development, including:

- Lack of a framework (with guiding principles/detailed guidelines) to engage with partners on infrastructure development;
- Partnership frameworks exist between the AU and the United Nations in peace and security, as well as initiatives such as Agenda 2063 and the 2030 Sustainable Development Goals (SDGs);
- Need for Africa to be proactive in initiatives on its infrastructure development, particularly trans-continental initiatives, instead of its development partners consistently taking the lead;
- A common African strategy would provide a sense of direction and help avoid distractions from Africa's priorities;
- Competition among Africa's partners for a share of the continent's infrastructure space, perceived to offer substantial investment opportunities, is gearing up;
- Changing the narrative: Africa needs a strategy that stresses the investment perspective of its infrastructure development rather than approaching it solely from a development aid viewpoint; and
- Efforts have been made in the past to develop a partnership strategy for the AU. It is essential for sectoral strategies, including a partnership strategy for the infrastructure sector, to be anchored in the overall AU partnership strategy.
- The Executive Council, through Decision No.: EX.CL/Dec. 1073(XXXVI), paragraph 82, taken during its Thirty-Sixth Ordinary Session held on 6-7 February 2020, in Addis Ababa, Ethiopia, requested, the PRC, in close collaboration with the Commission, to develop a Partnership Strategy and Policy Framework document to be considered by the 38th Ordinary Session of the Executive Council in February 2021. The development of the African Union Partnership Strategy and Policy Framework would assist AU in providing guidelines to strengthen its capacity in partnership initiation, development, coordination and management to work towards achieving AU Agenda 2063, and in particular, Aspiration 7: An Africa as a Strong, United, Resilient and Influential Global Player and Partner.
- The AU Commission, in collaboration with AUDA-NEPAD, is working on developing the Strategy and Policy Framework document. The strategy would assist in focusing partnerships towards achieving Africa's priority development goals as enshrined in the AU Agenda 2063 and its First Ten Year Implementation Plan, define partnership programmes, action plans and other resolutions agreed with partners in a win-win spirit based on the principles of equality, mutual respect, accountability, ownership, efficiency, consistency, value addition and comparative advantage. It would also optimise partnerships value addition through more complementarity across AU structures, areas of partnership and throughout the partnership life cycle.

- Therefore, this Common African Strategy for Partnerships would complement the overall Partnership Strategy and Policy Framework being developed as a partnerships guide book for the AU.

3 Vision and principles

3.1 Vision

Africa has an ambitious vision for its infrastructure development whose achievement requires countries and organisation on the continent to be diligent and steadfast in its pursuit. The Agenda 2063 and PIDA eloquently articulate the continent’s vision for regional infrastructure development. At the global level, African countries are committed to the SDGs that also address infrastructure development issues.

The aspiration in Agenda 2063 of “An integrated continent, politically united and based on the ideals of Pan-Africanism and the vision of Africa’s renaissance” addresses infrastructure development directly. In this regard, Africa aspires to have world-class, integrative infrastructure that criss-crosses the continent by 2063. This infrastructure is envisaged to support Africa’s accelerated integration and growth, technology transformation, trade and development. Included are included high-speed railway networks, roads, sea and air transport, as well as well-developed ICT and the digital economy.

This vision is also in line with the African Development Bank’s High 5s for transforming Africa, which are:

1. Light up and power Africa
2. Feed Africa
3. Industrialise Africa
4. Integrate Africa
5. Improve the quality of life for the people of Africa

Africa’s vision for the energy, transport, water and ICT sub-sectors are captured in PIDA as illustrated in Box 1.

Box 1: PIDA Infrastructure Vision

Energy: to develop efficient, reliable, cost-effective and environmentally friendly infrastructure for the physical integration of the continent and enhance access to modern services for the majority of the African population by:

- Developing regional and continental clean power generation and transmission projects;
- Implementing high-capacity oil refineries and oil and gas pipeline projects; and
- Developing renewable energy resources

Transport: to work towards an integrated continent where transport infrastructure and services enable the free movement of goods and passengers by:

- Improving the connectedness of African capitals and significant centres with modern paved roads and modern rail systems;
- Satisfying demand of the African Regional Transport Infrastructure Network (ARTIN) routes at the least economic cost, with priority for landlocked countries, while minimising the environmental impact of transport infrastructure and services; and
- Developing modern ARTIN corridors, including gateway ports and air transport services, to bring the performance of ARTIN components up to best world practice in efficiency, cost, reliability and safety.

Water: to promote integrated water resources management to develop transboundary water infrastructure projects, strengthen transboundary management frameworks for regional integration and ensure water security for the socioeconomic development of Africa by:

- Strengthening institutions for efficient cooperation on shared water resources;
- Developing transboundary water infrastructure to meet increasing water demands while protecting people and the environment;
- Strengthening finances for transboundary water development and management; and
- Improving knowledge of transboundary water basins and shared aquifers.

ICT: to enable Africa to build an information society and an integrated digital economy in which every government, business and citizen has access to reliable and affordable ICT networks by:

- Doubling ICT's contribution to GDP from 5% to 10% by 2025;
- Satisfying African broadband demand at the list cost, while increasing accessibility and security of access;
- Promoting intra-African e-commerce; and
- Increasing physical integration at the regional and continental levels.

At the global level, African countries are committed to the 2030 Development Agenda and the Sustainable Development Goals (SDGs). *SDG 9 is to build resilient infrastructure, promote inclusive and sustainable industrialisation and foster innovation.* Target 9.1. is to develop quality, reliable, sustainable and resilient infrastructure, including regional and trans-border infrastructure, to support economic development and human wellbeing, with a focus on affordable and equitable access to all. Two indicators of this goal are particularly relevant to infrastructure development, namely: Indicator 9.1.1. *The proportion of the rural population who live within 2 km of an all-season road;* and Indicator 9.a.1 *Total official international support (official development assistance plus other official flows) to infrastructure.*

3.2 Principles

The AU and NEPAD principles should guide Africa's strategic partnerships on infrastructure development. South-South cooperation principles, as well as those of the Paris Declaration on Aid Effectiveness, should also guide these partnerships. The AU's principles are outlined in its Constitutive Act, and those relevant to strategic infrastructure partnerships include sovereign equality and independence among Member State of the Union; respect for borders existing on achievement of independence; participation of the African people in the activities of the Union; non-interference by the Member States in the affairs of another; promotion of self-reliance within the framework of the Union; promotion of gender equality; and promotion of social justice to ensure balanced economic development.

The principles guiding the implementation of NEPAD include the following:

- a) Good governance, as an essential requirement for peace, security and sustainable political and socioeconomic development;
- b) African ownership and leadership, as well as broad and deep participation by all sectors of society;
- c) Anchoring the development of Africa on its resources and resourcefulness of its people;
- d) The partnership between and amongst African people;
- e) Acceleration of regional and continental integration;
- f) Building the competitiveness of African countries as a whole;
- g) Forging a new international partnership that changes the unequal relationship between Africa and the developed world; and

- h) Ensuring that all partnerships with AUDA-NEPAD are linked to the SDGs, and other agreed goals and targets.

Some cooperation agreements by the AU such as those with China, India and Southern American countries, fall within the framework of South-South cooperation. South-South cooperation initiatives are expected to be determined by the countries of the South and guided by the principles of respect for national sovereignty, national ownership and independence, equality, non-interference in domestic affairs and mutual benefit. These are similar to the AU and NEPAD principles listed above.

The Paris Declaration on Aid Effectiveness outlines partnership commitments, between developed and developing countries, in the delivery and management of aid. These commitments are as follows:

- *Ownership*: Partner countries exercise effective leadership over their development policies, and strategies and coordinate development actions;
- *Alignment*: Donors base their overall support on partner countries’ national development strategies, institutions and procedures;
- *Harmonisation*: Donors’ actions are more harmonised, transparent and collectively effective;
- *Managing for Results*: Managing resources and improving decision-making for results; and
- *Mutual Accountability*: Donors and partners are accountable for development results.

The Accra Agenda for Action also emphasises the necessity for developing countries to determine and implement their development policies to achieve their own economic, social and environmental goals.

This section has underscored the importance of ownership, equality, mutual benefits in partnerships among African countries, between African countries and other countries from the South as well as between African and developed countries, as summarised in Table 1. Overall, the principles to guide Africa’s strategic infrastructure partnerships could be grouped into two broad categories, namely normative and operational principles. Normative principles, on the one hand, include respect for national sovereignty and ownership, equality, non-conditionality, non- interference in domestic affairs and mutual benefits. In contrast, operational principles include, among others, mutual accountability and transparency, development effectiveness, coordination of initiatives, and multi-stakeholder approach, on the other.

Table 1: Summary of principles

African Union	NEPAD	South-South Cooperation	Paris Declaration
<ul style="list-style-type: none"> • Sovereign equality and independence • Respect for borders • Participation of the African peoples • Non-interference • Self-reliance • Gender equality • Social justice/balanced economic development. 	<ul style="list-style-type: none"> • Good governance • African ownership and leadership • Broad and deep participation by all sectors of society • Anchoring development on Africa’s resources and resourcefulness of its people • A partnership between and amongst African peoples 	<ul style="list-style-type: none"> • Respect for national sovereignty • National ownership and independence • Equality • Non-interference in domestic affairs • Mutual benefit. 	<ul style="list-style-type: none"> • Ownership • Alignment with national development strategies, institutions and procedures • Harmonisation • Management for result • Mutual accountability

	<ul style="list-style-type: none"> • Acceleration of regional and continental integration; • Building competitiveness of African countries • Changing the unequal relationship between Africa and the developed world 		
--	--	--	--

4 Issues and options in Africa’s strategic infrastructure partnerships

4.1 Scope of partnerships

This document focuses on partnerships for regional infrastructure development, as indicated in its introductory section. These partnerships include partnerships for the implementation of continental and regional projects as well as national projects with impacts that span across borders. Emphasis is placed on partnerships between African countries and their development partners in the framework of continental initiatives such as Agenda 2063 and PIDA as well as the AU’s multilateral partnerships. The primary objective is to leverage these partnerships to fast-track the implementation of PIDA projects. African countries and organisation would, therefore position PIDA as the centrepiece of their strategy for regional infrastructure partnerships. It should be a building block for the implementation of these partnerships.

Cooperation between African countries and their development partners generally covers the areas of capacity building through technical assistance and advisory services and investments. The development partners have also shown interest in supporting African countries to create an enabling environment for private sector investment in infrastructure development. Furthermore, they have been involved in developing and reviewing infrastructure programmes, preparing projects, developing project appraisal and selection tools, and monitoring the progress of projects. Emphasise is placed on project preparation as it is essential to bring projects to bankability and thus critical to infrastructure financing. Africa’s development partners support existing project preparation facilities such as the NEPAD-Infrastructure Project Preparation Facility (NEPAD-IPPF) and the Middle-Income Country Technical Assistance Fund (MIC-TAF) established by the African Development Bank (AfDB).

The involvement of development partners is therefore broad, and can be categorised as follows:

- Improving the regulatory environment for infrastructure development, particularly for private sector participation;
- Programme development and project preparation; and
- Investments/project finance

4.2 Dealing with existing partnership agreements

The adoption of a common African position for strategic infrastructure partnerships may have implications for existing cooperation arrangements. For example, the principles and elements of the accountability framework enshrined in this document may not necessarily be components of existing partnership agreements. However, all partnerships are intended to be on equal footing and underscore the importance of “win-win cooperation” and mutual benefits for all partners. This cooperation allows African countries

and organisations to define the kind of benefits they expect from infrastructure partnerships and to articulate what wins in a “win-win cooperation” means for them. In essence, this document is an avenue for the continent to define its expected benefits and articulate what win means for it in cooperation for infrastructure development. The document is an integral part of PIDA PAP 2.

4.3 The interface between actions at regional and national levels

Africa’s strategic partners in infrastructure development operate at the bilateral and multilateral levels. They engage with the AU on the one hand and individual African governments on the other. This type of engagement creates the risk of policy inconsistency or incoherence and underscores the importance of policy integration at the different levels – aligning continental, regional and national priorities. This alignment could be achieved by anchoring partnerships at all levels in Africa’s development master plans, notably the AU’s Agenda 2063 and its flagship projects, PIDA and infrastructure Master Plans of the RECs. In particular, regional and national priorities should be aligned with PIDA. In essence, PIDA projects should be a subset of regional priority projects.

Moreover, regional projects should be anchored at the national level to ensure national buy-in, which is key to the implementation of projects. In this regard, the Member State must commit to continental projects. The commitment could be achieved through the signing of intergovernmental agreements by Member State on regional priority projects, particularly PIDA projects as well as Memorandum of Understanding (MoU) between AUC/AUDA-NEPAD and Member States on these projects. Overall, African countries and organisations must adhere to the continent’s priorities when engaging with development partners, which requires strong collaboration/coordination among the countries. The PIDA Steering Committee provides a good platform for such coordination, mainly if Member States are represented in the committee.

It is generally acknowledged that regional infrastructure networks require good national networks. In this context, African countries can enter into bilateral agreements with development partners for infrastructure projects that support the strengthening of national networks, particularly sections that feed into regional and continental networks.

4.4 Diversity of actors, projects and partnership objectives

The AU has entered into numerous strategic partnerships at the multilateral level with organisations and countries around the world, as illustrated in table 2. These partnerships include those with the EU, League of Arab States, South American states, USA, FOCAC, TICAD, India, Turkey and Korea. They generally cover the areas of economic, social and political development, and some of them specifically mention infrastructure development as an area of focus for cooperation. In addition to the partnerships mentioned above, the AUC has entered into other partnerships, namely the AUC-UK, AUC-Russia and the AUC-UAE.

The diversity of actors in Africa’s infrastructure landscape poses a challenge in developing and implementing a common African strategy for infrastructure partnerships. For instance, different partners are interested in different infrastructure sub-sectors - transport, energy, ICT or water – and different stages in the project development cycle – conceptual, preparation and construction phases. Furthermore, there is also a diversity of African countries and regional organisations in terms of levels of economic development, state of infrastructure development, as well as technical and financial capacity, among others.

Table 2: AU strategic partnerships

Partnership	Areas of Cooperation
Africa-League of Arab States (LAS)	Political; economic, trade and financial; agriculture and food security; and socio-cultural
African Union-European Union Partnership	Strengthen and promote issues of common concern; promote effective multilateralism; and promote people-centred partnerships
Africa-South America Cooperation Forum (ASACOF)	Trade and industry; peace and security; democracy; governance and social justice
African Union Commission–United States of America High-Level Dialogue Forum on China-Africa Cooperation (FOCAC)	Peace and security, democracy and governance, economic growth, trade and investment, and promotion of opportunity and development
Tokyo International Conference on African Development (TICAD)	Political; economic, trade and financial; agriculture and food security; and socio-cultural
Africa-India Partnership	Economic matters, trade and industry, agriculture, energy, blue ocean economy, infrastructure, education and skill development, health and peace and security
Africa-Turkey Partnership	Trade and investment; agriculture, agribusiness, rural development, water resources management and small- and medium-scale enterprises; health; peace and security; infrastructure, energy and transport; culture, tourism and education; media, information communications technology; and environment.

A differentiated partnership approach may be appropriate to address the diversity of actors in the infrastructure partnership space. This approach entails the adoption of a different partnership mechanism/approach for different categories of actors and projects. Effective implementation of the differentiated approach requires a thorough understanding of how different partners operate and why they are interested in Africa’s infrastructure development. It also requires the identification and communication of the benefits of each PIDA project, or regional infrastructure projects in general, to relevant partners. This area is crucial as not all PIDA projects would be attractive to all partners. In essence, it is worthwhile to undertake a mapping of regional projects with regional infrastructure development partners. Such would feed into the already existing Matrix of Partners’ areas of core competencies for Africa’s Strategic Partnerships.

It is equally important to communicate the strategy for engaging partners in the implementation of Africa’s regional infrastructure programmes and projects, particularly PIDA projects effectively with African countries and organisations. To that end, the communication strategy for PIDA should have a component on partnerships. This component should clearly articulate appropriate partnership instruments for different circumstances, such as projects at different stages of the project development cycle and different partners such as China, EU, and Japan, among others. In this regard, it is necessary to identify the interests of different partners and the specific PIDA/regional projects that match these interests with the view to communicating the benefits of projects to appropriate partners.

PIDA Week provides a unique opportunity to mobilise resources to implement the programme. If positioned as an investment forum, it has the potential to serve as a marketplace for promoters of projects and investors to close deals on PIDA projects. In a nutshell, there is scope to rebrand PIDA Week to make it more effective in raising awareness of the initiative and closing deals as well as securing commitments for PIDA projects with partners and investors.

4.5 Multiple platforms for engaging with strategic partners

Several initiatives and mechanisms exist at the continental and regional levels to accelerate the implementation of Africa’s regional infrastructure projects. These initiatives include the NEPAD

Presidential Infrastructure Champion Initiative (PICI), NEPAD Steering Committee, AU Specialised Technical Committee on Transport, Transcontinental and Interregional Infrastructure, Energy and Tourism (STC-TTIET), and Working Groups on the Trans-African Highways network (TAH) and the AU's SMART Corridor Initiative, among others. AU has also appointed a High Representative for Infrastructure who is mandated to support AUC and the NEPAD initiatives with a view to encouraging increased commitment from development partners. It is vital to ensure an engagement with strategic partners through these initiatives and mechanisms. The principles and accountability framework presented in this document provide a basis for such an engagement.

4.6 Sustainability of regional projects

Sustainability is viewed from the perspective of using African resources and the resourcefulness of African people in developing the continent's regional infrastructure. Human resources issues such as capacity development, brain drain, and engagement of Africa's youth – including those in the diaspora are essential in this context. The role of the academia as well as engagement of Africa's private sector, both national (indigenous) private sector and private sector within the continent, are also important considerations. Sustainability of regional infrastructure projects, including PIDA projects, would be enhanced through the use of African universities and think-tanks in their implementation. These institutions are well placed to provide intellectual inputs to promote regional projects, including at policy dialogues and consultative meetings. The public and private sectors of some African countries also have considerable expertise and experience in infrastructure development, and these countries are willing to share their expertise with other countries on the continent. This is in line with the AU and NEPAD principles, particularly of promoting partnership between and amongst African peoples, and therefore worthwhile to promote.

Sustainability could also be viewed from the perspective of a shift in priorities, not only of development partners but also of the African governments. Thus, the importance of the initial condition of selected regional projects is underscored, as those in advanced stages of preparation are more likely to be completed before priorities are shifted than those in early stages. It also underscores the importance of institutionalisation of projects through their inclusion in national development plans, thereby providing some degree of protection from policy reversals. Exhaustive consultations in the selection of projects are also critical for national ownership.

4.7 Role of the private sector in the partnerships

Africa's strategic partnerships for infrastructure development generally involve governments and intergovernmental organisations. The continent's development partners often promote the interest of their private sector in these partnerships. They do so by involving their private sector in negotiations with Africa – for instance, by including them in partnership task forces and committees, and deliver technical assistance, advisory service and construction of projects using their companies. African countries and organisation have to do the same. To that end, the continent's private sector needs to be involved in discussions to identify priority areas and modalities for cooperation between Africa and its partners. It is equally vital for infrastructure partnerships to have clear strategies to involve the continent's private sector in projects to be implemented through collaborative arrangements.

5 COVID-19 and Africa's infrastructure development: challenges, opportunities and the role of development partners

The Coronavirus disease 2019 (COVID-19) has had a devastating socioeconomic impact around the world, and the infrastructure sector has not been spared. The impact of COVID-19 on the sector, particularly the construction industry, in Africa is manifested through delays and increased costs of projects due to travel restrictions including lockdowns and partial or full closure of borders. Landlocked countries bear the brunt of the impact as a result of delays and cost escalations in the importation of construction material as well as equipment and their spare parts, arising from supply chain disruptions.

Travel restrictions and closure of borders also affect the movement of foreign experts/expatriate workers who have either returned to or are stuck in their countries of residence thereby contributing to delays in project implementation as well as challenges in operation and maintenance of completed infrastructure. Delays are still recorded even if all workers are available in a country due to the enforcement of social distancing measures. From a financing perspective, the slowdown of African economies due to COVID-19 results in difficulties in the payment of loans in the construction sector. Construction companies with high levels of debt and low cash reserves are grappling with a liquidity crisis; smaller business and sub-contractors may fail rapidly; project owners and contractors (customers and suppliers) may seek to terminate or renegotiate contracts as COVID-19 spreads across countries. Infrastructure projects may be delayed or even cancelled due to new priorities in the health and other sectors. African utilities, particularly in the energy sector where they are already under financial strain and facing insolvency, may struggle to provide services.

Investment in infrastructure is often an essential component of economic stimulus packages because of the sector's potential to create jobs. COVID-19 provides an opportunity to improve the sustainability of Africa's infrastructure. In this regard, resources allocated to the infrastructure sector from COVID-19 relief packages could be used to build the resilience of the sector and to invest in green projects. For instance, roads could be constructed using design guides that take into account the increased frequency and severity of extreme climatic events; deficient infrastructure could be retrofitted; new materials that may better resist climate change could be used in construction; green purchasing could be prioritised. In urban areas, physical protection of assets from extreme weather could be enhanced through:

- seawalls and pumps could be used to protect assets against sea-level rise and flooding;
- green infrastructure could be developed to lower flood risk by reducing impervious surfaces and improving storm-water infiltration into the ground; and
- drainage systems could be upgraded to handle increased runoff.

From a mitigation perspective, priority could be given to projects that address transport emissions by shortening travel distances and enable low-carbon transport modes; and the use of emerging technologies such as electric cars, autonomous vehicles, shared vehicle fleets and smart metering; as well as acquiring high-performance vehicle fleets.

In the energy sector, investments that improve the efficiency of energy supply and use could be prioritised as they yield substantial economic and environmental benefits. Energy efficiency and conservation have multiple and multi-level gains. It reduces growing energy demand, improves energy security, and reduces the emission of greenhouse gases. The main issues with energy efficiency are lack of awareness on energy

efficiency and conservation; and the production, importation and utilisation of inefficient energy technologies. In this context, COVID-19 economic stimulus packages could be used to invest in green and carbon-neutral development using renewable energy sources and technologies.

In sum, COVID-19 economic relief funds provide an opportunity for African countries to invest wisely for the future – by “building back better”. In this regard, they could prioritise investment in green and resilient infrastructure as well as in the digitalisation of their infrastructure networks. It is worth noting that climate friendliness and smart/innovative technologies are among the criteria for selecting projects for the PIDA PAP 2. It is therefore vital for these criteria to be central to engagements between African countries and organisations and their development partners on infrastructure development.

Some of Africa’s strategic partners in infrastructure development are members of the G20 whose Ministers of Finance have agreed to debt “standstill” for the poorest countries in 2020. Several African countries are eligible for the time-bound suspension of debt services payments. It is essential for these partners to fulfil their commitment and for African governments that are eligible to the debt standstill agreement to use part of the freed resources to develop their infrastructure. In essence, governments are encouraged to allocate resources to the infrastructure sector from stimulus packages that they create for their economies. Moreover, development partners are encouraged to accelerate financial transactions in support of Africa’s infrastructure development. In this regard, it is imperative to simplify application processes and minimise impediments from typical lending considerations such as creditworthiness. Financial transactions, including the provision of budget support, could also be accelerated by using fast disbursement facilities such as the Crisis Response Window and the Pandemic Emergency Financing Facility (PEF) housed at the World Bank. Another way to speed-up financial transactions is for development partners and financial institutions to reschedule their support programmes to fast-track the disbursement of funds. Overall, development partners could implement multiple measures to support infrastructure development in Africa such as providing grants, loans and loan guarantees as well as deferring or waiving payments of debts.

6 Accountability framework

6.1 Definition of the accountability framework

This section presents a framework for assessing the performance of Africa’s strategic infrastructure partnerships. The accountability framework is a hierarchy of results cascading from crucial result areas to the criteria for assessing each area and then to indicators for the criteria. The framework enables the impact of partnerships to be assessed objectively. African countries and organisations seek to achieve several objectives through regional infrastructure development which, in principle, should guide their strategic infrastructure partnerships. These objectives include regional integration, national development, job creation, development of resilient infrastructure, human capital development through skills transfer, effective local content in projects, and technology transfer, among others.

The purpose of African countries and organisations to engage in strategic infrastructure partnerships is to implement the continent’s flagship and priority projects. The usefulness of partnerships could, therefore, be assessed by their contribution to the implementation of Agenda 2063 and PIDA projects. The criteria for selecting projects for PIDA PAP 2, presented in Table 3, provide a useful framework for assessing the performance of the partnerships.

Table 3: Grouping of selection criteria and weighting for the PIDA-PAP 2

Category	Criteria	Weight
Regional Integration	Regional project	Pass/fail
	Explicit agreement from concerned countries	Pass/fail
Inclusiveness & Sustainability	Gender Sensitivity	10%
	Rural Connectivity	5%
	Climate Friendliness	10%
Economic & Financial Impact	Corridor Planning	15%
	Job Creation	10%
	Economic Impact	25%
	Financial Attractiveness for Private Sector Investment	20%
	Smart/innovative technologies	5%

Source: AUC, PIDA PAP 2

A framework for transformational infrastructure for developing a wellbeing economy in Africa, shown in Table 4, also provides a sound basis for assessing the performance of Africa’s strategic infrastructure partnerships, mostly as it is aligned to PIDA PAP2 selection criteria. The notion of the “wellbeing economy” envisages the continuous fulfilment of human wellbeing, with primary attention to job creation, poverty eradication and gender equality, while mainstreaming the sustainability of the ecosystems. It promotes transformation that is internally driven and responsive to the national context as the critical success factors for development that is inclusive, climate-resilient and resource-efficient (Mebratu and Swilling, 2019).

Table 4: Indicators framework for transformational infrastructure for a wellbeing economy in Africa

Foundations	Building Blocks	Transformational Indicators
Transformative policy formulation	<i>Macro-economic policy and strategy formulation</i>	Fiscal policy preference and priority for transformative infrastructure that promotes inclusive, low-carbon, and resource-efficient development
	<i>Human wellbeing improvement</i>	Percentage increase in productive employment
	<i>Ecosystem wellbeing improvement</i>	Percentage improvement in CO2 emission and improvement in air quality
Transformative infrastructure development	<i>Infrastructure planning and development process</i>	Scope of life cycle considerations in planning, development, and management of infrastructure Level of cross-sectoral synergy and integration in infrastructure planning and development
Transformative governance	<i>Ensuring distributional justice</i>	Level of fair and equitable distribution of resources across regions and communities

	<i>Ensuring representational justice</i>	Level of representational participation in planning and management of development programmes Level of empowerment of women and youth groups in the decision-making process
--	--	---

The concept of quality infrastructure also provides a sound basis for assessing the performance of Africa’s strategic infrastructure partnerships. In essence, partnerships could be assessed by the extent to which they deliver quality infrastructure. “Quality” investment means considering a wide range of factors when making investment decisions, including environmental and social impact, debt sustainability, the safety and reliability of the construction, and the impact on local employment and technical expertise. The G20 has articulated the following principles for quality infrastructure investment (QII): maximising the positive impact of infrastructure to achieve sustainable growth and development; raising economic efficiency in view of life-cycle cost; integrating environmental consideration in infrastructure investment; building resilience against natural disasters and other risks; integrating social considerations in infrastructure investment; and strengthening infrastructure governance. Strengthening partnerships based on comparative advantages while considering local context is key to a successful implementation of the G20 QII principles through international cooperation.

6.2 Consolidated accountability framework

A consolidated indicator framework for cooperation in regional infrastructure development that is beneficial to African countries is shown in Table 5. The framework consists of the goals or key result areas of the partnerships, the building blocks or criteria for each result area and the indicators for each building block. The criteria are technical, financial, economic, social and political in nature. The consolidated framework is developed using the PIDA PAP 2 project selection criteria, the framework for transformational infrastructure for developing a wellbeing economy in Africa, and elements of the quality infrastructure concept. The framework provides a tool for African governments and organisations and their partners to hold each other accountable for their commitments related to the continent’s infrastructure development. It is also a tool to monitor and evaluate the performance of the continent’s strategic infrastructure partnerships.

Table 5: Consolidated accountability framework

Dimension (Goal)	Building Blocks (Criteria)	Indicator	Key Performance Indicators
Regional Integration	Regional project	<ul style="list-style-type: none"> Quantity of roads (Cross-border roads) Cross-border projects Intra-African Trade 	Km of cross-border roads No. of cross-border projects Level of intra-African trade
	Explicit agreement from concerned countries	<ul style="list-style-type: none"> Intergovernmental Agreements 	No. of agreements
Inclusiveness and Sustainability	Gender sensitivity	<ul style="list-style-type: none"> Women empowerment Women participation in the infrastructure value chain 	Level of empowerment of women and youth groups in the decision-making process No/share of women participating in different stages of the project development cycle

	Rural connectivity	<ul style="list-style-type: none"> • Distribution of resources • Participation in planning and management • Connection of rural population 	<p>Level of fair and equitable distribution of resources across regions and communities;</p> <p>Level of representational participation in planning and management of development programmes</p> <p>No. of rural populations (communities located less than 100km from the worksite and some remote areas facing the most deprived situations) connected</p> <p>Percentage improvement of the proportion of the rural population who live within 2km of an all-season road</p>
	Climate Friendliness	<ul style="list-style-type: none"> • CO2 emission • Air quality • Design standards • Clean energy projects 	<p>Percentage improvement in CO2 emission and improvement in air quality;</p> <p>CO2 emission per dollar spent</p> <p>Use of technical standards and norms (including environment standards and norms);</p> <p>No. of renewable energy projects;</p> <p>Use of national and regional natural resources</p>
Economic & Financial Impact	Corridor Planning	<ul style="list-style-type: none"> • Life cycle approach • Cross-sectoral synergy and integration • Multi-sectoral projects 	<p>Scope of life cycle considerations in planning, development, and management of infrastructure;</p> <p>Level of cross-sectoral synergy and integration in infrastructure planning and development;</p> <p>No. of multi-sectoral projects</p> <p>Alignment of the project with existing or planned infrastructure from another sector</p>
	Job Creation and skills development	<ul style="list-style-type: none"> • Employment • Skills development 	<p>No. of average annual jobs created per million USD spent</p> <p>Percentage increase in productive employment;</p> <p>No. of local employment generated (skilled & unskilled);</p> <p>No of new technically skilled people produced</p> <p>Level of youth and gender employability (target=50%);</p> <p>No of unskilled personnel upskilled and employed</p>
	Economic impact	<ul style="list-style-type: none"> • Quality and access to infrastructure • Distribution of resources across regions • Contribution to GDP 	<p>Improvement in Infrastructure Development Index (AIDI)</p> <p>Level of fair and equitable distribution of resources across regions and communities;</p> <p>Contribution to GDP (percentage and US\$)</p> <p>Total official international support (ODA and other official flows) to infrastructure</p>

	Local and regional content	<ul style="list-style-type: none"> Local and regional inputs to projects 	Percentage of local input into a project (human resources, materials and financial); Percentage of regional input into a project (human resources, materials and financial)
	Technology transfer	<ul style="list-style-type: none"> Upskilled local specialists Involvement of national innovation organisations and academia 	No. of upskilled local specialists (engineers, technologists, planners, modellers); Level national innovative organisations/academia involvement in the project
	National development	<ul style="list-style-type: none"> FDI flows Contribution to GDP Link to a national strategy 	FDI flow into the country (US\$; percentage increase) Contribution to GDP (percentage and US\$); Link to a national strategy
	Financial attractiveness for private sector investment	<ul style="list-style-type: none"> Domestic/regional resource mobilisation Local investment Portfolio of projects supported 	Level of domestic/regional resource mobilisation; Share of local investment in projects; Level of private Sector and Institutional Investors participation. Share of projects that attract private investment in a portfolio of projects supported/whether or not project supported attracts private investment
	Smart/innovative technologies	<ul style="list-style-type: none"> Digitalisation Innovation 	Level of application of Smart/innovative technology Level of application of an innovative business model
Quality infrastructure	Debt sustainability	<ul style="list-style-type: none"> Financing option Financial support 	Level of grants, loans, loan guarantees; Deferring or waiving payments of debts
	Safety and reliability of the construction	<ul style="list-style-type: none"> Construction overruns (cost and time) Performance of infrastructure Operating costs 	Level of construction cost overrun; Level of construction time overrun; Performance of infrastructure (e.g. ride quality; crashes/accidents); Cost of maintenance and repairs
	Impact on local employment and technical expertise	<ul style="list-style-type: none"> Employment Skills development 	No. of average annual jobs created per million USD spent Percentage increase in productive employment; No of local employment generated (skilled & unskilled); No. of new technically skilled people produced; Level of youth and gender employability (target=50%) No of unskilled personnel upskilled and employed
	Environmental and social impact	<ul style="list-style-type: none"> CO2 emission 	Percentage improvement in CO2 emission and improvement in air quality CO2 emission per dollar spent

	Transparency	<ul style="list-style-type: none"> • Competition • Price (Cost) of infrastructure 	Level of respect for market principles and international norms in procurement; Consistency of procurement and construction process with national conditions, laws and regulations; Price (cost) of infrastructure
--	--------------	---	---

The criteria and their indicators provide the characteristics of an integrated corridor approach in regional infrastructure development, transformative infrastructure for a wellbeing economy (inclusive, low-carbon and resource-efficient), and quality infrastructure. The Key Performance Indicators (KPIs) are the empirical traits that enable an assessment of the performance of strategic infrastructure partnerships. The KPIs can be used to determine the extent to which these partnerships comply with the desired characteristics.

7 Operationalisation of the partnership principles and implementation of the accountability framework

Effective implementation of the accountability framework presented in the previous section requires an intergovernmental agreement on the framework among African countries and organisations as well as mechanisms to coordinate, monitor and evaluate its implementation. An essential first step, in this regard, is for governments on the continent and AUC/AUDA-NEPAD to sign an agreement for the implementation of the framework. This agreement, for instance, could be in the form of an MoU, clearly stipulating that PIDA projects are the building blocks for strategic partnerships for regional infrastructure development, particularly inter-continental initiatives and that the framework would be the basis for assessing the performance of such partnerships. In the same vein, Member States need to include PIDA projects in their National Development Plans and public investment programmes to speed up their implementation. The proposed accountability framework provides the avenue to operationalise the principles outlined in section 3 of this document.

7.1 Developing Task Forces for strategic partnerships

In ensuring mutual benefit, accountability and transparency, and in line with the multi-stakeholder approach to development, it is useful to create Task Forces to represent Africa in engagements with strategic partners on regional infrastructure development. It is essential for the Task Forces, led by AUC/AUDA-NEPAD, to be inclusive with the view to involving all key stakeholders, notably RECs, ECA, AfDB, and the Member States. The Bureau of the STC-TTIET could represent the Member States. In essence, members of the PIDA Steering Committee should be represented in the Task Forces as this would improve the effectiveness of Africa’s engagement with partners by avoiding duplication of effort and ensuring that the continent’s priorities are the building blocks of the partnerships. The creation of Task Forces would operationalise several principles including African ownership and leadership, equality in decision making, broad and deep participation of relevant stakeholders, and harmonisation of initiatives. Moreover, it would help to change the unequal relationship between Africa and the developed world in the infrastructure sector. The representation of Member States in the Task Forces would also ensure that the goals, projects and mechanisms of strategic partnerships are aligned with national development strategies, institutions and procedures.

7.2 Coordinating engagement with strategic partners and pursuing a differentiated partnership approach

Coordination is critical in Africa's strategic partnerships as they are created at different levels – continental, regional and national – and for different infrastructure sub-sectors – transport, energy, water and ICT. The type of coordination required, therefore, depends on the level of the partnership and nature of the project involved. AUC and AUDA-NEPAD lead and coordinate engagements with strategic partners at the continental level. In this regard, the delivery of their coordination function needs to be visible and impactful, particularly during negotiations with partners. This visibility could be the case if they are supported by the Task Force of critical stakeholders discussed above.

At the national level, governments could enhance their ownership and leadership of the process of engaging with strategic partners by investing in the projects under consideration. Enhanced government ownership of projects would increase their sustainability, including through timely maintenance and repairs. It could also reduce over-reliance on foreign funding. It is essential for national engagements in the context of multilateral partnerships, such as those presented in Table 2, to be anchored on PIDA and Agenda 2063 flagship projects and guided by the accountability framework. Governments are also encouraged to consider the framework in bilateral engagements that are not part of the AU partnerships at the multilateral level. Moreover, such engagements could prioritise projects that strengthen national infrastructure networks, particularly sections that feed into regional and continental networks. Adequate regional infrastructure requires good national networks.

Irrespective of the level engagement, it is critical for African countries and organisations to have a consistent voice when dealing with strategic partners and foreign investors on regional infrastructure development. That voice should be anchored on the principles and accountability framework presented in this document.

Components of the proposed differentiated partnership approach to address the diversity of actors and levels of engagement in the infrastructure partnership space are as follows:

7.2.1 Continental level

- AUC and AUDA-NEPAD to lead and coordinate engagements with partners, supported by Task Forces consisting of key stakeholders;
- Mapping of regional projects with strategic infrastructure development partners (link projects with partners based on their stated and revealed preferences in terms of infrastructure sub-sector, project development stage, country/region of location of the project, among others)
- AfDB/Infrastructure Consortium for Africa (ICA 2.0) can play an important role through its Advocacy and Coordination Hub and the Knowledge and Information Hub. In this regard, the upcoming ICA High-level sectoral platform (in Energy, Transport, Water, ICT, and cross-cutting issues) can be leveraged. The objective of the platform is to facilitate information sharing, analysis of project implementation performances, lessons learnt, best practices, cooperation and collaborations amongst ICA members, African institutions, and private investors. In addition, using its strong comparative advantage, ICA can contribute in providing the necessary enabling environment for strategic partnerships and infrastructure financing.

7.2.2 *National level*

- National engagement in the context the AU multilateral partnerships to be anchored on PIDA and Agenda 2063 flagship projects and guided by the accountability framework. National PIDA Focal Points to play active role in this engagement;
- Governments are encouraged to consider the accountability framework bilateral engagements that are not part of the AU multilateral partnerships; and
- Governments are encouraged to prioritise projects that strengthen national networks, particularly sections that feed into regional and continental networks in bilateral engagements.

7.3 Evidence-based engagement with strategic partners

Availability of updated data on projects is vital for effective engagement between African countries and organisations with their strategic partners on infrastructure development. It is therefore essential to establish a dynamic database for the continent's infrastructure projects. The Virtual PIDA Information System (VPIC) developed and managed by AUDA-NEPAD is useful in this regard, and it is essential to ensure that the platform is regularly updated. It is equally important to develop a database of infrastructure suppliers – contractors and consultants – on the continent with the view to enhancing local procurement, including of Small and Medium Size Enterprises (SMEs), as well as skills transfer. This database would operationalise the principles of participation of the African peoples and anchoring the continent's development on its resources and the resourcefulness of its people. Involving local companies would also strengthen national construction industries and build the competitiveness of countries on the continent. This fits with what the ICA is planning to develop through the ICA Infrastructure Web Portal, under the Knowledge and Information Hub of ICA 2.0.

7.4 Monitoring and evaluation

Monitoring and evaluation constitute an essential component of accountability. African countries and organisations devote a considerable amount of time and resources on strategic partnerships. It is, therefore, vital to monitor and evaluate the performance of these partnerships based on their expected accomplishments. The accountability framework presented in this document provides a tool for the monitoring and evaluation exercise. PIDA national focal points could play a useful role in tracking the performance of strategic partnerships at the national level using the framework. Monitoring should be continuously, and reports could be presented during PIDA Steering Committee meetings, PIDA dialogues or PIDA Weeks. Evaluations could be undertaken as part of the mid-term review of PIDA PAP 2 in 2025 and at the end of the implementation period of the priority action plan in 2030.

8 Conclusion

Africa's infrastructure development gap is enormous. Countries on the continent are making an effort to close this gap, including through partnerships with non-African countries and organisations. It is generally acknowledged that these partnerships should be mutually beneficial. This document has presented principles, actions and approaches that would enable this objective to be achieved. It provides guidelines to ensure that partnership agreements are beneficial to Africa; provide a smooth interface between cooperation at the regional and national levels; and deal with the diversity of actors, projects and objectives of partnerships. It also provides guidelines on using multiple infrastructure implementation platforms in Africa

to engage effectively with the continents strategic partners; mainstreaming sustainability in regional programmes and projects, and enhancing the involvement of the private sector in partnerships.

Furthermore, the document sheds light on the opportunities provided by COVID-19 for strategic partnerships to deliver green and resilient infrastructure in Africa. It proposes the creation of Task Forces, led by the AUC and AUDA-NEPAD, which consist of key stakeholders of Africa's infrastructure development. These Task Forces would enhance the continent's engagements in infrastructure partnerships. It also proposes a differentiated approach to address the diversity of actors and levels of engagement in infrastructure partnerships; as well as an evidence-based engagement with strategic partners. Finally, the document provides an accountability framework to monitor and evaluate the performance of Africa's strategic infrastructure partnerships.

9 References

AUC (2019). The integrated corridor approach: "A holistic infrastructure planning framework to establish PIDA-PAP 2". Addis Ababa, Ethiopia: AUC.

AUC (2019). Unlocking rural and remote areas' access to basic infrastructure and services. Final report, Volume 1 – Strategy. No AUC/IED/C/376. Addis Ababa, Ethiopia: AUC.

Mebratu, D., & Swilling, M. (2019). Transformational infrastructure for a wellbeing economy in Africa (1st ed.). African SUN MeDIA and STIAS. <https://doi.org/10.18820/9781928480419>. ISBN 978-1-928480-40-2; 978-1-928480-41-9 (e-book).