UNDP SUPPORT FRAMEWORK FOR THE IMPLEMENTATION OF THE UNITED NATIONS INTEGRATED STRATEGY FOR THE SAHEL

Towards sustainable and inclusive human development

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ABBREVIATIONS

AGIR	Global Alliance for Resilience Initiative
AQIM	Al-Qaida in the Islamic Maghreb
AU	African Union
CILSS	Permanent Interstate Committee for Drought Control in the Sahel
CPAP	Country Programme Action Plan
CSO	Civil Society Organisation
ECOWAS	Economic Community of West African States
EU	European Union
HDR	Human Development Report
JPC	Joint Planning Resources by Country
MAF	MDG Acceleration Framework
MDG	Millennium Development Goal
MOJWA	Movement for Oneness and Jihad in West Africa
NGO	Non-Governmental Organisation
PCAR	Regional Coherence and Action Programme
SALW	Small Arms and Light Weapons
SINU	Stratégie Intégrée des Nations Unies
TFP	Technical and Financial Partner
WAEMU	Economic and Monetary Union
UN	United Nations
UNDP	United Nations Development Programme
USAID	United States Agency for International Development
WANEP	West African Network of Peace

1. SUMMARY

CONTEXT

The six countries of the Sahel where this UNDP strategy will shortly be implemented – Burkina Faso, Chad, Mali, Mauritania, Niger, and Senegal– are, to varying degrees but without exception, facing serious difficulties that significantly hinder progress towards development.

The abovementioned six countries have an average per capita income of 59% of that of Sub-Saharan Africa and are all included among the countries with low levels of development, with an average Human Development Index of 0.361.

Food crises in the sub-region have occurred repeatedly in recent years (2005, 2008, 2010 and 2012), heightening the chronic vulnerability of populations. The last food and nutritional crisis (2012) was severe, affecting nearly 18 million people and exposing a million children to substantial nutritional risks. This situation was aggravated by a sharp rise in food prices in the past few years on local, regional and international markets.

These difficulties are in part related to climate change, involving long cycles of drought, sometimes followed by floods. Furthermore, demographic factors (a young population growing by about 3% per year) have exerted continuous pressure on food production as well as on natural resources and social services.

These countries also face governance and security problems, all of them fuelled by weak state capacities, divisions between different communities, a rise in trafficking and political and organised crime, and persistent mass poverty.

This situation has been increasing uncertainty and harming both public and private investment, restricting the supply of basic services to populations, limiting economic prospects in war-torn areas and contributing to delaying the achievement of the MDGs in these countries by 2015.

UNITED NATIONS INTEGRATED STRATEGY FOR THE SAHEL

To tackle the challenges of human development and avoid the threats that the situation in the Sahel places on regional and global security, the United Nations adopted an integrated strategy in June 2013[1].

This strategy, which takes into account the limitations of programmes established by the international community over the past decades to reduce socioeconomic vulnerability, has identified three strategic objectives:

- The promotion of inclusive governance throughout the region;

- The development of national and regional security mechanisms capable of addressing cross-border threats;

- The integration of humanitarian and development interventions aimed at ensuring long-term resilience.

UNDP SUPPORT FRAMEWORK FOR THE IMPLEMENTATION OF THE UNITED NATIONS INTEGRATED STRATEGY

UNDP has developed its approach for the Sahel based on the United Nations Integrated Strategy and its own comparative advantages: its neutrality, its commitment to sustainable human development, its role in coordinating interventions by different development partners, and its capacity and reach as a knowledge network.

To make this approach operational, UNDP has developed a support framework that aims to promote inclusive, balanced and effective governance and to promote the establishment of effective public policies that contribute to inclusive human development. These objectives have been translated into five strategic areas:

- Support for democratic governance, for governance in the security sector, for the rule of law and for the reinforcement of the monitoring capacities of civil society;

- Improvement of economic integration and regional security;

- Strengthening of strategic development functions and contribution to poverty reduction;

- Reinforcement of resilience mechanisms and capacities;

- Promotion of communication and improved sharing of knowledge about the Sahel.

UNDP interventions on a national scale will be accompanied by those of the regional UNDP programme for 2014-2017, as approved by its Executive Board in January 2014.

UNDP country offices will be responsible for implementing projects and programmes that will have been identified at a national level as part of the United Nations Integrated Strategy, and the proposed areas and actions (social protection, diversification of livelihoods, climate change adaptation, disaster risk reduction, security and conflict prevention, etc.) will be adapted to the context of each country and to the needs of specific communities and individuals.

1. ANALYSIS OF THE CONTEXT AND CHALLENGES TO BE ADDRESSED

1.1 ANALYSIS OF THE UNDERLYING CAUSES OF THE CRISIS IN THE SAHEL

The Sahel is an area of ecological transition that separates the Sahara in the north from the savannah in the south. It forms a belt that stretches from the Atlantic Ocean to the Red Sea. It has always been an area of movement and traffic, of trade, commerce, rebellion and struggles for influence between different social groups. Individuals and communities face uncertainty and risk. The six countries of the Sahel where this UNDP strategy will shortly be implemented are, to varying degrees but without exception, facing serious difficulties.

- **Weak governance in the countries of the Sahel**

The countries of the Sahel do not have sufficient strategic and operational capacities to ensure respect for the law, territorial control and the security of people and goods, and to respond effectively to growing threats in the region.

The lack of anticipation and of a strategic vision is also one of the causes of the weak resilience observed at the sub-regional level. This has meant, for example, that in 2013, despite good harvests the previous year, it is estimated that 10.3 million households were living in extreme poverty and that more than a million children were exposed to the risks of malnutrition.

- **An area of repeated conflicts and ongoing insecurity**

Weak governance is enhanced by the challenge of managing large areas in which social dynamics (culture, religion, ethnicity, etc.) transcend borders and are shaped by the heritage of pre-colonial empires. For example, Mali (1,241,238 km2), Mauritania (1,085,000 km2), Niger (1,267,000 km2) and Chad (1,284,000 km2) are each approximately twice as large as France (675,417 km2). The traditions of nomadism, movement and cross-border exchange challenge the ability of States to effectively monitor their borders.

Instability in the Sahel has worsened further since 2011, with the sudden fall of the Libyan regime and the proliferation of heavy weapons in the Sahara desert. The surge in organised crime (trafficking of drugs and arms, slave trade, and money laundering) and the expansion of terrorist movements are now threatening the institutions and established order of certain countries in the sub-region. These conflict dynamics are directly or indirectly linked to natural resources management (water, land, pasture, minerals, natural gas, petroleum) and to religious factors. Terrorist groups often operate there under the cover of radical branches of Islam such as AQIM, Boko Haram (Nigeria) or MOJWA (Mali). The recent situation in Mali is therefore a manifestation of long-term threats to stability in the countries of the Sahel.

- **Desertification and irregular rainfall in the Sahel**

The desert in West and Central Africa is expanding at a rate of 200 to 250 km per century. This desertification is accompanied by a gradual deterioration of the natural environment and has been forcing the population to move southward.

The Sahelian belt also suffers from irregularities in rainfall, with successive droughts and floods leading to food insecurity, shorter lifespans, depletion of livestock, and increased poverty. This trend is compunded by climate change.

- **The burden of population growth in the Sahel**

Although demographic patterns are stabilising throughout West Africa, particularly in urban areas, this is not the case in the six countries of the Sahelian belt. Seventy-seven million people lived in the Sahel in 2011. With a growth rate of approximately 3% per year (3.9% in Niger), the population in these six countries is expected to reach 130.3 million in 2030. The population is young (60% are under 20 years), female and rural, and experiences persistent mass unemployment. About 24 million people live in areas affected by droughts, with 12 million directly at risk.

Furthermore, recent crises, especially in Côte d'Ivoire and Libya, have meant that migrants who had settled there have returned to their respective countries, while the conflict in Mali has forced more than 431,000 people to seek refuge in and outside of the country, placing an extra burden on already vulnerable communities.

NUMBER OF PEOPLE EXPOSED TO RISK IN SIX COUNTRIES OF THE SAHEL IN 2011		
Country	Total number of people in concerned zones	Populations exposed to risk
Burkina Faso	5,486,614	1,671,178
Chad	2,892,795	1,148,066
Mali	3,542,000	700,000
Mauritania	6,006,711	5,458,871
Niger	850,211	210,000
Senegal	5,000,000	2,500,000
Total	**23,778,331**	**11,688,115**

Source : ECHO

• **Food and nutritional insecurity and gender issues**

The six countries covered by this strategy are extremely vulnerable to food crises which partly result from irregular rainfall and droughts. Imports of cereals and other food products are expensive and difficult to access for poor populations. Even when harvests are good, 230,000 people across the region die from malnutrition each year. For several years, the overall rate of acute malnutrition has exceeded the 15% emergency threshold, although improvements have been seen in some countries in the past five years.

Like in other countries in Sub-Saharan Africa, women make up more than 50% of the population. More than 70% of them depend on agriculture but take on a greater share of the work than men, despite having less access to education, information and agricultural knowledge, as well as credit and other financial services for purchasing inputs.

• **Persistence and worsening of mass poverty**

Mass poverty affects nearly 51% of the population in the Sahel, particularly young people and women. Outside Burkina Faso and Niger, which experienced a slight reduction in the level of poverty over the past ten years (8% reduction), the other countries have failed to reverse that trend.

Because of the lack of a stable cash income, populations are having difficulties accessing food on the market. In addition, the degradation of productive capital for farmers and livestock breeders, together with the negative effects of climate change, have made populations more vulnerable and more dependent on humanitarian aid.

POVERTY RATE PER COUNTRY IN 2011	
Countries	
Burkina Faso	46,4 %
Chad	59,5 %
Mali	55,0 %
Mauritania	47,4 %
Niger	48,2 %
Senegal	50,8 %

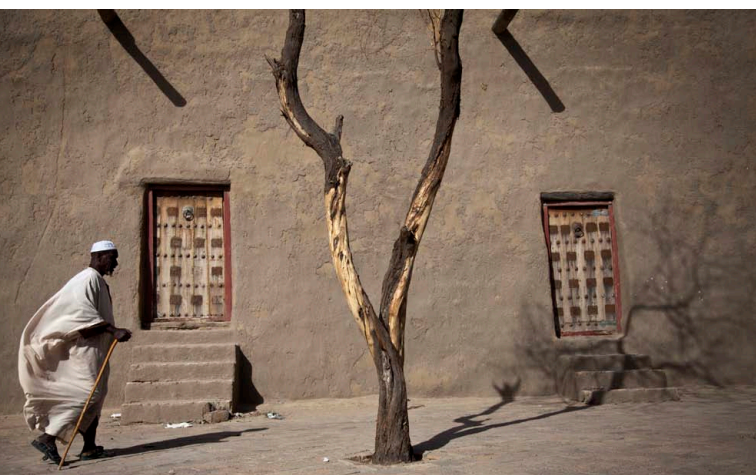Source : Human Development Report 2011 and Africa 2012

TABLE 1: PERMANENT DYNAMICS (STRUCTURAL) AND EMERGING DYNAMICS (TEMPORARY AND OTHER) OF THE ECOSYSTEM OF THE SAHEL:	
Permanent dynamics in the Sahel	Emerging dynamics in the Sahel
- Desertification: 200-250 km per century - Degradation of natural resources (biodiversity, land, marine resources) - Cyclical drought - Recurrent floods - Locusts and insects - Climate change - Weakening of community resilience mechanisms - Land pressure - Low productivity in the agro-pastoral sector - Food and nutritional insecurity in some countries - Persistent gender inequality in all areas (economic, social, political) - Inadaptability of the financial sector - Mass poverty and unemployment among young people - High levels of malnutrition among children	- Rapid population growth, population dynamics and structure - Weak governance linked to limited capacities - Absence of coherence, continuity and follow-up in implementing public policies - Low level of decentralisation and citizen participation - Identity-related or religious irredentism - Large numbers of refugees/displaced persons - Rise in market prices for food products - Conflicts and physical insecurity (AQMI and MOJWA) + Libyan crisis - Circulation of small arms and light weapons - Lack of sustained media attention (silent crisis) - Role of mining and extractive industries - Insufficient public investment and weak private investment

1.2 CHALLENGES TO BE ADDRESSED IN THE SAHEL

Considering the abovementioned, there are considerable challenges to be addressed in the Sahel. All stakeholders, including governments, populations, technical and financial partners, NGOs, must constantly be alert to better prevent and manage the shocks and crises facing millions of women, men and children.

• **Stabilising the countries of the Sahel**

Considerable military, diplomatic and financial efforts have been deployed with the support of the Economic Community of West African States (ECOWAS), the African Union (AU), France, and the United Nations (UN) to recover the entire territory of Mali and to restore peace and stability across the country and region. Recent events show that there is still a long way to go to ensure a sustainable return to stability, particularly in the north of Mali, Niger and Nigeria.

• **Strengthening capacities for governance and security**

Strengthening capacities for governance and security will require gradual and sustainable responses. This will entail working towards the reconfiguration and stabilization of State institutions, by involving more people in defining national priorities for managing public affairs, and strengthening the coordination and effectiveness of national and regional systems to fight against cross-border crime and terrorist groups.

• **Adapting to the effects of climate change**

Several countries in the Sahel already benefit from the international community's support to adapt to the effects of climate change. Prevention, crisis management, and disaster risk reduction measures have been set up in order to lessen the vulnerability of populations. Weak coordination and the absence of an integrated approach in terms of resource mobilisation still remain problematic.

• **Resolving problems related to development and the fight against poverty**

In order to end the cycle of poverty and humanitarian aid, several obstacles need to be overcome these include: under-investments in the agricultural and livestock sectors, limited diversification of economic activities, poor control over water, difficulties in accessing markets, unequal access to assets and basic social services, and environmental degradation.

- **Reinforcing capacities for resilience**

In order to tackle the crisis in the region, it is essential to restore and consolidate the resilience of communities and social systems for sustainable human development, with a focus on structural socioeconomic changes and improved distribution of wealth.

"A resilience-based approach offers a comprehensive basis and theory of change for achieving sustainable development ... The first priority must be prevention, complemented by explicit efforts to reduce societal vulnerabilities." (Helen Clark)

Considering the seriousness of the crisis, there is now a consensus about the urgency of helping countries, communities and populations in the Sahel to address the complex and multidimensional challenges they face. The European Union (EU), which in 2012 launched the Global Alliance for Resilience Initiative (AGIR) for the Sahel, has created a framework to further the resilience-based approach in the region. A regional programme for the Sahel based on resilience and economic growth is being formulated by the World Bank. The Islamic Development Bank, along with the Permanent Interstate Committee for Drought Control in the Sahel (CILSS), has drawn up a programme for the

countries in the region. Furthermore, the UN has developed an action plan and framework that aims to strengthen resilience in the short, medium and long term. Finally the Political Champions for Disaster Resilience group will implement resilience reinforcement plans in several countries in the Sahel. It is now essential to coordinate all these initiatives.

2. UNDP INTERVENTION STRATEGY IN THE SAHEL

2.1. UNITED NATIONS INTEGRATED STRATEGY FOR THE SAHEL

The United Nations is aware of the difficult situation faced by people in the Sahel, particularly the poorest citizens. To address these human development challenges and the threats to regional and global security resulting from the Sahel situation, the United Nations adopted an integrated strategy for the Sahel in June 2013.

The main goal of this strategy is to define the areas that are common to the entire system and to propose regionally coherent commitments for the Sahel by promoting the adoption of a multi-sector approach in the region.

The three strategic goals of the strategy are:

- To promote effective and inclusive governance in the region;

- To implement national and regional security mechanisms that are capable of addressing cross-border threats;

- To integrate humanitarian and development plans and interventions in order to guarantee long-term resilience.

These three objectives were translated into eighteen specific objectives and a set of priority measures to be implemented by various partners: the United Nations Office for West Africa, the United Nations Regional Office for Central Africa, the United Nations Office on Drugs and Crime, the United Nations Development Programme, the United Nations Development Group, the United Nations Office for the Coordination of Humanitarian Affairs in the Sahel, and United Nations Country Teams in the region.

These efforts will be undertaken in close collaboration with the Office of the Special Envoy for the Sahel, which will pursue efforts to acquire and mobilise resources. Regional partners, such as ECOWAS and the AU, and other international partners in the Sahel, will be consulted to support these efforts.

2.2. ACHIEVEMENTS AND LESSONS LEARNED FROM UNDP INTERVENTIONS IN THE SAHEL

With various interventions in the countries of the Sahel, UNDP is recognised by all partners (governments, TFPs, CSOs) for the quality of its support.

While implementing its programmes in the Sahel, UNDP has learned numerous lessons which will be taken into account for the Sahel strategy:

- UNDP's financial resources should serve to boost the mobilisation of resources required to finance investments that promote human development and the resilience of institutions and populations;

- Helping countries in the Sahel to achieve a decent level of physical, food and nutritional security is an integral part of the medium-term strategy for growth and poverty reduction;

- Reinforcing individual, community and institutional capacities is a determining factor for successful development. Particular attention should be paid to civil society, especially to women, in order to improve their participation in managing public affairs;

- Supporting resilience at the community level is crucial for promoting sustained growth and reducing mass poverty;

- UNDP's support for decentralisation and citizen participation in the sub-region has been a vehicle for change among local institutions. It should also help restore local economies, and improve the quality of basic public services;

- Only tighter regional cooperation will make it possible to achieve security and development in the Sahel;

- Communication and knowledge-sharing at the local, national, regional and international level regarding the silent crisis that affects the Sahel are essential.

EXAMPLES OF SUCCESSFUL UNDP INTERVENTIONS IN THE SAHEL

Several institutions have been created to cooperate on and promote sharing of economic, legislative and regulatory functions in West Africa (United Nations Sudano-Sahelian Office (UNSO), CILSS, ECOWAS, West African Economic and Monetary Union (WAEMU), Organisation for the Development of the Senegal River (OMVS), Niger Basin Authority, and Liptako-Gourma authority).

The rule of law has been reinforced through the provision of electoral assistance (Niger, Mali and Mauritania) and strengthening the capacities of parliaments and monitoring institutions (Burkina Faso and Senegal). Efforts to strengthen local governements include support for decentralisation (Burkina Faso, Chad, Mauritania, Niger and Senegal) and the strengthening of CSO capacities to increase citizen participation, especially for women (Burkina Faso, Chad, Niger, Mali). In terms of social cohesion, efforts are underway to support public administration reform (Burkina Faso, Mali, Mauritania, Niger) and the restoration of basic and protective legal services in eastern Chad. In Mali, a programme is being implemented to promote economic, social and cultural rights and access to justice.

Conflict prevention and rehabilitation measures include strengthening livelihoods of households affected by conflict (eastern Chad and Niger). In Mauritania, a social cohesion programme that aims to anticipate the escalation of violent conflicts is in place. In Mali, UNDP is supporting communities and the Ministry of Reconciliation.

Regarding the management of natural resources, several initiatives are in place, including programmes for disaster risk reduction and climate change adaptation (Burkina Faso, Niger, Mali, Mauritania, Senegal).

The six countries of the Sahel (Burkina Faso, Chad, Mali, Niger, Senegal, Mauritania) are being supported to implement the Sustainable Energy for All (SE4A) initiative. Mali, Burkina Faso, Senegal and Niger have put into place "multifunctional platforms", diesel and biofuel engines that are fitted with a number of extension for grinding, milling and other tasks to reduce the workload of women, and increase their revenue.

Regarding youth employment, support is being provided to ECOWAS within the framework of several initiatives, such as theharmonisation of information systems on employment, technical education and professional training.

In Burkina Faso, Chad and Niger, actions focus on the fight against gender-based violence and assistance to ECOWAS on the protection of women, especially under Resolutions 1325 and 1820 adopted by the United Nations Security Council concerning women, peace and security. Support is also being given to improve the participation of women at all levels of decision-making.

Burkina Faso, Chad, and Maliare in the process of implementing theMDG Acceleration Framework (MAF), aiming to strengthen long-term resilience to recurring food crises.

2.3. UNDP'S STRATEGIC APPROACH IN THE SAHEL

UNDP's general strategic approach in the Sahel for the years 2014-2017 will involve strengthening the capacity of state institutions, populations and regional institutions, enabling them to react effectively to the various shocks and long term trends experienced in the Sahel, which include conflict, environmental degradation and climate change, physical insecurity and market failures.

The approach will be developed based on UNDP's comparative advantages and an analysis of its ongoing national and regional programmes, and it will be guided by the principles at the heart of its action: its neutrality, its commitment to sustainable human development, its role in coordinating partners' interventions, and its capacity and reach as a knowledge-based organization.

Gender equality will be tackled as a cross-cutting area. The roles of women and men will be analysed with regard to food security and malnutrition, disaster risk reduction, adaptation to climate change, the management of natural resources and conflict prevention, as well as access to assets and income.

CALL FOR BETTER COORDINATION

Some of the problems in the Sahel persist across borders and are interrelated. Thus, only an integrated regional and global strategy will enable UNDP to make progress in these areas. Strengthened security and the rule of law must go hand in hand with stronger public institutions and more accountable governments capable of providing basic development services to citizens while easing tensions. Development processes, the promotion of good governance and improving the security situation must be coordinated in order to ensure stability is sustained. By supporting the work already underway, UNDP will capitalise on all the instruments available to ensure greater cooperation between institutions working in humanitarian aid and development.

2.4. SPECIFIC UNDP GOALS

Bearing in mind the importance of coordinating development and security interventions in the Sahel, UNDP will specifically aim:

1. To help the countries of the Sahel to design coordinated programmes for development, security, prevention and management of crises, so as to improve livelihoods for populations and to secure territories and cross-border areas;

2. To contribute to the consolidation of the rule of law and to strengthen the capacities of civil society to promote inclusive national and local governance institutions;

3. To support and the ability of national and local institutions to reinforce community resilience;

4. To strengthen the capacities of regional and sub-regional institutions for more effective regional economic integration, more inclusive development, and the effective management of security and food security issues;

5. To promote communication and knowledge-sharing at the local, national, regional and international level on the human development crisis in the Sahel.

SUMMARY OF THE UNDP STRATEGY FOR THE SAHEL 2014-2018

VISION
With the support of UNDP, the countries and communities of the Sahel will protect lives and combat food insecurity, physical insecurity, cross-border threats and mass poverty, and will promote inclusive economic growth for sustainable human development.

Strategic goal 1: Inclusive, balanced and effective governance

Strategic goals (SGs)		
SG1: Consolidation and reinforcement of the rule of law and the capacities of civil society	SG2: Reinforcement of regional and sub-regional cooperation in terms of development and resilience	SG3: Development of communication and knowledge sharing regarding crises and best practices in the Sahel
Expected results	**Expected results**	**Expected results**
1. Strengthened democratic institutions (reform of the justice system and security sector)	1. Sustained regional integration process	1. Workshops and forums organised around a shared vision of resilience and capacities to be strengthened
2. Inclusive democratic government in place	2. Frameworks (government and civil society) and mechanisms for dialogue and coordination on cross-border problems	2. Communication and information-sharing tools on the crisis and solutions implemented in the Sahel
3. More effective decentralisation	3. Strengthened budget mechanisms and capacities	3. Creation of coordinated communication programmes between countries on the Sahel crisis and planned solutions
4. Improved public services that are more accessible to citizens	4. More effective aid payment schemes	4. Distribution of good practices for resilience and cross-border community security
5. Easier access to justice and the fight against impunity	5. Cross-border land management programme designed and implemented	
6. More effective fight against corruption		
7. Sustainable global security		
8. Increased citizen participation		
9. Community security and control of small arms		

Strategic goal 2: Effective public policies that support sustainable and inclusive human development	
Strategic goals (SGs)	
SG4: Public policies aligned around the challenges of sustainable development and inclusive growth	SG5: Reinforcement of mechanisms and capacities for the resilience of communities and local institutions
Expected results 1. Prospective vision of the Sahel designed, validated and applied 2. Human development acceleration strategy in the Sahel 3. National planning and development references integrating regional strategic objectives 4. Public policies aligned with sustainable human development goals 5. Reduced poverty 6. Developed local economies	**Expected results** 1. Regional mechanisms and tools for resilience defined, coordinated and operational 2. Basic community resilience capacities reinforced 3. Local, regional and cross-border mediators to prevent and control certain conflicts are active 4. Alternative livelihoods developed via multiple activities in rural areas 5. Resilience capacities developed in the face of climate change

2.5. STRATEGIC AREAS OF UNDP INTERVENTION

2.5.1 Area 1: Support for democratic governance and security, and reinforcement of the monitoring capacities of civil society

Intervetions in this area include:

1. **Reinforcement of inclusive democratic governance and consolidation of the rule of law**

-   To locally support inclusive governance processes, including dialogue between political parties, inter-community dialogue, integration of vulnerable populations in decision-making institutions and processes, and to ease electoral tensions by raising awareness of the importance of peace and democracy among the population;

-   To support justice sector reform and improve access to justice;

-   To promote regional forums;

-   To promote a culture of accountability for public institutions;

-   To support processes for furthering decentralisation and the development of participatory approaches;

-   To promote South-South cooperation and facilitate the exchange of best practices to reinforce public services' management capacities.

2. **Improvement of governance in the security sector**

-   To reinforce the state's capacities in terms of physical security and protection, such as security sector reform and democratic control, reinforcement of community security and control of small arms;

-   To promote competent and accountable legal systems and security presonnel, especially among the police;

-   To support cross-border cooperation projects for security;

-   To contribute to reducing and preventing conflicts;

-   To participate in developing a regional map of conflicts in the Sahel.

Alongside all these actions, a **conference of countries bordering the Sahara** could be organised with the support of the UN and the contribution of UNDP to exchange information on the conditions to be met and possible actions forpeace, security and development in the Sahara.

3. **Development of citizen monitoring capacities for democratic processes and collective security**

-   Reinforcement of civil society capacities in terms of citizen monitoring;

-   Approaches and tools for participatory management at the local level;

-   Technical support for national human rights institutions.

2.5.2 Area 2: Improvement and deepening of regional cooperation in terms of economics and security

1. **Deepening of cooperation and regional economic integration**

-   To provide regional institutions (ECOWAS and WAEMU) with technical assistance to contribute to improving the delivery of investment and development projects funded by bilateral and multilateral sources;

-   To contribute to creating and developing a cross-border programme for land and water management and reduction of risks, by focusing on refugee/migrant populations and their host communities;

-   To contribute to training personnel from regional organisations on resilience approaches and mechanisms.

2. **Coordination and proactive dialogue on cross-border conflicts and security**

-   To contribute to designing a programme that would facilitate cross-border dialogue between religious leaders in order to put and end to the recruitment of young people by extremist groups;

-   To contribute to the development of a regional strategy for security sector reform;

-   To set up institutional and community measures to manage and regulate cross-border conflicts linked to natural resources management and social cohesion issues.

2.5.3 Area 3: Strengthening of poverty reduction policies and programmes

UNDP will improve results in the following areas

1.   Reinforcement of strategic planning instruments and programmes

Because development issues in the Sahel have long-term impacts, UNDP could lead a prospective study on the Sahel for the period 2015-2063. This exercise offers numerous advantages. It would help produce: i) structural analyses, scenarios, a shared vision for the Sahel in 2063; ii) reference frameworks and long-term perspectives for different actors in the Sahel, and iii) joint structural investments for all states, aiming to further economic integration benefitting people.

To lead such a study, UNDP could form a high-level group on the Sahel composed of independent experts. The results of this high-level group would be available at the end of 2014/beginning of 2015.

Furthermore, in all the countries of the Sahel, governments have set up strategic planning systems. UNDP could support governments to coordinate and share strategic piloting and planning tools. Such tools must be coherent and promote inclusive growth, resilience and sustainable development. In addition, MAFs must be developed, and implemented through multi-year action plans.

2.   Improvement in the effectiveness of public policies

- **Approach centred on inclusive growth:** provision of technical assistance for governments in formulating public policies to support inclusive growth; reinforcement of national institutional capacities;

- **Effectiveness of public services:** promotion of e-governance, provision of quality public services and the integrity and accountability of civil servants;

- **Improvement of aid effectiveness:** coordination and accountability ofdecision-makers in the area of aid management;

- **Social protection policies:** support for the development of social protection policies with secure financing, development of social protection measures for climate adaptation (micro-insurance for farming and access to micro-finance);

- **Promotion of youth employment:** identifying employment niches and the availability of information on employment, professional training for agro-pastoral activities, development of skills (ICT, marketing, tourism and green energy[2]) and measures to facilitate the recruitment of qualified young people in projects and programmes supported by UNDP's partners;

- **Policies to reduce vulnerability,** with a focus on climate change: design of strategies and policies aiming to reduce chronic vulnerabilities and food insecurity; solutions to increase the productivity and revenues of small-scale producers, while connecting them to markets, integration of climate change questions in planning and development.

2.5.4 Area 4: Reinforcement of resilience mechanisms and capacities

1.   Prevention of conflicts and promotion of intra- and inter-community dialogue and mediation

UNDP will:

- Work with national, regional and local authorities to prevent local and cross-border tensions (management of natural resources, especially land and water);

- Reinforce the capacities of regional institutions and mechanisms and promote dialogue and mediation between regional partners;

- Promote dialogue between partners in the cross-border programme on transhumance and pastoral migration;

- Contribute to improving the capacities of local and traditional authorities so they can mediate local conflicts in cooperation with religious leaders;

- Support ECOWAS in the implementation of its conflict prevention framework, e.g. by setting up a mediation and facilitation service.

2.   Development of technical and institutional capacities for resilience at the community level

With the aim of promoting resilience among communities, UNDP will:

- Work with CILSS and ECOWAS on early warning systems for food security and strengthen the ability of communities to respond to crises in this area;

- Support the capacities of national and regional authorities and promoting cooperation to respond to cross-border risks;

- Support vulnerable populations and groups, such as returnees from Libya, refugees, vulnerable producers, farmers and agro-farmers, and women and children; and recommend the use of cash for food programmes;

- Promote alternative livelihoods and the creation of value chains for milk and leather, cottage industries, market gardening, food processing and small businesses, ecotourism, regional trade and green energy;

- Improve agricultural and pastoral livelihoods by increasing investments; and reinforce the capacities of communities to promote income-generating activities;

- Target integrated programmes such as safety nets aiming to improve livelihoods and to create employment opportunities for hundreds of thousands of young people. This would help to stop their recruitment by extremist groups and criminal networks;

- Bring together all financial sectors in cooperation with the United Nations Capital Development Fund (UNCDF), and reinforce the financial capacities of communities to finance small businesses.

3.   Improvement in sustainable management of natural resources

To contribute to improving the management of natural resources, UNDP will:

- Encourage the preservation of ecosystems, land use and land management;

- Encourage each country to maximise the use of its natural renewable energy potential;

- Support the formulation and implementation of strategies for climate-resilient development (CRD) and define appropriate mitigation measures at the national level (NAMA), in accordance with the recommendations of the UN Framework Convention on Climate Change;

- Reinforce institutional, economic and political frameworks to target universal access to energy, energy effectiveness, renewable energy; and facilitate the implementation of national action plans as part of the "Sustainable Energy for All" initiative (SE4A);

- Support governments in the mobilisation and management of climate funds.

2.5.5 Area 5: Promotion of communication and better knowledge sharing

To promote knowledge about the Sahel crisis and its structural and temporary factors, UNDP will design programmes to promote communicate with governments, local populations, civil society, private businesses and universities.

1.   Information and communication

In order to help the countries of the Sahel to escape the silent crisis, UNDP will:

- In each country, organise workshops with the central government, decentralised structures, populations and NGOs to promote a shared understanding of resilience-related issues;

- Design communication programmes within each country and at the regional level, focusing on vulnerable populations, especially women and children, and their most important needs.

2.   Capitalisation and distribution of best practices

The main actions to be implemented are:

- Identifying best practices in communication and distributing them widely;

- Regularly evaluating the impact of communication action plans by identifying lessons learned;

- Creating a virtual platform for sharing knowledge of the reinforcement of resilience, by supporting in particular ECOWAS, UEMOA and CILSS in this area.

2.6. PROGRAMME-RELATED ORIENTATIONS OF UNDP OFFICES IN THE SAHEL UNTIL 2016

An analysis of UNDP Country Programme Action Plans (CPAP) for the six target countries over the next five years (2012-2016) makes it possible to identify the following commonalities:

- **Consolidation of the rule of law and reinforcement of the capacities of democratic institutions:** multifaceted support focusing on the development of CSO capacities in order to anchor best practices for citizen participation in the management of public affairs; access to justice, especially for women and vulnerable groups, reinforcement of community security, electoral processes, peace (Niger, Mali, Chad) and the development of democratic institutions such as parliaments and local councils;

- **Contribution to poverty reduction and the MDGs:** formulation of public policies aligned around a vision of inclusive employment-generating growth, especially for young people and women;

- **Support for decentralisation and development of local economies:** developing the capacities of local actors to manage their own development and to revive economies; support for the formulation of national decentralisation policies, support for the development of planning and management capacities for local councils, promotion of local implementation and citizen participation;

- **Crisis prevention and recovery:** supplying national institutions with tools and mechanisms to prevent and monitor crises;

- **Sustainable management of natural resources** and support for climate change adaptation with sustainable development actions and the implementation of pilot projects;

- **Conflict analysis** enables UNDP to integrate into its programmes suitable responses for each local context.

Most of the country-level interventions deployed as part of this strategy are aligned with UNDP's support framework. Adjustments may, however, be made to country programmes to ensure better alignment to the United Nations Integrated Strategy.

TABLE OF THE STRATEGIC AREAS OF UNDP PROGRAMMES UNTIL 2016

Country	Areas and strategic components		
	Democratic governance	Poverty reduction and MDGs	Environment, climate change and sustainable development
1. Burkina Faso	- Political governance, support for Parliament, CSOs, Independent National Electoral Commission, etc. - Economic governance centred on support for the formulation of public policies, statistics and aid management - Local and administrative governance based on decentralisation and the 10-year strategic plan for modernising administration	- Increase in revenue and promotion of employment (micro-finance, decent work and SMEs) - Access to energy services in rural areas (multi-function platforms) - Formulation of strategies and policies for inclusive growth - Prevention and management of crises and catastrophes (reinforcement of capacities of national institutions) - Fight against HIV/AIDS	- Sustainable management of the environment (sustainable land management, protection of biodiversity, climate change, integrated ecological methods) - Institutional support for sustainable development (policy of sustainable development, national investment policy for the environment and sustainable development)
2. Chad	- Political governance (political dialogue, Parliament, decentralisation, fight against corruption) - Justice, human rights/equality, gender equality - Consolidation of peace and transition to sustainable development - Access to justice, especially for victims of sexual violence	- Economic governance and promotion of employment (strategic planning, private sector and employment)	- Sustainable development: i) sustainable management of the environment and habitat, ii) promotion of accessible finance for everyone, iii) improvement of human capital
3. Mali	- Capacities of institutions to ensure obedience of laws - Rights and responsibilities of children and women - Consolidation of the rule of law and access to justice - Reinforcement of social cohesion and promotion of national dialogue - Access to justice - Fight against impunity, transitional justice - Community security	- Reinforcement of the capacities of actors regarding the formulation of public policies and programmes - Reinforcement of capacities to implement programmes for the achievement of MDGs - Development of basic services in rural communities - Fight against HIV/AIDS	- Management of the environment - Inclusive sustainable development - Climate change and renewable energies

Areas and strategic components			
Country	Democratic governance	Poverty reduction and MDGs	Environment, climate change and sustainable development
4. Mauritania	- Development of parliamentary capacities - Development of capacities of local councils and public administrations - Reinforcement of national capacities in terms of social cohesion	- Formulation of strategies and policies for inclusive growth - Creation of employment and self-employment opportunities - Improvement of local and community capacities for employment generation	- Support for the implementation of an innovative partnership for the protection of biodiversity - Implementation of a suitable framework for the development of renewable energies - Support for the government for the implementation of a programme to reduce the risks of catastrophes
5. Niger	- Governance, peace and security - Better access to justice - Reform of the justice system	- Resilience (food and nutritional security; prevention and management of crises and catastrophes; environmental management; restoration and development of subsistence methods)	- Sustainable management of natural resources (land degradation, AGIR, climate change, etc.)
6. Senegal	Governance to achieve MDGs: i) reinforcement of economic and financial governance (strategic piloting of public policies and management mechanisms for public policies, ii) consolidation of political governance (rationalisation of political life; reinforcement of the role of the Assembly); iii) improvement in the quality of public services (improvement in provision of public services); iv) support for the regionalisation of public actions (promotion of contractualisation between state and regional communities); v) piloting of good governance strategy.	- Reinforcement of dynamics of economic and social development: i) promotion of local economic development initiatives, ii) reinforcement of youth insertion measures; iii) reinforcement of social protection for vulnerable groups; iv) support for strategic piloting of a national development plan (SNDES); promotion of access to basic services; v) support for inclusive economic growth.	- Support for adaptation to climate change (support for adaptation to climate change for sustainable development and the management of pilot sites that are resistant to climate change)

Sources : UNDP CPAP

2.7. INTEGRATION AND ASSISTANCE STRATEGY

2.7.1 Overall strategy

The UNDP strategy is based on a combined understanding of the achievements of the programmes of UNDP offices in the Sahel, of the United Nations Integrated Strategy, of certain regional programmes such as AGIR (EU) and ECOWAS's Programme de cohérence et d'action régionales (PCAR – Regional Coherence and Action Programme), as well as its comparative advantages in terms of reinforcing bottom-up capacities and support for development. This strategy will strive to:

■ **Conciliate** the need for consolidating and capitalising on the achievements of existing programmes and the need to innovate to better respond to the permanent and emerging challenges of sustainable human development in the Sahel, within a national and regional perspective;

■ To anchor interventions **for development with multiplying effects on people's livelihoods:**

- Improved management of development with a view to consolidating the basic structure of "capable States" to address the causes of fragility and take charge of their development;

- Address gender equality issues and empower women so that inclusive growth and sustainable development procedures are also applicable to women;

- Operationalisation of planning and programming instruments, emphasising the link between long-term and medium-term perspectives;

- Use of tools to monitor public policies, especially progress in achieving the MDGs;

- Advancing sustainable development by reinforcing environmental governance, and integrating green economy perspectives in development policies;

■ Take into account **the causes of fragility in certain geographic areas**, including:

- Predominance of structural development and governance issues;

- Degree of mass poverty and levels of access to basic services;

- Isolation, cross-border conflicts and the response of farmers to survival methods for production;

■ **To take on leadership roles for sustainable human development,** especially with the capacity to form partnerships with national/regional actors, beneficiary populations and partners.

2.7.2. Intervention principles

UNDP's actions rest on a number of principles aimed at reinforcing the coherence and synergy of interventions.

• **Reinforcing national adaptation**

National and regional actors must be involved at all stages so they can measure progress amd implement strategies themselves.

• **Developing capacities**

UNDP will focus its capacity development efforts on planning, programming, results-based management, and building the resilience capacities of communities.

• **Putting crisis prevention and management at the top of all development priorities**

Effective crisis prevention and early warning systems are essential to mitigating the effects of crises and addressing their underlying causes.

• **Integrating an approach based on human rights**

UNDP encourages and implements human rights-based approaches. By creating the possibility for people to participate in their own development, it contributes to promoting the notion of shared responsibility s featured in the Millennium Declaration.

• **Promoting the gender dimension**

UNDP emphasises gender equality and the independence of women, since they are essential to achieving the MDGs.

• **Forming partnerships with a view to obtaining results**

UNDP's partners are the governments of the countries of the Sahel, the United Nations system, bilateral and multilateral partners, the private sector, foundations, CSOs and regional and local authorities.

• **Developing South-South cooperation**

UNDP will increase its efforts to integrate South-South approaches into all strategic areas of its programme by relying on its network of Country Offices.

• **Taking advantage of UNDP's global development network**

UNDP operates a global development network that promotes sharing of knowledge, experiences and resources.

TABLE 2 : LINKS BETWEEN THE UNDP STRATEGY AND OTHER INTERNATIONAL PROGRAMMES				
Strategic objectives of the United Nations Integrated Strategy for the Sahel	UNDP strategy for the Sahel 2014-2017		Global Alliance for Resilience Initiative (AGIR)	Regional Coherence and Action Programme (PCAR)
	Areas	Components		
1. Effective and inclusive governance is reinforced across the region	1. Support for democratic governance and security sector and reinforcement of CSO capacities	A) Reinforcement of inclusive democratic governance and consolidation of the rule of law B) Improvement of governance in the security sector C) Development of citizen monitoring capacities for democratic processes and collective security		1. West African leadership 2. Inclusive coherence framework
2. National and regional security mechanisms are able to address cross-border threats	2. Improvement and furthering of regional cooperation in terms of the economy and security	A) Furthering of cooperation and regional economic integration B) Coordination of proactive dialogue on cross-border conflicts and security		
3. Humanitarian and development plans and interventions are integrated in order to ensure long-term resilience	3. Reinforcement of strategic development functions and contribution to poverty reduction	A) Reinforcement of planning instruments and strategic functions of development B) Improvement of effectiveness of public policies		3. Regional or transnational dimensions of stabilisation and development of Sahelo-Saharan regions
	5. Reinforcement of resilience instruments and capacities	A) Prevention of crises and conflicts and development of mediation capacities B) Development of community resilience capacities C) Improvement of sustainable management of natural resources	1. Improvement of social protection of vulnerable communities and households for securing of means of existence 2. Reinforcement of nutrition in vulnerable households	

Strategic objectives of the United Nations Integrated Strategy for the Sahel	UNDP strategy for the Sahel 2014-2017		Global Alliance for Resilience Initiative (AGIR)	Regional Coherence and Action Programme (PCAR)
	Areas	Components		
3. Humanitarian and development plans and interventions are integrated in order to ensure long-term resilience			3. Sustainable improvement of agricultural and food productivity, incomes of the most vulnerable, and access to food 4. Reinforcement of the governance of food and nutritional security	
	6. Promotion of communication and better knowledge sharing in the Sahel	A) Information and communication B) Capitalisation and distribution of good practices		

2.8. IMPLEMENTATION MEANS

2.8.1   Implementation of strategy

The UNDP framework in support of the integrated strategy will be implemented by UNDP offices, which will put forward suitable actions for the context of each country and the needs of communities and individuals.

UNDP Resident Representatives will engage in dialogue with governments and TFPs to select priority activities.

UNDP's regional programme will play a role in financing operations in several countries. Furthermore, a regional platform of knowledge to reinforce resilience in the Sahel could be put in place to distribute best practices and lessons learned.

UNDP's general methods in support of the strategy are varied: mobilisation of teams in the countries in question, especially economists; support from its Regional Service Centre; deployment of peace and development and disaster risk reduction advisors, risk reduction advisors, promotion of exchange and South-South cooperation and SURGE plans.

2.8.2   Partners in the implementation of the strategy

UNDP will work in close cooperation with other UN bodies and the Department of Political Affairs at UN head-quarters to implement resilience-related programmes and the Integrated Strategy.

It will also establish alliances and partnerships with other resilience initiatives currently underway in the Sahel and will cooperate with other regional actors such as the AU, ECOWAS, WAEMU, the Arab League and the Arab Maghreb Union, as well as bilateral and multila-teral partners present in the region, including France, the United States of America, Canada, Australia, Japan, the European Union (AGIR) and the countries of the Maghreb such as Algeria, Lybia, Morocco. The African Development Bank and the World Bank will also be stra-tegic partners on account of their national and regional programmes and, finally, the partners will be backed by CSOs, such as WANEP.

3. ANNEXES

3.1. ANNEX 1: TABLE OF OBJECTIVES FOR THE UNITED NATIONS INTEGRATED STRATEGY FOR THE SAHEL

TABLE OF OBJECTIVES FOR THE UNITED NATIONS INTEGRATED STRATEGY FOR THE SAHEL	
Strategic areas and components	
Strategic objectives	Specific objectives
1) Effective and non-exclusive governance is reinforced across the region	1.1 To strengthen institutions to encourage democratic practices, especially political dialogue, the holding of free, regular and transparent elections, and widespread community participation 1.2 To support local governance and the expansion of public services in all national territories 1.3 To strengthen state capacities in order to ensure fairer access to resources and socioeconomic services 1.4 To help the countries of the Sahel to reinforce regional mechanisms of economic governance 1.5 To reinforce national and regional mechanisms related to human rights in order to fight against impunity and help the countries of the Sahel to reinforce national systems of independent justice to effectively fight corruption) 1.6 To support the security of communities and social cohesion 1.7 To help the countries of the Sahel to set up national and regional early warning systems to respond to potential governance problems and threats for security 1.8 To promote viable governance in the security sector in the countries of the Sahel
2) National and regional security mechanisms are capable of addressing cross-border threats	2.1 To allow the UN to reinforce its analysis of regional security to better monitor cross-border threats in the Sahel 2.2 To reinforce national capacities, thanks to an improvement in coordination between competent national institutions in order to fight against terrorism and organised transnational crime in accordance with international standards relating to human rights 2.3 To reinforce national means of effective border management, especially by improving coordination between the national institutions concerned 2.4 To reinforce regional capacities to fight against terrorism and organised transnational crime 2.5 To reinforce regional and interregional cooperation between countries in the Sahel, West Africa and the Maghreb, especially by developing harmonised means of combating trafficking, controlling arms and the movement of armed groups and criminals, including terrorists, and reinforcing the arms embargo under Resolution 1267 (1999)

Strategic areas and components	
Strategic objectives	Specific objectives
3) Humanitarian and development plans and interventions are integrated in order to ensure long-term resilience	3.1 To support local, national and regional stakeholders to better identify and monitor vulnerable households with their participation 3.2 To help governments and other stakeholders to ensure the fair and effective provision of basic social services and to promote effective social protection systems 3.3 To reinforce, at a national and regional level, the capacities of households in terms of risk management 3.4 To reinforce sustainable livelihoods 3.5 To promote environmental viability thanks to natural resources management mechanisms at the national and regional levels, and climate change adaptation programmes, with a specific focus on water resources

3.2. ANNEX 2: REGIONAL AND INTERNATIONAL INITIATIVES

REGIONAL AND INTERNATIONAL INITIATIVES TO RESPOND TO KEY ISSUES IN THE COUNTRIES OF THE SAHEL AND THEIR LIMITATIONS[3]

Signature programmes have been launched in various countries of the Sahel to help to address the chronic lack of capacity of government institutions, security and development issues, as well as humanitarian difficulties.

At a subregional and regional level, the African Union (AU) and ECOWAS have established regional frameworks to promote good governance, peace and security in the region. The AU offers its support for the implementation of the 2013-2018 Action Plan for the fight against drugs and the prevention of crime. Thanks to the African Centre for Studies and Research on Terrorism (ACSRT), the AU is helping Member States to implement the legal counter-terrorism framework.

In addition, the European Union (EU) launched a strategy for the security and development of the Sahel in March 2012 with the goal of addressing the causes of poverty in the region and creating the conditions for economic and human development. It launched the AGIR initiative and on 18 March 2013 appointed a special representative for the Sahel in order to lead the EU's contribution to regional and international efforts.

In 2007, the US Government launched a Trans-Saharan Counterterrorism Initiative to help countries in the Sahel region to combat terrorism. It also strove to facilitate cooperation between the countries of the Sahel on the one hand, and those of the Maghreb on the other (Algeria, Morocco, Tunisia) on these matters. International financial institutions provide direct financial aid to countries in the region and fund large amounts of supplies. NGOs help to define policies and support requests and initiatives among the local population.

United Nations Country Teams actively provide help to the countries of the Sahel (strategic documents for poverty reduction, UN development frameworks such as the UNDAF, action plans for the implementation of country programmes and MAFs.

The Security Council called a series of meetings and adopted Resolutions 2056 (2012), 2071 (2012) and 2085 (2012), as well as a declaration by the President on 10 December 2012 to respond to related problems in the Sahel region. In April 2012, a UN Coordinator for Humanitarian Affairs was appointed to develop and coordinate a humanitarian response in the region, and the Secretary-General's Special Envoy for the Sahel was appointed in October 2012 to direct the action of the UN to design and implement an integrated UN strategy for the region. The UN also called a series of meetings on border policing. During this time, the United Nations Office for West Africa, the United Nations Regional Office for Central Africa, and several other UN missions in the region continued to work to solve these problems.

However the initiatives that have been adopted over the past few years at the national, regional and international level have had their limitations. These result from the nature of cross-border threats and challenges. The countries of the Sahe; have also shown limited capacity to coordinate between national and international actors, including UN bodies. This has made it difficult to promote regional cooperation, and near impossible to create a framework for collective action capable of sustaining attention from the international community.

NOTES

1 Security Council: S/2013/354: United Nations Integrated Strategy for the Sahel, 14 June 2013.

2 The lessons learned from the regional YERP programme for youth employment and social cohesion must be integrated.

3 Integrated UN strategy for the Sahel, March 2013 preliminary draft.

UNDP

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