

# STRENGTHENING THE INSTITUTIONAL CAPACITY OF THE COMMUNAUTÉ DES SAHÉLO-SAHARIENS (CEN-SAD)



AFRICAN UNION CAPACITY DEVELOPMENT SUPPORT PROGRAMME TO RECs (M-CDP)



NEPAD AGENCY of the AFRICAN UNION  
CAPACITY DEVELOPMENT DIVISION  
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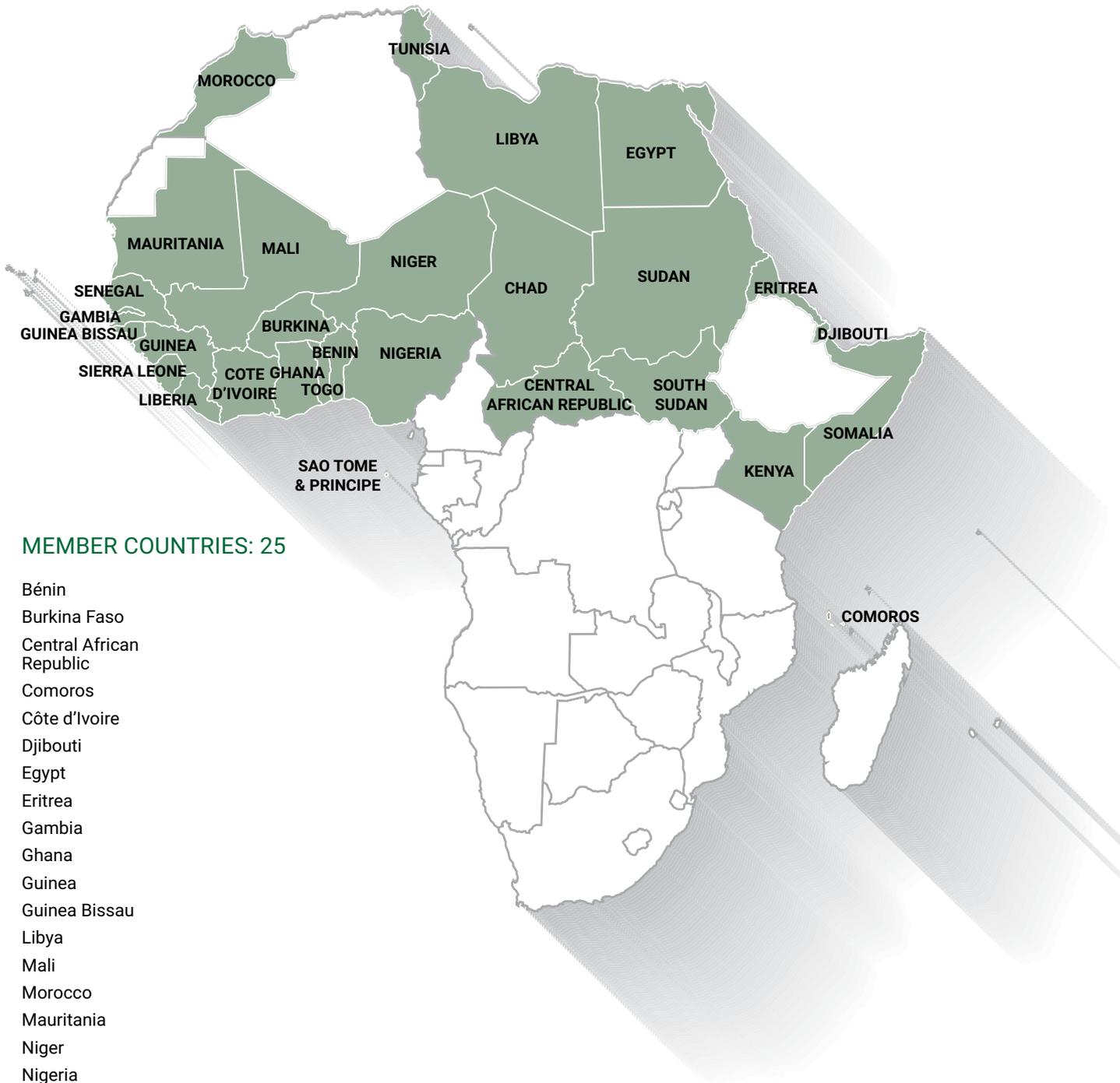
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AFRICAN UNION CAPACITY DEVELOPMENT SUPPORT  
PROGRAMME TO RECs (M-CDP)



African Union Commission





**MEMBER COUNTRIES: 25**

- Bénin
- Burkina Faso
- Central African Republic
- Comoros
- Côte d'Ivoire
- Djibouti
- Egypt
- Eritrea
- Gambia
- Ghana
- Guinea
- Guinea Bissau
- Libya
- Mali
- Morocco
- Mauritania
- Niger
- Nigeria
- Sénégal
- Sierra Leone
- Somalia
- Sudan
- Chad
- Togo
- Tunisia



## ACKNOWLEDGEMENTS

My sincerest gratitude goes to CEN-SAD officials who made themselves available for interviews during this exercise. Their efforts are very much appreciated, especially in providing as much documentation that they could under difficult circumstances. This report is very much a product of their input.

## BRIEF HIGHLIGHTS

- Established in February 1998
- Currently 25 Member States
- Not yet a FTA or a Customs Union.
- Intra-REC trade among Member States is approximately 6%
- At an early stage of cooperation among member states.
- Free movement of people within the region partially attained
- Gained observer status at the UN General Assembly in 2001
- Revised CEN-SAD Treaty adopted in 2013.
- Secretariat of CEN-SAD under revival

### Achievements

- CEN-SAD created the Special Fund for Solidarity
- Drafted the Free Trade Area Treaty
- Establishment of the Selective visa dispensation
- Implementation of CEN-SAD Games
- Establishment and continued operations of BSIC in 11 member countries

### Main Challenges

- Efforts aimed at creating the free trade zone challenged by recent events in the region.
- Free movement of goods and persons very challenging in light of some CEN-SAD states being poles of attraction for emigration to Europe. The need to curtail this affects the establishment of a free trade regime which will require the free movement of goods and persons with limited border controls
- CEN-SAD Secretariat requires physical offices and human resources for effective coordination of regional programmes
- Payment of dues by member states. Almost all member states were in arrears and some had never paid their dues since joining the community.

## Recommendations

Implement fully the revised treaty adopted in February 2013 will provide an organizational structure for CEN-SAD Executive Secretariat which aligns with the new vision, mandate and functions needed for achieving regional integration.

Institutionalize a dedicated CD function and implement CD needs aligned with the revised treaty. The CD function to make provision for a framework and programme for identifying capacity needs. The CD outcomes will facilitate regional cooperation, national capacity-development and information sharing. This requires proper information flow, coordination at the regional level as well as proper political economy analyses that take into account the broader regional dimensions.

Develop a domestic resource mobilization strategy with BSIC to support new initiatives and for infrastructure development. The BSIC was specifically set up to support CEN-SAD initiatives and its operational presence in several CEN-SAD countries could support the resources mobilization effort. Also revitalize Solidarity Fund for Food and Emergency Assistance to provide resources for capacity development in the priority sectors under the revised treaty.

Revitalize the 2010 initiative to support the development of a Global Strategic Plan (PSG) out of which a CEN-SAD Medium term Strategic Plan accompanied by a medium term CD plan can be developed as a key means of implementation. Also an M&E Policy and Results Framework to accompany the MTSP.

Design a CD initiative for the creation of a second free trade bloc comprising CEN-SAD, ECOWAS, ECCAS and AMU in line with the tripartite model. A communication and outreach strategy must accompany the initiative in order to broaden ownership of CEN-SAD among its member states

Marina, Port El Kantaoui in Tunisia  
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## ACRONYMS

<b>AfDB</b>	African Development Bank
<b>AMU</b>	Arab Magreb Union
<b>APDev</b>	Africa Platform for Development Effectiveness
<b>AU</b>	African Union
<b>AUC</b>	African Union Commission
<b>BSIC</b>	Banque Sahélo-Saharienne pour l'Investissement et le Commerce
<b>CAADP</b>	Comprehensive Africa Agriculture Development Programme
<b>CDSF</b>	Capacity Development Strategic Framework of the AU/NEPAD
<b>CEN-SAD</b>	Community of Sahelian-Saharan States
<b>CILSS</b>	Comité Permanent Inter-états de Lutte contre la Sécheresse dans le Sahel
<b>CSO</b>	Civil Society Organization
<b>ECA</b>	Economic Commission for Africa
<b>ECCAS</b>	Economic Community of Central African States
<b>ECOWAS</b>	Economic Community of West African States
<b>FAO</b>	Food and Agriculture Organization of the United Nations
<b>GEF</b>	Global Environment Facility
<b>GGWSSI</b>	Great Green Wall for the Sahel Sahara Initiative
<b>GM</b>	Global Mechanism
<b>IFAD</b>	International Fund for Agricultural Development
<b>IGAD</b>	Intergovernmental Authority on Development (Eastern Africa)
<b>IOM</b>	International Office of Migration
<b>IRCM</b>	Integrated Regional Coordination Mechanism
<b>MDGs</b>	Millennium Development Goals
<b>NEPAD</b>	New Partnership for Africa's Development
<b>NPCA</b>	NEPAD Planning and Coordinating Agency
<b>OECD</b>	Organisation for Economic Cooperation and Development
<b>UNESCO</b>	United Nations Educational, Scientific and Cultural Organization
<b>UPM</b>	Mediterranean Union

# TABLE OF CONTENTS

<b>ACKNOWLEDGEMENTS</b>	iii
<b>BRIEF HIGHLIGHTS</b>	iii
Achievements	iii
Main Challenges	iii
Recommendations	iv
<b>ACRONYMS</b>	v
<b>EXECUTIVE SUMMARY</b>	viii
<b>1. INTRODUCTION AND CONTEXT</b>	1
Rationale	1
Objectives	1
Understanding of TOR and Methodological Approach	1
Study methodology and limitations	1
<b>2. INSTITUTIONAL SNAPSHOT OF THE COMMUNITY OF SAHEL-SAHARA STATES</b>	3
Specialised Agencies of CEN-SAD	5
CEN-SAD Vision and Mission	5
<b>3. BROAD SCOPING OF CAPACITY DEVELOPMENT ACTIVITES OF CEN-SAD</b>	6
1. Regional food Security Programme	6
2. The Great Green Wall of the Sahel-Sahara Initiative (GGWSSI)	6
3. Project for the establishment of a partnership and funding Platform	7
4. Project for Support to Sanitary and Phyto-sanitary Standards-Setting Organisations (PAN-SPSO)	7
5. Monograph of Water Resources in the CEN-SAD region	7
6. Initiatives in Trade Facilitation and Institutional Development	7
7. Initiatives in the transport, infrastructure, mines and energy sectors	7
<b>4. BROAD OVERVIEW AND ANALYSES</b>	8
Overview of CEN-SAD CD initiatives and their alignment with the CDSF levels of CD Interventions	9
Ranking of Key Values of the CDSF	10
Ranking of CDSF Cornerstones in CEN-SAD	10
Priority MCDP Implementation Areas	11
<b>5. OPPORTUNITIES FOR CURRENT AND FUTURE COLLABORATION AND SUPPORT FOR CAPACITY DEVELOPMENT IN CEN-SAD</b>	12
<b>6. OBSERVATIONS AND RECOMMENDATIONS</b>	13

## LIST OF TABLES

Table 1: Summary of Findings	xi
Table 2: CEN-SAD Member States' Multiple and Overlapping membership to other REC	2
Table 3: Overview of CEN-SAD CD initiatives and their alignment with the CDSF levels	8
Table 4: Ranking of Key Values of the CDSF by CEN-SAD	8
Table 5: Ranking of CDSF Cornerstones in CEN-SAD	9
Table 6: Priority ranking of M-CDP implementation areas for collaboration (high: 4, low: 1)	9



## EXECUTIVE SUMMARY

The 2013 Capacity Development Mapping and Scoping Exercise is an integral part of the African Union (AU) Multi-Agency Capacity Development Support Programme (M-CDP) to Regional Economic Communities (RECs). It is part of the overarching AU institutional development process aimed at forging

the necessary functional linkages among RECs and with other AU organs and institutions towards enhancing regional integration in Africa. As per agreed methodology, interviews were held with officials of CEN-SAD. All relevant documentation and information was provided by the respondents. Internet sources were

Oil rig, port of Lagos, Nigeria.

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also used to supplement information. The output of this assignment is this mapping and scoping report which provides an inventory of previous large scale efforts and related initiatives on capacity development; a summary of various CD strategies and processes and a synthesis of findings, conclusions and recommendations.

CEN-SAD was established in February 1998 by six countries, but since then its membership has grown to over 25. Member states are Benin, Burkina Faso, Central African Republic, Comoros, Côte d'Ivoire, Djibouti, Egypt, Eritrea, Gambia, Ghana, Guinea Bissau, Guinea, Libya, Mali, Morocco, Mauritania, Niger, Nigeria, Senegal, Sierra Leone, Somalia, Sudan, Chad, Togo and Tunisia. The organisation covers an area that exceeds half of the African continent. CEN-SAD member countries are mostly in the Sahel Region of Africa. The Sahel, is a semi-arid belt of barren, sandy and rock-strewn land which stretches 3,860km across the breadth of the African continent and marks the physical divide between the continent's more fertile south and Saharan desert north. CEN-SAD member states are mainly countries that surround the Sahara desert or are impacted by its conditions.

The main organs of CEN-SAD are (i) the Conference of Heads of State and Government, which is the supreme decision making body; (ii) the Executive Council – the implementing and technical body comprising ministers of foreign affairs, economy and interior and public security; (iii) the General Secretariat for administration and monitoring; (iv) the Committee of Ambassadors and Permanent Representatives – an advisory organ for the Conference, the Executive Council and the General Secretariat.

Its specialised agencies are the Sahel-Sahara Investment and Trade Bank (BSIC) established in 1999; the Special Solidarity Fund set up in 2001 for humanitarian purposes; and the Economic, Social and Cultural Council. However, the Libyan crisis in 2011 had a disruptive impact on the CEN-SAD General Secretariat and the Sahel region resulting in a fragile geo-political environment in which CEN-SAD operates.

After the rationalization of the regional economic communities in 2006, it became an AU-REC. Although barely 15 years old, CEN-SAD has had to undergo a major reorientation exercise which has led to the formulation of a revised treaty. The revised Treaty of the Community of Sahel-Saharan States that was adopted on 16 February 2013 by the Conference of Heads of

State at its extraordinary session held in N'Djamena, Chad. It is in the process of being ratified by member states. As at the preparation of this report, twenty two member states had signed the Treaty.

CEN-SAD's mission, as summarized in article 3 of the new Treaty, is collective security and sustainable development. It aims specifically to preserve and consolidate peace, security and stability; promoting political dialogue and fighting cross-border organized crime and its related activities such as drug, human beings, arms trafficking, money laundering and terrorism. It also covers the fight against desertification, drought and climate change through the conservation of natural resources and research and development of renewable energy. Other objectives are cooperation in economic, trade, scientific and socio-cultural cooperation, infrastructure development as well as the promotion of free movement of people, goods and services.

Major achievements of CEN-SAD include the establishment of the BSIC which has expanded to 11 countries with the potential capacity of mobilising domestic resources for implementation of programmes. The Selective Visa dispensation has supported the free movement of goods and persons: holders of diplomatic and service passports, special envoys have a right of entry without visa for a stay of 30 days in the 17 member states that signed. Under the Special Fund for Solidarity, CEN-SAD was able to address food security crisis in some member states using existing capacity within member states. To enhance the capacity of cohesion among member states, the CEN-SAD games were established and held in 2009.

In spite of the foregoing achievements, CEN-SAD has had capacity challenges which have hampered the attainment of regional integration objectives within the AU set time frames. The ACBF conducted two capacity assessments of CEN-SAD in 2006 and 2008 and indicated in each of the exercises that existing capacities did not match the mission of CEN-SAD. According to the reports, activities and organisational structure were not aligned to the strategic objectives of CEN-SAD. For example, several positions in the secretariat were not filled at senior levels. Therefore the requisite coordination capacities for the implementation of processes toward the economic union, common market for goods and services, programme for the harmonization of education systems, pedagogy, science and culture were absent.

Notwithstanding the challenges, CEN-SAD has executed major programmes which included the regional integration programme comprising trade integration, the regional programme for food security, the Great Green Wall of the Sahel-Sahara; the rural development programme, the water and combating desertification programme, as well as the regional programme for animal health all aimed at enhancing CEN-SAD capacity to meet its priority objectives.

Seven initiatives are identified in this report as capacity development initiatives of CENSAD: i) The Great Green Wall of the Sahel-Sahara Initiative, ii) Regional Food Security Programme, iii) Project for establishment of a partnership and funding platform, iv) Project for re-orienting CEN-SAD objectives (2007); v) Project for restructuring the organs of CEN-SAD (2010)<sup>1</sup>, vi) the Monograph of Water Resources in CEN-SAD and vii) Initiatives in the transport, infrastructure, mines and energy sectors. With the exception of the project for reorienting CEN-SAD, all initiatives address the capacity need for creating an enabling environment through systems improvement. The Regional Food Security Programme together with the GGWSSI and the restructuring initiative address the human or individual competence level of capacity development in CEN-SAD, whilst the food security, the 2007 re-orientation of the objectives of CEN-SAD respond to the institutional capacity development. Three of the initiatives address the knowledge management, sharing and learning levels of capacity development: GGWSSI, Monograph of Water Resources and the establishment of a partnership platform.

The most important operational area for CEN-SAD is collaborating to design an integrated and holistic CD strategy for contextualized implementation of the M-CDP. Collaboration with other RECs on approaches for mobilising funding and investments for capacity development is scored highest at (4); followed by collaboration on conceptualising an integrated and global strategy for systematic implementation. Collaboration for exchange of information and

knowledge products on interventions is ranked (2) and collaboration for exchange of experiences and best practices for putting in place the African paradigm on the CDSF is ranked the lowest at (1).

Full implementation of the new organisational structure for the CEN-SAD Executive Secretariat will address capacity gaps at the human and institutional levels and create the enabling environment for the effective coordination of programmes in the region. It is better aligned with the vision and mission of CEN-SAD. Furthermore, capacity development can be accelerated if a dedicated CD function is institutionalized by the creation of a department to continuously align CD needs with the strategic priorities of CEN-SAD. This function can make provision for a framework programme for identifying capacity needs and propose measures for addressing them. The CD outcomes will facilitate regional cooperation, national capacity-development, proper information flow, coordination and facilitate political economy analyses that take into account the broader regional dimensions.

A domestic resource mobilization strategy developed with BSIC could support new initiatives capacity development for infrastructure development outcomes. The BSIC was specifically set up to support CEN-SAD initiatives and its operational presence in several CEN-SAD countries could support the resources mobilization effort. Also revitalize Solidarity Fund for Food and Emergency Assistance to provide resources for capacity development to address emergency food security issues.

Revitalization of the 2010 initiative to support the development of a Global Strategic Plan (PSG) is critical at this stage of CEN-SAD's evolution. Out of this a CEN-SAD Medium term Strategic Plan accompanied by a medium term CD plan can be developed as a key means of implementation of planned programmes. Also an M&E Policy and Results Framework to accompany the MTSP will ensure the embedding of capacity development principles. Finally, a CD initiative for the creation of a second free trade bloc comprising CEN-SAD, ECOWAS, ECCAS and AMU in line with the tri-partite model is recommended. This should be accompanied by a communication and outreach strategy to broaden ownership of CEN-SAD by citizens of the member states.

1 <http://www.afriquejet.com/news/africa-news/chad> CEN-SAD leaders agree to restructure organisation - Leaders of the Community of Sahelian-Saharan States (CEN-SAD) have agreed to restructure the organs of their organisation to reorient and revitalize it. In a communique issued on Friday, 25 July 2010 at the end of their 12th summit in N'Djamena, Chad, they mandated the institutions of the sub-regional grouping to work towards concrete actions for visible impacts on the populations in the areas of health, education, rural development, transport and communications infrastructure, new and renewable energy and education infrastructure.

TABLE 1: SUMMARY OF FINDINGS

No.	Kind of Capacity Intervention Required by REC	Performance Challenge Facing REC	Ongoing Capacity Development Programs and Projects		Scope/Coverage	Financing of Intervention				Result of Intervention (Outcomes & Impact on REC Performance)	Input for RECs CD Strategy, Program and Implementation Plan, 2015-2030	
			Activity	Current Status		Planned	Realized	Financing Gap	Capacity Gap		Proposed Means of Intervention	
							REC	External				
I	<b>INSTITUTIONAL DEVELOPMENT CAPACITY</b>	<ul style="list-style-type: none"> <li>Adequacy</li> <li>Effectiveness</li> <li>Efficiency</li> </ul>										
	• Organizational Structure	Ineffective	Rebuild organisational structure of CEN-SAD in line with vision of revised treaty	Proposed	Secretariat	Yes	✓	✓	Alignment of organisational structure with vision and mission	Secretariat not functional	Support for organizational transformation under revised treaty	
	• Staffing and Skills Mix	Inadequate; positions not filled under old regime	Robust recruitment drive to fill all positions defined in a new organisational structure	Proposed	Secretariat	Yes	✓	✓	Adequate capacity in place for programme implementation	Skeleton staff	New functional o required	
	• Management and Administration	No systems in place	Development and implement a new results based management system	Proposed	Secretariat	Yes	✓	✓	Improved efficiency and effectiveness of management system	Weak management and administrative system	Technical assistance for implementation of M&A system.	
	• HR Management	Currently unavailable	Development of appropriate HR policy based on transparency and accountability	Proposed	Secretariat	Yes	✓	✓	Transparent HR management system in place	Outdated policies	Technical assistance for developing new operational HR policies	
	• Performance Management	None in place	Institute a performance based incentive system	Proposed	Secretariat	Yes	✓	✓	Improved efficiency and more robust results obtained	Absence of results based management system	Technical support for designing a performance management system	
	• Strategic Planning	Indicated for the near future after ratification of treaty	Develop a medium to long term strategic plan	Proposed	Secretariat and member states	Yes	✓	✓	Medium-long term strategic plan in place	No mid to long term strategy developed yet	Revive Global Strategic Plan initiative with UNECA	
	• Resource Mobilization	No strategy in place for resource mobilization	Specific function of resource mobilization and external affairs developed	Proposed	Secretariat	Yes	✓	✓	Dedicated function for resource mobilisation to increase resource basket	No regional donor partners identified	Need to consolidate all funding available for the Sahel region. Enlarge pool of funding sources; BSIC to play a major role in this	

No.	Kind of Capacity Intervention Required by REC	Performance Challenge Facing REC	Ongoing Capacity Development Programs and Projects		Scope/Coverage	Financing of Intervention				Result of Intervention (Outcomes & Impact on REC Performance)	Input for RECs CD Strategy, Program and Implementation Plan, 2015-2030		
			Activity	Current Status		Planned	Realized	Financing Gap	Capacity Gap		Proposed Means of Intervention		
						REC	External						
II	<b>SYSTEMS, PROCESSES, PROCEDURES AND PRACTICES CAPACITY</b>	<ul style="list-style-type: none"> <li>• Availability of Policy Framework and Operations Guidelines</li> <li>• Effectiveness</li> <li>• Efficiency</li> </ul>											
			Develop capacity of all senior officials in financial management	Proposed	Secretariat	Yes	✓	✓	✓	Out dated system	Opportunity to put in place appropriate systems aligned with other RECs		
			Develop electronic data management system and build capacity of all officers in the use	Proposed	Secretariat	Yes	✓	✓	✓	Management information system required	Opportunity to put in place state of the art systems		
			Designing of a communication strategy to govern internal and external communications	Proposed	Secretariat and member states	Yes	✓	✓	✓	No strategy in place	Technical assistance to develop a communication strategy		
			Build new infrastructure for IT	Proposed	Secretariat and member states	Yes	✓	✓	✓	Existing infrastructure broken down	AU projects need to be extended to CENSAD as soon as practical		
			Develop and M & E strategy for better coordination and tracking of programme implementation	Proposed	Secretariat and member states	Yes	✓	✓	✓	No M&E system in place	Technical support for the development of a robust M&E system is critical at the start-up of the new secretariat		

No.	Kind of Capacity Intervention Required by REC	Performance Challenge Facing REC	Ongoing Capacity Development Programs and Projects		Scope/Coverage	Financing of Intervention				Result of Intervention (Outcomes & Impact on REC Performance)	Input for RECs CD Strategy, Program and Implementation Plan, 2015-2030	
			Activity	Current Status		Planned	Realized	Financing Gap	Capacity Gap		Proposed Means of Intervention	
							REC	External				
III	<b>KNOWLEDGE-BASED CAPACITY</b> <ul style="list-style-type: none"> <li>Existence of strategy and policy</li> <li>Effectiveness of system</li> <li>Efficiency of system</li> <li>Utility of system</li> </ul>	<ul style="list-style-type: none"> <li>Broken down since disruption</li> </ul>			Secretariat and member states	Yes	✓	✓	Enhanced knowledge management within the CEN-SAD region and with other RECs	Weak knowledge exchange and collaboration		
IV	<b>PROGRAM DEVELOPMENT AND MANAGEMENT CAPACITY</b>	<ul style="list-style-type: none"> <li>Malnutrition caused by food insecurity in the Region</li> </ul>			Secretariat and member states	Yes	✓	✓	GWSSI becomes the overarching programme on food security and climate change adaptation issues in the Sahel	Capacity for inclusive regional programming		Revive the Great Green Wall project; enhance coordination capacity of secretariat
	<ul style="list-style-type: none"> <li>Infrastructure Development</li> </ul>	<ul style="list-style-type: none"> <li>Weak coordination of regional projects</li> </ul>	<ul style="list-style-type: none"> <li>Enhance capacity of CEN-SAD to participate in regional infrastructure programmes like the PDCT and PIDA</li> </ul>	Proposed	Secretariat and member states	Yes	✓	✓	Improved infrastructure to boost trade and integration	Weak coordination capacity		Develop capacity for adherence to PIDA

No.	Kind of Capacity Intervention Required by REC	Performance Challenge Facing REC	Ongoing Capacity Development Programs and Projects		Scope/Coverage	Financing of Intervention				Result of Intervention (Outcomes & Impact on REC Performance)	Input for RECs CD Strategy, Program and Implementation Plan, 2015-2030	
			Activity	Current Status		Planned	Realized	Financing Gap	Capacity Gap		Proposed Means of Intervention	
							REC	External				
	• Trade and Customs	Weakest REC within AU minimum integration programme	Capacity development of secretariat and member states on integration programming	Proposed	Secretariat and member states	Yes	✓	✓		Trade and customs union improved	Regional integration planning and programming capacity	Develop capacity of member states on trade facilitation
	• Industrialization	Weak industries in member states	Regional industrialisation policy is needed	Proposed	Secretariat and member states	Yes	✓	✓		Industrialization Policy in place and governments implementation	Capacity for policy formulation and advocacy	Provide technical assistance for development of an industrialization policy
	• Environment, Water Resources and Climate Change	Main challenge of Sahel countries	Capacity development to extend implementation of water management programmes to this region	Proposed	Secretariat and member states	Yes	✓	✓		A comprehensive water management and climate change adaptation mechanism in place	Water management policy capacity	Develop capacity of new secretariat to address issues; deepen collaboration with CILSS
	• Social Development	Drought with protracted insecurity and trafficking crimes	Develop disaster risk management capacity and early warning systems to mitigate conflicts	Proposed	Secretariat and member states	Yes	✓	✓		Early warning system in place	Capacity for programming to reduce poverty caused by drought	Design sustainable development programmes
	• Regional Integration and Support to Member States		Develop capacity to promote preferential agreements within CEN-SAD	Proposed	Secretariat and member states	Yes	✓	✓		Programme in place	Weak governance and fragility; disjuncture with CILSS and AMU	Support for re-design of CEN-SAD structures under revised treaty
	• Private Sector Development	Absence of private sector policies	Build trade facilitation capacity through private sector organisations	Proposed	Secretariat and member states	Yes	✓	✓		Collaboration with private sector business organisations and civil society groups	No collaboration with other regional organisations of the Sahel and Maghreb eg AMU, CILSS, ECCAS	Support to establish CEN-SAD business forums
	• Peace and Security	Now very fragile	Training of security organisations in member states in conflict early warning systems	Ongoing in some Sahel countries	Secretariat and member states	Yes	✓	✓		Security institutions empowered in the CEN-SAD region to mitigate conflicts and fight crime	Fragile states with weak governance systems	Consolidate focus on peace and security

# 1. INTRODUCTION AND CONTEXT

## Rationale

The 2013 Capacity Development Mapping and Scoping is an integral part of the African Union (AU) Multi-Agency Capacity Development Support Programme (M-CDP) to Regional Economic Communities (RECs), which is coordinated by the NEPAD Agency and AUC. The purpose of the Mapping and Scoping exercise is to provide value-added practical and strategic guidance to the full roll-out of the AU M-CDP.

The absence of regional documentation on the scope and types of previous and on-going capacity development interventions in RECs has resulted in a series of ad hoc initiatives that are not serving the broader regional integration and development aspirations of the AU and RECs. Through consultation with the RECs and stakeholders, it is hoped that a mapping analysis will result in an AU RECs Capacity Development Strategy and subsequently in the development of an evidence-based CD implementation plan.

The RECs CD programme is part of the overarching AU institutional development process aimed at forging the necessary functional linkages among RECs (AU building blocks) and with other AU organs and institutions towards enhancing regional integration in Africa. It is therefore necessary to take a holistic approach to the capacity mapping and scoping exercise to examine factors that improve the overall coherence of RECs mandates in line with Africa's renewal agenda.

In summary, while aiming to develop a concrete RECs CD Programme, Strategy and Implementation Plan, the mapping and scoping exercise will serve to: clarify what is at stake within the context of an integrated capacity development framework and appreciate what is currently on the ground including focus and scope; plan for differentiated RECs at varying stages of regional integration; make CD a core mission of RECs for enhanced integration; and establish long-term goals and working relations with stakeholders towards scoping follow-up.

## Objectives

- Identify key areas of AU CD Support to RECs and its Capacity Development Strategic Framework (CDSF) focusing on potential to enhance capacities for regional integration.

- Take stock of what has worked and not worked in terms of strategy, approach, content and partnerships in order to come up with a concrete Implementation Plan using evidence.
- Assist AUC, NEPAD, RECs and partners in the process of developing a clear understanding the scope and lessons on capacity development initiatives in RECs through (a) a review and analysis of completed CD initiatives and (b) a mapping of current CD programmes and projects across the RECs.

## Understanding of TOR and Methodological Approach

The approach to this exercise has been to lay out what has taken place within CEN-SAD with regard to capacity development as defined by current thinking on capacity development, using mainly the AU-NEPAD Capacity Development Strategic Framework (AU-CDSF)<sup>2</sup> as the frame of reference. This requires a review of what the stakeholders of CEN-SAD themselves consider to be capacity development initiatives and what this report assesses to be capacity development initiatives based on the approaches, strategy and content of the initiatives.

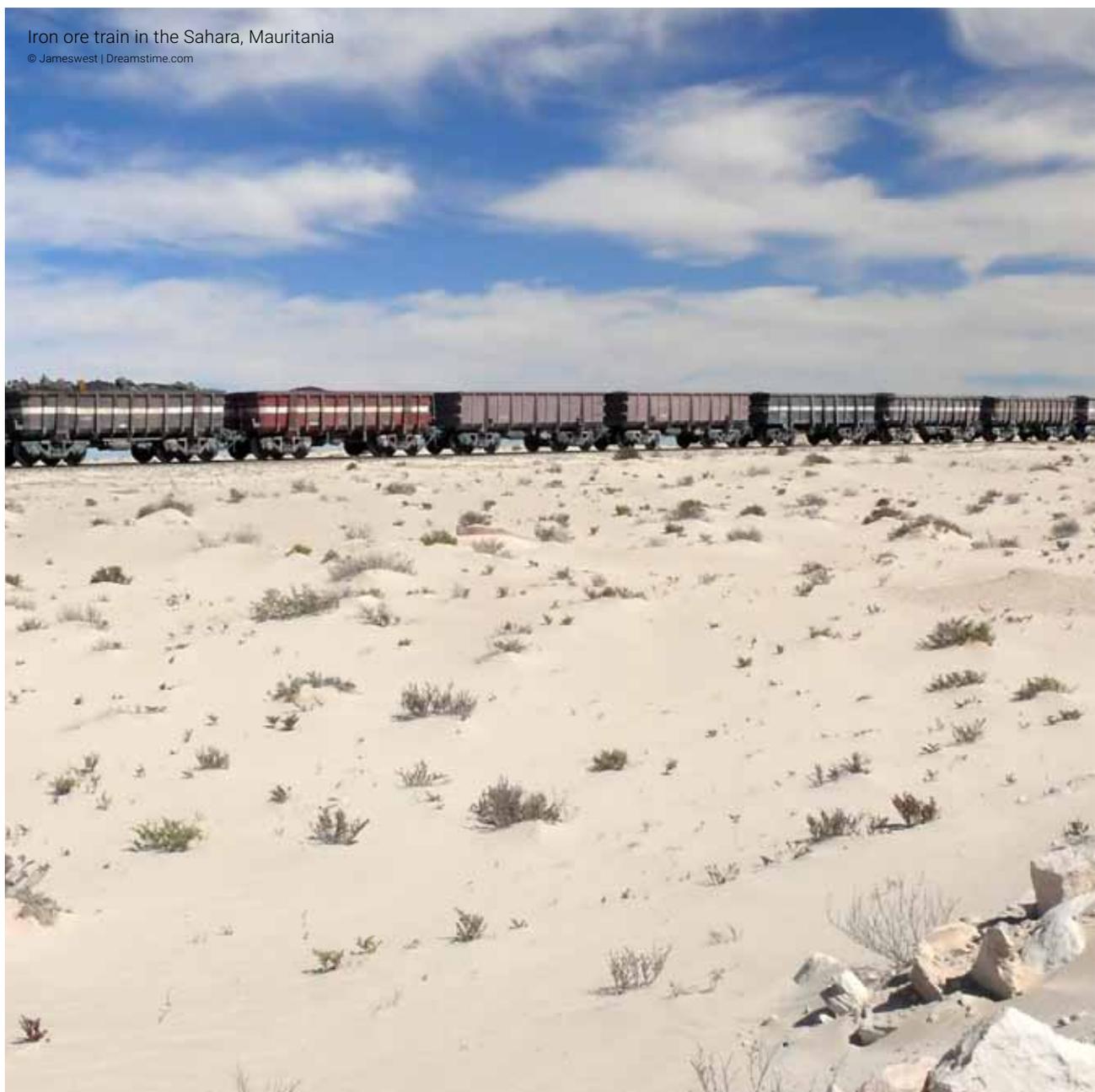
## Study methodology and limitations

The consultant was able to meet two officers of CEN-SAD during a NEPAD meeting on the Capacity Development Outlook in Accra in December 2013. She took the opportunity to discuss the exercise with them and solicit responses to the electronic questionnaires and to request documentation on the revised treaty. In the main the study was executed through secondary research that relied predominantly on internet based sources and references. Internet based sources used were neither exhaustive nor updated.

<sup>2</sup> AU-NEPAD CDSF, 2010 defines capacity development as "a process of enabling individuals, groups, organizations, institutions and societies to sustainably define, articulate, engage and actualize their vision or developmental goals building on their own resources and learning in the context of a pan-African paradigm"

Specific deliverables for this assignment are a mapping and scoping report which provides:

- a. Inventory of previous large scale efforts and related programmes/initiatives on capacity development at RECs levels;
- b. Summary/cluster of various CD strategies and processes;
- c. Synthesis of approaches and methodologies used;
- d. Synthesis of lessons learnt in terms of successes and failures vis-à-vis investments.
- e. Areas of activity which an overarching framework and programme such as the MCDP ideally add value to;
- f. Identification of key leverage points for MCDP and shortfalls to be avoided.



## 2. INSTITUTIONAL SNAPSHOT OF THE COMMUNITY OF SAHEL-SAHARA STATES (CEN-SAD)

CEN-SAD was established in February 1998 by six countries: Burkina Faso, Chad, Libya, Mali, Niger and Sudan. Current member states are Benin, Burkina Faso, Central African Republic, Comoros, Côte d'Ivoire, Djibouti, Egypt, Eritrea, Gambia, Ghana, Guinea Bissau, Guinea, Libya, Mali, Morocco, Mauritania, Niger, Nigeria, Senegal, Sierra Leone, Somalia, Sudan, Chad, Togo and Tunisia (see Table 2 below). The organisation covers an estimated area that exceeds half of the African continent. Member countries are mostly in the Sahel Region of Africa. The Sahel is a semi-arid belt of barren, sandy and rock-strewn land, which stretches 3,860km across the breadth of the African continent. Member countries are also participating in other African economic unions, which all have the aim to create a common African Economic Community.

TABLE 2: CEN-SAD MEMBER STATES' MULTIPLE AND OVERLAPPING MEMBERSHIP TO OTHER REC<sup>3</sup>

No.	MEMBER STATES	ECOWAS	COMESA	EAC	ECCAS	IGAD	SADC	AMU	Number of RECs of membership
1	Bénin	X							2
2	Burkina Faso	X							2
3	Central African Republic				X				2
4	Comoros		X						2
5	Côte d'Ivoire	X							2
6	Djibouti		X			X			3
7	Egypt		X					X	3
8	Eritrea		X			X			3
9	Gambia	X							2
10	Ghana	X							2
11	Guinea	X							2
12	Guinea Bissau	X							2
13	Libya		X					X	3
14	Mali	X							2
15	Morocco							X	2
16	Mauritania							X	2
17	Niger	X							2
18	Nigeria	X							2
19	Sénégal	X							2
20	Sierra Leone	X							2
21	Somalia					X			2
22	Soudan		X			X			3

3 <http://www.moibrahimfoundation.org> - Facts and Figures: Multiple membership, the Spaghetti Bowl Effect

No.	MEMBER STATES	ECOWAS	COMESA	EAC	ECCAS	IGAD	SADC	AMU	Number of RECs of membership
23	Chad				X				2
24	Togo	X							2
25	Tunisia							X	2

CEN-SAD's mandate is to establish a knowledge-based economic union among member countries in order to address the effects of the drought and aridity of the Sahara desert on countries that surround it. All current members are directly threatened by the desert. The organisation also envisions an economic union beyond ecological, geopolitical and linguistic cleavages. CEN-SAD works, together with the other RECs to strengthen peace, security and stability and to achieve global economic and social development.

At the international level, CEN-SAD gained observer status at the UN General Assembly in 2001 and concluded association and cooperation accords with the United Nations Economic Commission for Africa (ECA) and with UN specialized agencies and institutions such as UNDP, WHO, UNESCO, FAO, and the Permanent Interstate Committee for drought control in the Sahel (CILSS). After the rationalization of the regional economic communities in 2006, it became an AU-REC – that is one of the eight RECs mandated and recognized by the African Union.

The Libyan crisis of 2011 had a disruptive impact on CEN-SAD. A generally insecure geo-political situation now prevails in the region. In addition to migration as a direct result of the insecurity, the Malian crisis has forced refugees and local populations to flee into neighbouring states. State governments that are already grappling with severe drought and food shortages are now dealing with conflict, problems of displaced populations, drug and human trafficking as well as terrorism. These have diminished the capacity of some member states to effectively deliver basic services, promote broad based political participation and protect human rights. The envisioned Free Trade Area of CEN-SAD is not yet implemented. It overlaps with the envisioned customs unions of the Economic Community of West African States (ECOWAS), ECCAS and COMESA and other trade blocs. However, progress has been made on the free movement of persons since the 11th Conference of Heads of State and Governments in Sabrata in June 2009. It instituted measures for the

free movement of persons within CEN-SAD under the selective visa dispensation programme: holders of diplomatic and service passports and special envoys have a right of entry without visa for a stay of 30 days in the 17 member states that signed.

CEN-SAD has implemented a number of sector policies and programs aiming towards a common market and several legal and political instruments have been designed to this end. The economic programs focus on infrastructure, transport, mines, energy, telecommunications, social sector, agriculture, the environment, water and animal health. Since 2011, initiatives being implemented by the General Secretariat are on hold. This includes the Great Green Wall of the Sahel-Sahara being built along the sub-region to protect the region from climate change; as well as the establishment of a free-trade area of ECOWAS-UEMOA-CENSAD/ECOWAS-CENSAD/ECCAS along the likes of the SADC-COMESA-EAC tripartite free trade area. The second edition of the CEN-SAD games which aimed at bringing the youth of the member states together through sports and other cultural activities could not come off in Chad.

A Revised Treaty of the Community of Sahel-Saharan States was adopted on 16 February 2013 by the Conference of Heads of State, at its extraordinary session held in N'Djamena, Chad. It is in the process of being ratified by member states. Twenty-two member states had signed the Treaty as at the preparation of this report. The treaty reflects the commitment of Heads of State of the CEN-SAD for major restructuring and seeks to address institutional capacity gaps and correct the fundamental imbalance that characterized the original Treaty of 4 February 1998. The revision provides a more coherent institutional architecture reflecting the principles and practices of conventional international institutions. Some innovations in the new treaty are the redefining of member states as those in the Sahel-Saharan region on the edge of the Sahara and Sahel or the periphery of Sahel-Saharan Africa. Organs under the new treaty are:

- a. The Conference of Heads of State/Governments which is the supreme decision making body
- b. Executive Council , the implementing and technical body comprising ministers of foreign affairs, economy and interior and public security
- c. The Permanent Council for Peace and Security
- d. The Permanent Council for Sustainable Development
- e. Committee of Ambassadors and Permanent Representatives an advisory organ for the Conference, the Executive Council and the General Secretariat.
- f. Executive Secretariat

sustainable development; preserve and consolidate peace, security and stability; promote political dialogue and fight cross-border organized crime and its related activities such as drug, human and arms trafficking, money laundering and terrorism; fight against desertification, drought and climate change through the conservation of natural resources and research and development of renewable energy.

Other objectives are cooperation in economic, trade, scientific and socio-cultural cooperation, infrastructure development as well as the promotion of free movement of people, goods and services. The Conference of Heads of State made recommendations for a review of the organisational structure and functions of the Community. Recommendations were made in line with AUC perspectives. There will be an Executive Secretary with more extensive operational powers, and not a Secretary General. The general secretariat is restructured with Departments replacing the old Divisions. The Executive Secretariat will now comprise the:

## Specialised Agencies of CEN-SAD

- a. the Sahel-Saharan Investment and Trade Bank (BSIC) established in 1999. Headquartered in Libya with branches in at least 10 member states. Ownership of the bank rests with the BSIC Group, with a total capital base of €500 million.
- b. the Special Solidarity Fund set up in 2001 for humanitarian purposes and based in Libya
- c. the Economic, Social and Cultural Council is based in Bamako, Mali and serves as an advisory board with the mandate to assist all organs of CEN-SAD in the design and preparation of related programmes

- Department of Peace and Security
- Department of Trade and Economic Affairs
- Department of Legal Affairs
- Department of Rural Development and the Environment
- Department for Infrastructure, Transport, Energy and ICT
- Department of Education, Health and Social Affairs
- Department for Sports, Culture and the Arts
- Office for Internal Audit.

## CEN-SAD Vision and Mission

CEN-SAD's vision and mission, as summarized in article 3 of the new Treaty are to: ensure collective security and

### 3. BROAD SCOPING OF CAPACITY DEVELOPMENT ACTIVITIES OF CEN-SAD

Some major programmes of CEN-SAD before 2011 were the regional programme for food security, the Great Green Wall of the Sahel-Sahara; the rural development programme, the water and combating desertification programme, the regional programme for animal health, the CEN-SAD games and the trade integration initiative. Key features of these initiatives are described below:

#### 1. Regional food Security Programme

The first phase (3 years) of the CEN-SAD regional food security programme was initiated in Burkina Faso, Mali, Niger, Chad and Sudan which are highly exposed to recurrent food insecurity. In 2007 CEN-SAD through the Ministers of Agriculture, Environment and Water Resources adopted a framework document called the Strategy for Rural Development and Management of Natural Resources in the CEN-SAD Region that set out the region's vision on issues of rural development, especially the Special food Security Program. The strategy was envisaged to be gradually implemented with Phase II starting in 2010. In the implementation plan of the first phase, livestock related activities included the control of animal diseases through coordinated annual vaccinations in the five countries. The project was fully funded (9.3 million US dollars) and coordinated by the Libyan Government with each country receiving about one million US dollars. Some capacity development objectives of the programme were to strengthen operational skills of livestock breeding services and national veterinary laboratories; development of activities in the livestock breeding sub-sector; and the strengthening of technical and organizational skills of farmers and fishermen.

#### 2. The Great Green Wall of the Sahel-Sahara Initiative (GGWSSI)

In 2005, CEN-SAD Summit of Leaders and Heads of States adopted the Great Green Wall initiative as one of its priority programmes. The GGWSSI concept has gradually shifted since 2005 from a thematic project focusing on a massive tree planting initiative to a

more holistic and integrated vision of sustainable land management. The idea of a 'Green Wall for the Sahara' was first proposed by former Nigerian president Olusegun Obasanjo and presented initially to CEN-SAD and then to the African Union (AU) in 2005. At the second EU-Africa Summit held in Lisbon in December 2007, the European Union and the African Union adopted the first Action Plan (2008-2010) for the implementation of the Africa EU Strategic Partnership for the GGWSSI. The Initiative is now considered as a set of integrated actions related to issues affecting people's livelihoods in Sahel and Sahara as well as a programming tool for rural development. It touches on climate change adaptation; economic opportunities for the youth to stop migration and to finally help restore some political stability to the region. Also, it strengthens existing mechanisms such as the environmental programme of CAADP as well as regional, sub-regional, and national action programs to combat desertification. It aims to improve efficiency in the Sahel-Saharan regions through synergy and coordination activities.

Expected results for this initiative include: i) capacity development for regional harmonization strengthened; ii) development of a regional strategy for effective implementation and resource mobilization for the GGWSSI developed and validated by the GGWSSI countries, as well as technical and financial partners; iii) detailed implementation plans and projects portfolio prepared and validated; iv) at least three cross-border projects formulated and investment plans for their implementation developed; v) a capacity development strategy and programme (at formal and informal levels) for the effective implementation of the GGWSSI developed and its implementation initiated, including field actions at local/community level; vi) a learning and networking platform developed and operational for enhancing knowledge sharing, technology transfer, best practices promotion across the GGWSSI countries and partners; vii) key target audiences and stakeholders are aware and engaged in supporting the GGWSSI effective implementation.<sup>4</sup>

<sup>4</sup> FAO: Strategy and Action Plan for Capacity Development for the implementation of the GGWSSI

### 3. Project for the establishment of a partnership and funding Platform

The platform was created to address the substance and the architecture of the South-South Partnership and Financing Platform for CEN-SAD programmes to combat desertification, promote rural development, agriculture and integrated water management. The platform, which is the linchpin of the cooperation agreement between CENSAD and the Global Mechanism (GM) portrays itself as a forum for cooperation, coordination and harmonization of actions and synergies between the sub-regional stakeholders that include the African Maghreb Union (AMU), the West African Economic and Monetary Union (UEMOA), the Economic Community of West African States (ECOWAS) and CEN-SAD. It aimed to contribute to the exchange of experiences and capacity building within the region, by promoting the flow and exchange of information on bilateral, multilateral and innovative financing opportunities. It also sought to improve capacity for coordination and synergy between the initiatives of the sub-region's stakeholders, thus strengthening their response capacity. A Steering Committee has been created for the platform, consisting of CENSAD, the regional Economic Communities, the GM and other institutions active in the region.

### 4. Project for Support to Sanitary and Phyto-sanitary Standards-Setting Organisations (PAN-SPSO)

This project was initiated by the African Union, with financial support from the European Union. It aimed at building the capacity of national standards organizations to facilitate agricultural trade.

### 5. Monograph of Water Resources in the CEN-SAD region

Under this project (CEN-SAD) aims to strengthen cooperation with all the regional actors (RECs and basin organisations) by offering them space for exchange and cooperation and an opportunity to combine their data, information and tools to create a unified, shared vision of integrated management of the water resources, particularly trans-boundary, across the region. Activities so far have focused on developing the information base

on water resources; identifying development directions and programmes to explore the potential of using water resources for agriculture and hydropower; and defining the basis for cooperation between interested parties for monitoring and development of water resources.

### 6. Initiatives in Trade Facilitation and Institutional Development

Responses to the questionnaire submitted for this assignment deems the evaluation in 2007 and the evaluation of the general operations of CEN-SAD in 2010 as the two major capacity development initiatives aimed at developing the institutional capacity of CEN-SAD. The first assessment was undertaken under the study for the Free Trade Zone. The study was conducted in 2006 by the general secretariat in collaboration with AfDB to evaluate the trade situation of member states by identifying tariff and non-tariff obstacles and to propose a trade liberalization programme with an implementation plan to intensify intra-regional trade.<sup>5</sup> The second assessment aimed at identifying bottlenecks in the institution with a view to putting in place a strategy for institutional restructuring. This exercise which was conducted by an ad-hoc committee of ministers and high level civil servants has led concretely to the revision and adoption of the new treaty.

### 7. Initiatives in the transport, infrastructure, mines and energy sectors

The fourth meeting of Mines and Energy Ministers tabled a draft Integration plan with six main action components viz: i) The development of an exhaustive repertoire of mine and energy sectors and other sectors which offered best opportunities for cooperation within CEN-SAD; ii) Organising modules for various stages of training within the energy and mines sectors; iii) Organising workshops for exchange of experiences and skills in mining sector regulation and legislation; iv) Creation of a Centre for the Development of Renewable Energy; v) Geological mapping of the CEN-SAD geographic area; vi) Identification of areas of complementarities and synergy among member states to facilitate trade in mining products.

<sup>5</sup> James Thuo Gahtii 2011: Africa Trade Agreements as legal regimes

## 4. BROAD OVERVIEW AND ANALYSES

CEN-SAD has challenges with regards to institutional and human capacity. The assessment of CEN-SAD conducted by the ACBF in 2007 proposed capacity development at various levels including: capacity to design and implement functioning communication, learning and networking platforms; providing financial and technical support to selected field level actions, filling gaps and scaling up actions, harvesting case studies and developing tools for capacity development in the dissemination of successful experiences.

Also it was found that available capacities did not match the mission of CEN-SAD in that activities being undertaken and the supporting organisational structure were not aligned to the strategic objectives of CEN-SAD. Several objectives to be achieved were not taken into account in the determination of posts in the organisational structure. For example, there were no specific posts targeting the achievement of the economic union, common market for goods

and services, programme for the harmonization of education systems, pedagogy, science and culture. Also some positions in the organisational structure were not filled at director level. This is indicative of gaps and incoherence in capacity needed to create the linkages between the various strategic objectives needed for effective implementation of programmes.

To determine what qualifies as a capacity development initiative, this report uses the NEPAD/AU capacity development strategic framework levels of CD interventions for the achievement of a holistic change in an institution and its environment as the frame of reference. A close look at the GGWSSI indicates that it is a wide ranging capacity development initiative that embraces all the levels of the CDSF for a holistic capacity development initiative. The project mainly focuses on capacity development for the planning and implementation of best practices at local and regional levels, establishing a networking platform for



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knowledge sharing and technology transfer, developing a harmonized strategy for the initiative and setting up a platform for partnership-building and resource mobilization.

The Regional food security programme's capacity development components take into account human and institutional capacity development as well as the enabling environment. The partnership platform of the financing of CEN-SAD programmes touches on issues of enabling environment and knowledge generation. The two CEN-SAD defined capacity development initiatives address the levels of human and institutional capacity development.

Seven initiatives: i)The Great Green Wall of the Sahel-Sahara Initiative , ii)Regional food Security Programme, iii)Project for establishment of a partnership and funding platform, iv) Project for re-orienting CEN-SAD objectives (2007); v)Project for restructuring the organs of CEN-SAD (2010)<sup>6</sup>, vi) the Monograph of

6 <http://www.afriquejet.com/news/africa-news/chad> CEN-SAD leaders agree to restructure organisation - Leaders of the Community of Sahelian-Saharan States (CEN-SAD) have agreed to restructure the organs of their organisation to reorient and revitalize it. In a communique issued on Friday, 25 July 2010 at the end of their 12th summit in N'Djamena, Chad, they mandated the institutions of the sub-regional grouping to work towards concrete actions for visible impacts on the populations in the areas of health, education, rural development, transport and communications infrastructure, new and renewable energy and education infrastructure.

Water Resources in CEN-SAD and vii) Initiatives in the transport, infrastructure, mines and energy sectors are identified in this report as the main capacity development initiatives of CENSAD. A scan of these initiatives and their alignment with the NEPAD/AU capacity development strategic framework levels of CD interventions are discussed below.

## Overview of CEN-SAD CD initiatives and their alignment with the CDSF levels of CD Interventions

With the exception of the project for reorienting CEN-SAD in 2007, all initiatives address the capacity need for creating an enabling environment through systems improvement. The Regional Food Security Programme together with the GGWSSI, the restructuring initiative as well as initiatives in the transport, infrastructure, mines and energy sector address the human or individual competence level of capacity development in CEN-SAD. With the exception of the initiative for the funding platform all other initiatives respond to the institutional capacity development. Four address the knowledge management, sharing and learning levels of capacity development: GGWSSI, Monograph of Water Resources, the establishment of a partnership platform and initiative in the transport, infrastructure and energy sector (See Table 3 below).

TABLE 3: OVERVIEW OF CEN-SAD CD INITIATIVES AND THEIR ALIGNMENT WITH THE CDSF LEVELS

PROJECT	Human	Institutional	Enabling Environment (Systems)	Knowledge
The Great Green Wall of the Sahel-Sahara Initiative	✓	✓	✓	✓
Regional food Security Programme	✓	✓	✓	
Project for establishment of a partnership and funding platform			✓	✓
Monograph of Water Resources in the CEN-SAD region		✓	✓	✓
Project for re-orienting CEN-SAD objectives (2007)	✓	✓		
Project for restructuring the organs of CEN-SAD (2010) – Implementation of revised treaty; recruitment drive etc		✓	✓	
Initiatives in the transport, infrastructure, mines and energy sectors	✓	✓	✓	✓
Total Number of Projects Aligning with CDSF Levels	4	6	6	4

## Ranking of Key Values of the CDSF

Based on experiences in CEN-SAD, respondents indicated that six of the CDSF key values are high priorities. However, interestingly, “inclusive processes and equal opportunity” is ranked as medium. For an organisation where decision making is mainly by consensus of the stakeholders, inclusive processes are critical for good organisational governance and effectiveness. (See Table 4 below)

TABLE 4: RANKING OF KEY VALUES OF THE CDSF BY CEN-SAD

	High	Medium	Low	Not Applicable
Change of mind-set and readiness for change	✓			
Commitment to efficient and effective results focused service delivery	✓			
Supremacy of performance and results	✓			
Cultivating African potential	✓			
Inclusive processes and equal opportunity		✓		
Respect for diversity	✓			
Collaborative leadership and citizen-centred action for development	✓			

## Ranking of CDSF Cornerstones in CEN-SAD

In ranking their appreciation of the six CDSF cornerstones, the three CEN-SAD respondents have ranked four of the cornerstones as high: transformative leadership, knowledge and evidence based innovations, using African potential, skills and resources as well as integrated planning and implementation for results. Two cornerstones are ranked as medium: citizen transformation and developing the capacity of capacity developers. Transformative leadership was selected as the pillar requiring most critical attention in CEN-SAD. This is indicative of CEN-SAD’s readiness to embrace the principles of CDSF strategic framework as the basis for developing any future capacity development initiatives (See table 5 below).

TABLE 5: RANKING OF CDSF CORNERSTONES IN CEN-SAD

	High	Medium	Low	Not Applicable
Transformative Leadership	✓			
Citizen Transformation		✓		
Knowledge and Evidence-based Innovations	✓			
Using African Potential, Skills and Resources	✓			
Developing the Capacity of Capacity Developers		✓		
Integrated Planning and Implementation for Results	✓			

## Priority MCDP Implementation Areas

In response to the question relating to the useful areas for inter-REC collaboration to enhance CD programmes in Africa, collaboration with other RECs on approaches for mobilising funding and investments for capacity development is scored highest at (4); followed by collaboration on conceptualising an integrated and global strategy for systematic implementation ranked (3). Collaboration for exchange of information and

knowledge products on interventions is ranked (2) and collaboration for exchange of experiences and best practices for putting in place the African paradigm in the CDSF is ranked. (See Table 6 below). Respondents also indicated that it is very important both at the level of the RECs and in the region as a whole for additional efforts to be made to increase awareness and understanding of the African CDSF paradigm.

TABLE 6: PRIORITY RANKING OF M-CDP IMPLEMENTATION AREAS FOR COLLABORATION (HIGH: 4, LOW: 1)

Implementation area	Priority Level
a: development of an integrated and global CD strategy	3
b: exchange of experiences and best practice in implementing the African CDSF paradigm	1
c: information and knowledge products exchange on CD activities and interventions	2
d: resource mobilisation approaches and investments for CD	4



## 5. OPPORTUNITIES FOR CURRENT AND FUTURE COLLABORATION AND SUPPORT FOR CAPACITY DEVELOPMENT IN CEN-SAD

With the adoption of the revised treaty, an opportunity has presented for the collaborating partners in the M-CDP to support the re-invigoration of CEN-SAD by putting capacity development at centre of all operations and programmes. Already the conference adopting the new treaty has made recommendations for the restructuring of the organisation in line with AUC perspectives.

The M-CDP could associate with programmes like the GGWSSI, which needs to be implemented from the start of the re-invigorated institution by offering technical assistance in the area of capacity development. Also, the GGWSSI as a concept and an action plan is still very relevant to respond to the new areas of focus of the revised treaty, for example in rural development and the Environment, as well as infrastructure. As recently as December 2013, the Global Mechanism of the UNCCD and FAO, under the auspices of the African Union Commission, organized an international forum to promote a common vision of the Great Green Wall for the Sahara and the Sahel Initiative (GGWSSI) and build partnerships for its implementation.

The M-CDP as a programme of the AUC could further strengthen the capacity of the new CEN-SAD executive secretariat and the recently-established Pan-African Agency for the GGWSSI to enable them, effectively play their roles of political and technical coordination respectively and thus address the capacity gap in coordination and implementation.

The CEN-SAD games are a good tool for building capacity for relationships among citizens of member countries and as a result bring the benefits of regional integration to the fore. Also adequate institutional arrangements at national, regional and continental levels will ensure coordination of actions, sustained follow-up, monitoring and evaluation of all CD endeavours. Dedicated institutions for regional integration within the member states will facilitate this.

With regards to funding capacity development in CEN-SAD, an opportunity has presented with the realization from all partners that development in the

Sahel region cannot be contained in any one member state. The challenges of the region require cross-border solutions. New commitments from the United Nations, the European Union and other bi-lateral donors to the Sahel region, offers a new opportunity, which should be harnessed by the new CEN-SAD for capacity development. Foreign governments and international organizations could encourage and support CEN-SAD by empowering it to coordinate new initiatives for the Sahel region. The BSIC bank which is a specialized agency of CEN-SAD is a major vehicle for mobilising domestic resources from member states for CEN-SAD programmes.

As planned with the revised treaty, the new CEN-SAD will focus on regional cooperation, national capacity-building and information sharing. Proper information flow, coordination at the regional level as well as proper political economy analyses that take into account the broader regional dimensions is needed for regional integration.

CEN-SAD has a critical role in easing instability in the region. Given the economic and political conditions in the region, regional and international assistance will be needed to mitigate the threat of terrorism and manage the consequences of political and economic instability. As is succinctly enshrined in its vision, it is the capacity to address the political and security instability in the region that will determine the success of any human development effort.

Revitalize the past initiative (2010) to support the development of a Global Strategic Plan (PSG). This technical assistance was on course with terms of reference submitted to member states for approval just before the disruption of the Secretariat. Also CEN-SAD could leverage this to seek technical assistance to examine the possibility for the creation of a second free trade bloc comprising CEN-SAD, ECOWAS, ECCAS and AMU.

## 6. OBSERVATIONS AND RECOMMENDATIONS

The proposed new structure under the revised treaty will address the human and institutional capacity gaps. Expedited implementation will ensure the effectiveness of CEN-SAD. There will be an Executive Secretary with more extensive operational powers, rather than a Secretary General. Also the new executive secretariat is restructured with Departments replacing the old divisions to create more linkages with the strategic priorities of CEN-SAD and the achievement of regional integration. The new departments cover Peace and Security, Trade and Economic Affairs; Legal Affairs; Rural Development and the Environment; Infrastructure, Transport, Energy and ICT; Education, Health and Social Affairs; Sports, Culture and the Arts; as well as the Office for Internal Audit.

An accompanying CD function is recommended to implement CD needs aligned with the revised treaty. This will make provision for a framework and programme for identifying capacity needs and addressing them. The CD outcomes will facilitate regional cooperation, national capacity-development and information sharing and will require proper information flow, coordination at the regional level as well as political economy analyses that take into account the broader regional dimensions.

In this exercise CEN-SAD indicated that its highest priority area for inter-REC cooperation is in collaborating

to harness resource mobilisation approaches and investments for capacity development. Financial autonomy was perceived at the inception of CEN-SAD, however anticipated resources from customs duties collected by member states never materialised and payment of dues by member states has not been forthcoming. BSIC as an endeavour of CEN-SAD has the objective of contributing to funding large-scale projects at the regional level with its branches in eleven member states contributing to support small scale local projects within the countries. A capacity development strategy for domestic resource mobilization developed with BSIC could support new initiatives and provide funding for infrastructure development. The BSIC was specifically set up to support CEN-SAD initiatives and its operational presence in several CEN-SAD countries could support the resources mobilization effort. In addition to BSIC, CEN-SAD also has a Solidarity Fund for food and emergency assistance to member states. Four member states already make voluntary contributions to the fund, but this will need to be expanded under the resource mobilisation strategy.

Another resource mobilisation approach is for the M-CDP to associate with the GGWSSI which is benefiting from the support of various partners including the European Union (EU), within the framework of “Climate Change” of the Africa-EU strategic partnership.



Skyline, Cairo, Egypt  
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Furthermore, the Global Environment Facility (GEF) and the World Bank are supporting the implementation of the initiative in 12 countries through the Sahel and West Africa programme (SAWAP).

Also, the GGWSSI as a concept and an action plan is still very relevant to respond to the new areas of focus of CEN-SAD e.g. rural development and the Environment, as well as infrastructure. As recently as December 2013, the Global Mechanism of the UNCCD and FAO, under the auspices of the African Union Commission, organized an international forum to promote a common vision of the Great Green Wall for the Sahara and the Sahel Initiative (GGWSSI) and build partnerships for its implementation.

The M-CDP as a programme of the AUC could further strengthen the capacity of CEN-SAD executive secretariat and the recently-established Pan-African

Agency for the GGWSSI to enable them, effectively play their roles of political and technical coordination respectively.

Collaborating with other RECs to design an 'integrated and holistic' CD strategy for contextualized implementation is ranked as the second most important operational area for CEN-SAD. Therefore participation and consultation needs to be a pillar in the design strategy for the M-CDP to ensure ownership by the executive secretariat and member states of CEN-SAD. Also a capacity development initiative which embraces all the levels: human, institutional, enabling environment and knowledge sharing will expedite the creation of a second free trade bloc comprising CEN-SAD, ECOWAS, ECCAS and AMU in line with the tripartite model. This could be accompanied by a communication and outreach strategy to broaden ownership of CEN-SAD among its member states.

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