STRENGTHENING THE INSTITUTIONAL CAPACITY OF UNION DU MAGHREB ARABE

AFRICAN UNION CAPACITY DEVELOPMENT SUPPORT PROGRAMME TO REGIONAL ECONOMIC COMMUNITIES (M-CDP)

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NEPAD
TRANSFORMING AFRICA

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Brief Highlights

- UMA was founded in February 1989
- Member States, 5
- Population, 92 million
- GDP, US$414 billion
- The REC is progressing towards a Customs Union.
- Intra-REC trade among Maghreb States is about 3% with the free movement of people, goods and capital not yet at the desired stage.

The Maghreb States are currently preparing Customs Union, in collaboration with the UMA which will be done before the end of 2014.

The Customs Agreement is under preparation and will be finalized in 2014 based

Main Challenges:

- The UMA is aware of the political difficulties between its Member States and the challenges posed by inadequate financial and technical resources for the Secretariat to operate effectively on matters of Regional Integration.
- The prolonged political tension has become a constraint to opportunities for the development of physical infrastructure, transport and energy, which are needed to help transform and integrate the region.
- There is free movement of people and goods in the Maghreb except Morocco, which has imposed the entry visa for Libyans and the Mauritanians for security reasons. Implementation of regional integration programs is being adversely affected by political tensions between countries and within the region. Only few protocols have been signed and implementation of these has not progressed as planned.
- Countries of the Union have not developed a system to approach development partners as a region and also take advantage of the region's strategic location and proximity to Europe and the Middle East.

Recommendations

- A functional and institutional assessment to strengthen the capacity of UMA Secretariat to deliver results will be an essential requirement in driving a stronger Regional Integration agenda. Ongoing capacity development programs, including that financed by the AfDB should be enhanced as an integral part of institutional strengthening.
- For more impact, capacity development programs and interventions should be further consolidated and a Regional Integration Capacity Development Function through a Department or Division established in the Secretariat.

- A Regional Integration Capacity Development Support Program should be developed to provide focused attention on the capacity needs of both the Secretariat and member states.
- Each Member State of the Union has a Minister or Secretary of State in charge of the UMA as a coordinating focal point for regional integration, which should be strengthened in order to scale-up and accelerate the implementation of integrating projects and programmes. . UMA to actively seek private sector participation in integration programmess withthe region's Heads of State and Government systematically cultivating champions for the implementation of regional infrastructure development programs drawing on the learning experience of the African Union Presidential Infrastructure Champion Initiative (PICI).
- The development of a comprehensive and responsive regional resource mobilization strategy by the Secretariat will be central to achieving effective development results.
- As a routine, UMA Medium Term Plans should be accompanied by well-articulated Capacity Development Plans as a key means of implementation coupled with an Institutional Growth Plan to help chart the development of the Secretariat
- A well-defined M&E Policy and Results Framework should be developed as an integral part of the UMA Medium Term Strategic Plans..
- UMA as part of the 8 AU-Recognized RECs could undertake rebranding as part of its Institutional Growth Plan for enhanced citizen participation in regional integration.

Table of Contents

BRIEF HIGHLIGHTS iii

Main Challenges iii

Recommendations iii

LIST OF ABBREVIATIONS vii

FIGURES AND TABLES vi

EXECUTIVE SUMMARY ix

About the Exercise ix

Addressing the nature of on-going capacity development challenges x

Capacity development priorities in the post-2015 outlook xiii

Key Capacity Challenges xiii

Unlimited Opportunities xiv

Recommended Interventions xv

1. INTRODUCTION 1

1.1. Purpose of Mapping and Scoping Exercise 1

1.2. Approach and Methodology 1

1.3. Report Overview 3

2. OVERVIEW OF UNION DU MAGHREB ARABE 5

2.1. Background 5

2.2. Implementing regional integration mandates 5

3. OVERVIEW OF CAPACITY DEVELOPMENT PROGRAMMES IN UMA 9

3.1. Responses to capacity development 9

3.2. Sources of Funds for CD interventions 10

4. KEY FINDINGS: THE NATURE AND CHARACTERISTICS OF CAPACITY DEVELOPMENT CHALLENGES 11

4.1. Responses to capacity development to deliver regional integration mandates 11

4.2. Institutional development capacity 11

4.3. Application of knowledge 12

4.4. Related human capacities 12

4.5. Capacity related to systems, processes, procedures, practices 13

4.6. Conclusion 13

5. AREAS FOR COLLABORATION AND RECOMMENDATION INTERVENTIONS 15

5.1. Knowledge should be at the heart of everything the UMA does 15

5.2. Capacity Development should be an Integral part of UMA's long-term mission 16

5.3. Recognize employees as important assets 16

5.4. Cultivate alternate and sustainable funding models for capacity development 17

5.5. Utilization of the Capacity Development Strategic Framework and the African Platform for Development Effectiveness (APDev) 17

REFERENCES 18

Figures and Tables

Figure 1: The Six CDSF-Cornerstones 2

Table 1: UMA' socioeconomic status at a Glance 5

List of Abbreviations

AfDB	African Development Bank
AEC	African Economic Community
APDev	Africa Platform for Development Effectiveness
UMA	Union du Maghreb Arabe
AU	African Union
AUC	African Union Commission
CD	Capacity Development
CD-M&S	Capacity Development Mapping and Scoping Exercise
CDSF	Capacity Development Strategic Framework
CSOs	Civil Society Organizations
COMESA	Common Market for Eastern and Southern Africa
CoPs	Communities of Practice
DANIDA	Danish International Development Agency
DFID	United Kingdom Department for International Development
EU	European Union
FAO	Food and Agriculture Organization
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit
ICT	Information, Computer and Technology
IGAD	Intergovernmental Authority on Development
MoU	Memorandum of Understanding
M&E	Monitoring and Evaluation
M-CDP	Multi-Agency Capacity Development Program
NEPAD	New Partnership for Africa's Development
NORAD	Norwegian Agency for Development
PPPs	Public–Private Partnerships
RECs	Regional Economic Communities
SADC	Southern Africa Development Community
UNDP	Nations Development Program
UNECEA	United Nations Economic Commission for Africa

Executive Summary

The purpose of this Capacity Development Mapping and Scoping (CDMS) exercise was to clarify issues around the current capacity development (CD) interventions and status of implementation within the Union du Maghreb Arabe (UMA)and to identify what may be required to create an effective, integrated capacity development implementation plan to advance the regional integration mandate.

The report noted that there has been an enhancement of systems and work process program funded by the AfDB, to strengthen the institutional capacity of the Secretariat. As well the UMA has continually provided institutional support and knowledge management programmes to enhance the capacity of state and non-state stakeholders in member states to implement environment, agriculture and climate change initiatives more effectively. While capacity development has begun to emerge in the UMA as a core driver to engage the member states, actual delivery of CD within the region has been sporadic, usually incorporated as part of individual donor-funded initiatives rather than focused and aligned with the community's planning and implementation processes.

Political fragility in the region is the main obstacle to an effective implementation of the integration. Various reports indicated that since its inception UMA has been unstable in realising its hopes. Plagued by inter-state political tensions the union has been unable to consolidate; more recent instabilities in the wake of the Arab Spring have further complicated relations. Many human and natural resources remain untapped across the member states. Furthermore, there is strong competition for limited available resources and a tendency for each country to work alone. Other challenges include inadequate harmonized policies, organizational processes, procedures or regulatory frameworks, lack of robust and integrated information management systems, low citizen engagement (particularly in the case of women and youth). As well, capacities to support operational excellence (quality, productivity, competitiveness, technology, innovation, efficiency and knowledge solutions) are insufficient. Finally, most capacity development programmes, being externally funded, are not sustainable.

Despite the challenges, opportunities for UMA to improve the social and economic circumstances for the people of the region are significant. The UMA is strategically positioned geographically to improve the socio-economic life of the people throughout the region and become a driving force to help the region fulfill its mandates while reducing its current dependency on foreign aid. Experiences from Arab Spring demonstrate that the citizens of the region can collectively tackle their own problems. Key stakeholders recognize that through the UMA the region can achieve socioeconomic and political stability more effectively than will be possible by countries struggling and failing to do so, on their own. The Maghreb region contains a versatile human potential well qualified in socio-economic sectors for example in scientific research and cultural fields. Common beliefs and cultural systems across the member states is a tangible asset that can be utilized to promote the integration agenda. There is increasing and remarkable recognition on the potential of regional integration gains for national development. As such, AMU has become an inevitable strategic goal in the region signifying a unity of purpose on development.

Finally there is the fact that the continent's regional integration agenda is "etched in stone" – African integration is both a necessity and inevitable in attaining renewal in all its ramifications. It is therefore critical that African potential, skills and resources be embedded in this, and that development be owned by the African people themselves.

About the Exercise

The Capacity Development Mapping and Scoping (CDMS) exercise is an integral part of the African Union (AU) Multi-Agency Capacity Development Programme (M-CDP) for Regional Economic Communities (RECs), coordinated by the New Partnership for Africa's Development (NEPAD) and the African Union Commission (AUC). The purpose of this specific exercise was to clarify the current Capacity Development (CD) focus and status of implementation within the Union du Maghreb Arabe (UMA), to identify what may be required to create an effective, integrated capacity development framework to implement its regional integration mandates.

In order to make the gathering, analysis and presentation of data more efficient, the study was organized around

the six cornerstones of the NEPAD/AU Capacity Development Strategic Framework (CDSF). The research was undertaken with no prior assumptions and relied on data collected through direct, open-ended interviews administered face to face with directors, project managers and coordinators as well as with high-level leaders. Comparing the CD initiatives of the UMA with the widely accepted and proven concept of the CDSF, cast light on important issues related to how "Capacity Development" is understood, structured and applied among different UMA programmes and strategies.

Addressing the nature of on-going capacity development challenges

Adequacy of existing CD programmes

It must be stated at the outset that CD programming has been impacted by the overall inertia of and on-going issues related to the UMA itself. However, the results show that the UMA's capacity development programmes (mainly revolving around knowledge and institution) have been geared toward increasing the capacity of the stakeholders in member states to implement projects related to the environment, agriculture, and climate change. These emerged CD initiatives remain a sporadic activity usually incorporated as part of donor-funded programmes rather than a focus that is systematically and consistently aligned with all planning and implementation processes of regional integration. Consequently it is difficult to register CD outcomes or to have CD sustained as a strategic tool to drive mandate delivery and leadership transformation. To help address this problem, the M-CDP should redraft the CDSF into a more user-friendly strategic guide for the use of all RECs (including the UMA) in their planning process. Furthermore to advance continent-wide integration initiatives, all RECs should adopt the same terminology and align their strategic planning with the CDSF.

Stakeholders should be empowered to 'Walk the Talk'

The UMA Secretariat not only does not have adequate mechanisms in place for the execution of decisions but also lacks the political will for protocols signing and ratification process. The history of UMA inaction as member states contest with each other to advance or protect their various interests clearly illustrates that not all regimes have supported integration to date. Under the circumstances it is understandable that there has also been minimal participation on the part of the private sector. Regardless of how much "hoopla" there may be about African integration, little actual progress can be made unless political leaders rise to the occasion and push forward the needed support. For any regional integration agenda to succeed there must be strategic, inspirational, and entrepreneurial leadership and championship. However champions should not only be political leaders; they should also emerge from a wide range of stakeholders including state and non-state actors (Civil Society Organizations (CSOs), private sectors and higher education institutions).

Furthermore the active involvement of the private sector is critical and capacity must be developed to enable that sector to begin to play its full role in implementation of the regional integration agenda. Further, in addition to solid domestic resource mobilization, it is vital that the UMA member states begin to support the full operational costs of the Secretariat at a minimum. It matters who pays the bills. Once member states fulfill their responsibility to fund the Secretariat, they will begin to take ownership and begin to demand accountability from the Secretariat. Change in management in this sense must be a priority so that the UMA can begin to look for solutions from within and rely less on external partner-donors to fund development in the region.

Place greater focus on intangible capacity elements

The Union du Maghreb Arabe has few signed common policies toward implementation of AU integration agenda. Yet the UMA faces challenges even to implement those few protocol instruments that have been developed, because each country forges its own bilateral relationships based upon its individual interest. Obviously, the UMA Secretariat alone cannot implement and reinforce policies, procedures and accountability instruments. The implementation of regulatory frameworks and protocols need to be implemented by the member states so that the role of Secretariat can be one of facilitation and coordination. But it will require much greater effort to create common mechanisms to resolve problems and increase coordination of roles. Thus the development of capacities related

to leadership transformation[1] is critical for the UMA Secretariat to be able to bring all key stakeholders together to plan joint programmes between member states and Secretariat to increase opportunities for the states to mobilize citizen engagement in critical matters related to security, peace and socioeconomic growth.

Some activities should aim at developing citizen[2] and political and senior bureaucratic[3] leaders and broadening their participation to establish democratic systems with peaceful transitions of power, strengthen UMA governing structures – particularly enhancing the capacities of Focal Points in member states and establish structures to deal with internal problems and issues. Truly participatory forums will help stakeholders at all levels absorb and understand specific changes that are taking place, expand their willingness to assume greater responsibility to improve the changes or work with others to devise inventive solutions that go beyond solving immediate problems to promoting the regional integration agenda.

Knowledge as a driver of change

There are efforts at the UMA Secretariat and within some member states related to knowledge acquisition through research and experience sharing. However, overall, there are insufficient systems/processes in place to document, store, re-learn, and share in-house knowledge and experience. Also, interventions on peer-to-peer learning, and knowledge retention are generally inadequate. It is important for the UMA to become a knowledge-driven organization focused strongly on using the knowledge and experience it acquires to help build capacity in every corner of its member countries. It is important for M-CDP to establish a 'knowledge exchange program' that will enable the UMA to take advantage of knowledge resources of other RECs, specifically on planning, strategies to mobilize resources, and the establishment of systems and policies to accelerate integration mandates and make them relevant to citizens of the region.

One major asset, identified during this study, is that common Islamic principles are shared by all member states. These principles can be utilized in a looser, more metaphorical way to convey key integration principles: for example the idea of partnership in 'musharaka', drawing on the expertise of another ('mudaraba') and the idea of social capital inherent in the concept of 'ummah.' It may be possible to extend the idea of 'zakat' to introduce the notion of a domestic resource mobilization and interdependency in implementing the integration strategy. Finally, strategies to manage knowledge should include reconstructing African identity, systems and values.

Technology and innovation are critical if the regional integration agenda is to be realized. A common, integrated information management system should be established to facilitate and foster effective and efficient access to information at all sectors at the Secretariat and across the member states, as well as to manage and monitor integration policy implementation and performance more effectively. Similarly regional research and development, technology and innovation should be strengthened. Universities in the region should be capacitated to provide skill-sets and technology solutions that are required to drive the integration agenda.

Leveraging human capital

The issue of inadequate human capital and technical personnel is serious and potentially detrimental to UMA operations because so much of the major work of integration depends on so few key employees. Another legitimate concern is knowledge leakage, because all who leave (whether local or foreign, permanent or temporary experts) take with them knowledge specific to UMA practices and information, which could competitively disadvantage the UMA over the long term.

Furthermore, new recruits are unable to access knowledge held by incumbents; another disadvantage is that seldom is evidence-based knowledge or plans shared amongst the units, directorates and member states. Consequently stakeholders at all levels often lack the understanding they should have related to their own sphere of responsibility and are unable to interpret the entire picture because knowledge – experience, know-how, best practices, and various studies – is not

1 Although leadership transformation interventions are believed to trigger change for an organization to deliver better results, these interventions are less intended in a practical sense in UMA and other RECs. These include communication, Stakeholders and public debate, nurturing role models, incentive for innovation, creativity and proactive, accountability and feedback mechanism as well as women and youth inclusion.

2 CSOs, CBOs, private sector, universities.

3 Parliamentary, judiciary, high-level civil service.

shared or well-documented.

Interventions are required to address these challenges. Firstly, while increasing technical skills and managerial capacities within the Secretariat, it is essential to begin cultivating internal leadership capacity and initiate effective succession planning in order to build an effective institution; these should become key elements of the UMA's strategic planning. It is critical to emphasize the development and nurturing of human capital and to ensure that key posts are held by qualified people who are committed to and capable of advancing the integration plan. These key positions should then be integrated into the institution's succession planning. It is also essential to create an enabling environment within which all stakeholders, especially employees, can maximize their potential, creativity, and talents to achieve better results.

Secondly, while the UMA usually brings in outside technical assistance to guide its strategic planning processes, experience shows that planning is not as demanding or complex as the implementation of the strategic plans. So external consultants and experts might be most usefully engaged during the implementation stages to achieve desired outcomes, to build linkages and to develop dialogue amongst multiple stakeholders to ensure that implementation of the integration mandates embraces pertinent needs and people's views and reflects the anticipated future levels of regional integration.

Thirdly, it is critical for the UMA to become more aware of and better manage the outflow and inflow of knowledge, skills and experience at every level of the organization. By understanding the different routes by which knowledge can leak, the UMA can develop effective mechanisms to ensure that critical knowledge to fulfill the mandate is always available within the Secretariat and member states.

The UMA should not duplicate efforts or compete for resources

As pointed out in the African Union (AU) 2053 draft Agenda, competition over resources and duplication of efforts not only occurs between RECs and member states but also between RECs. The countries of the Maghreb regularly approach donors unilaterally rather than not as one entity and as a result member states often pursue the same programmes and compete for the same, limited resources. This creates constant tensions over various needs and interests adding to the ambiguity and complexity of relationships between member states that has negative effects on the integration goals.

There is need for the UMA to improve its capacity to set priorities and plan how to guide stakeholders to identify clearly what interventions the Secretariat should focus on and what should be left under the auspices of member states. Attention should also be paid to promoting collaboration and working together amongst member states rather than competing against each other. Also there should be greater focus on emphasizing the strengths and advantages of the different countries. There can be strength in working together when all are facing difficult economic challenges and must pursue cooperative economic policies to provide peace and security, better social services and reduce unemployment. On-going systems and work processes at the Secretariat (supported by the AfDB) should be enhanced and scaled up. UMA should also embrace the TRIPARTITE ideas to tap into the experience and knowledge of other RECs so that together they can tackle the African integration agenda as one.

Implementation of the African Agenda will require that all RECs begin to work towards a unified continent – encompassing varied cultural differences and political backgrounds. As it is now, there is danger that regional integration is creating segmentation and that if each REC works independently, rather than uniting it may divide the continent, possibly into eight discrete and competing regions – the antithesis of the AU vision. Although each REC has a different foundational background, all share the common, overarching goal of integrating Africa. Thus the UMA along with other RECs should accelerate inter-REC linkages to embrace "the common weal" of Africa's Regional Economic Communities to deliver the common African integration agenda.

Besides programmes and projects that are already inter-REC in nature, the RECs, in collaboration with the AU and its partners, should consider jointly developing and sharing protocols and common instruments – in spheres such as customs, infrastructure and borders. RECs can also begin to explore ways to establish common and mutually beneficial financial and human development mechanisms and collaborate more on the creation of systems to manage information and share in the application of e-tools (such the African Platform for

Development — APDev) rather than each REC looking after its individual specific solutions. Already African online institutions (e.g. M-Pesa) have demonstrated their capacity to innovate and be world leaders in the development of tools to facilitate financial transactions for the masses.

Improving Resource Mobilization and Strengthening Financial Support

One of the strengths of the UMA has been the ability to maintain cordial relationships with donors — in fact cordial relationships and compliance have been key ingredients for the UMA to raise funds from both member states and development partners. However the UMA still lacks adequate capacity for monitoring and evaluation, timely reporting and financial mechanisms to comply with international management standards.

Morocco provides the largest share of member state funding; as well it hosts the Secretariat. However funding for most programmes coordinated by the UMA comes from external sources. Dependence on external resources may work well for start-ups, but cannot sustain the long-term integration agenda. Currently the inflow of funds from both donors and member states is inadequate considering the political situation, however the region hopes achieving the regional integration mandate in the future. Much support will be required for the UMA to deliver tangible results. It will be a canard to attempt to create regional integration without adequate preparation of a solid, properly financed platform on which to build.

As part of mobilizing regional resources, the five nations of the Union du Maghreb Arabe created an investment bank, capitalized at $100 million to finance infrastructure projects in the region. The Bank will be launched in 2015, partnering with the private sector to finance projects in Algeria, Libya, Mauritania, Morocco and Tunisia. UMA launched the Forum of the Maghreb Businessmen in order to stimulate trade exchanges. However there is little information on how the UMA will engage with private sectors to utilize this investment resource to implement the regional integration agenda. While the UMA is strategically positioned geographically – sharing borders with Europe and the Middle East – this advantage is yet to be utilized effectively to increase financial resources and job opportunities in member countries. Securing funding and engaging member states to find solutions is critical for the UMA to move forward to implement and sustain its regional integration mandates.

While there is no doubt that African potential, skills and resources can contribute to actualization and sustainability of regional integration, mobilizing African resources could prove to be challenging, although tools such the AU model of resource mobilization are in place. Thus it is time for UMA to develop a more rigorous plan to implement resource mobilization strategy and unlock financial potential available within and around the region. The Africa Union should establish an institution to operationalize these tools and collaborate with RECS to work with their member states to mobilize resources within their regions. The greatest impact will be achieved by mobilizing African resources through collaborative efforts under the auspices of the AU. Morocco is the host country of the UMA Secretariat and has not equally contributed to the Secretariat's Annual Budget vis-à-vis the contributions of other member states. Morocco is encouraged to rectify this in order to boost the financing of the Secretariat.

Capacity development priorities in the post-2015 outlook

Although the UMA's capacity development initiatives are sporadic and dispersed, there are notable CD programmes aimed at building initiatives between the Secretariat and member states as well as with other RECs. Some examples are: enhancement of systems and work process program funded by AfDB intend to increase institutional capacity of the Secretariat. The Investment Bank includes its plan to mobilize domestic resource within the Maghreb Countries. UMA continually provides institutional support and knowledge management programs to increase the capacity of state and non-state stakeholders in the member states to effectively implement environment, agriculture, and climate change initiatives.

Key Capacity Challenges

The UMA Secretariat and institutions across the region lack multi-skill sets and there is a shortage of skilled personnel in key areas. There are financial risks to invest in the region and many human and natural resources located there remain untapped. Understandably there is stiff competition for the limited financial and human

resources that are available which contributes to the tendency of each country to work alone. Another challenge is the political fragility of the region, as well as the fact that harmonized policies, organizational processes and procedures and the regulatory frameworks are inadequate. Robust and integrated information management systems are lacking while there is very low citizen engagement – particularly of women and youth. The less tangible capacities required to support operational excellence (quality, productivity, competitiveness, technology, innovation, efficiency and knowledge solutions) are insufficient. Finally, most capacity development programmes, externally funded as they are, are not sustainable.

Unlimited Opportunities

Despite the challenges, there are unlimited opportunities for the UMA to improve the social and economic circumstances for the people of the region. The UMA has resources and occupies a strategic geographic point to develop the capacity to fulfill its mandates without as much dependency on foreign aid alone. The experience from Arab Spring suggests that the citizens of the region can collectively tackle their own problems. The spirit amongst key stakeholders is that by working through UMA the region can achieve socioeconomic and political stability more effectively than if countries try to do so on their own. Common beliefs and cultural systems across the member states is a tangible asset that can be utilized to promote the integration agenda.

However it is also necessary to begin to draw on intangible capacity elements, such as embedded knowledge, to harmonize trade policies to promote free movement of goods and services, to optimize the current systems, to align the vision with sound planning and utilization of domestic and other external resources and to inspire those working officially for the Secretariat – and indeed every citizen of the UMA

region – to focus on strengthening integration for the benefit of all.

Available capacity tools such as Capacity Development Strategic Framework (CDSF) and African Platform for Development Effectiveness (APDev) should be recognized and utilized. The CDSF should be redrafted and turned into both planning and policy tool while APDev should be utilized to serve as the knowledge-solution platform for RECS including the UMA.

Recommended Interventions

The M-CDP should seize the renewed desire to begin effective engagement with the UMA, and the African Union should continue to raise expectations for this regional integration bloc. But in doing so, the AU must accept some responsibility for providing support that will be essential for real capacity development, and must look ahead to what will be needed in the period following the current strategy cycle. The UMA should strengthen its capacity development initiatives to spearhead the delivery of its short-and long-term goals for regional integration and a collective effort should be undertaken to utilize capacity development to help solve a complex agenda and achieve lasting regional integration that will make real differences in people's lives.

Five key capacity development interventions are recommended to help the M-CDP to work in concert with the UMA strategies to deliver core mandates and achieve the regional integration goals. These inter-linked interventions focus on supporting and facilitating the achievement of regional integration objectives:

- Capacity Development should be made an integral part of the UMA's long-term mission in order to accelerate the regional integration agenda. Particularly, the UMA and M-CDP should establish institutional arrangements within the UMA to facilitate regular CD activities through the Secretariat;
- Knowledge, innovation, and technology should be placed at the heart of everything the UMA does. The UMA should aspire to become a knowledge-and-technology-driven organization, able to use evidence-based knowledge to help build capacity across member countries and to learn from other RECS. The M-CDP needs to help the UMA adapt quickly to the latest technologies that can facilitate unprecedented opportunities for cost-effective connectivity and collaboration, to generate, capture, share and apply knowledge for development;
- Linkages should be built with other RECs and citizens within member states to increase the likelihood that they will implement the UMA protocols. To this end, the UMA should optimize its existing institutional arrangements and introduce new policies to create an environment conducive to achieving better results. Recognizing that building links evolves over time, the M-CDP should immediately begin to work with the UMA to increase its presence and help member states realize the importance of regional integration;
- Alternate and sustainable funding models for Capacity Development should be developed. The secret to strengthening and sustaining the UMA's capacity development programmes will be to leverage financial resources through both external and internal partnerships while unlocking regional economic potentials to maximize, accelerate and sustain long-term regional integration effectiveness. It is important to establish institutional arrangements within the AU which has a particular responsibility to work with all RECs to mobilize African resources as well as external resources, coordinate activities to avoid competition over sources of funds and align priorities with resources;
- Employees must be recognized as important assets. Because the technical and management staffs are critical for the implementation of the UMA regional integration mandate, the M-CDP should work with the UMA to increase their technical skills and managerial capacities. It is also important to create an enabling environment within which all employees can maximize their potential, creativity, and talents to achieve better results.

The regional integration agenda is "etched in stone" – African integration is here to stay. Therefore it is critical that African potential, skills and resources be firmly embedded in the integration, and that it be owned by the African people themselves.

Africa's Regional Economic Communities Capacity Mapping and Scoping Report: Summary of Findings - Union Du Maghreb Arabe

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	**INSTITUTIONAL DEVELOPMENT CAPACITY**	**-Adequacy -Effectiveness -Efficiency**										
	Organizational Structure	Structure does not respond to strategic focus areas	Staff establishment consists of experts from each of the 5 member states	Ongoing- per status quo	UMA Secretariat	Continued financing by member states of the 5 experts			Member States need to increase Support	Increased Efficiency	Need for a skills-match based staffing aligned to strategic focus area	Through M-CDP, Mobilize technical and financial resources
	Staffing and Skills Mix	Most of the staff are seconded diplomats, not technical experts	AfDB is providing technical assistance	Ongoing	REC & member States				Development Partner Funding required	Increased Efficiency	Need for a skills-match based staffing aligned to strategic focus area	Through M-CDP, Mobilize technical and financial resources
	Management and Administration	Need for a Deputy Secretary General for Programmes & Institutional issues	Leadership Training required		UMA Secretariat					More efficient management and administration systems	No support structure for the Executive Secretary in relation to Institutional issues	
	HR Management	Adequate			UMA Secretariat	N/A			Stronger HR Management Team		more professional staff to handle the sectoral programmes	M-CDP to provide resources (technical / financial) for Better HR Management
	Performance Management	No clear performance appraisal policy			REC	N/A			No HR Policy			
	Strategic Planning	No centralized function for Strategic Planning			REC	N/A			No centralized SP Function			
	Resource Mobilization	Inadequate			REC & Member States				No centralized RM function and there is a thin base of development partners		Centralized Resource mobilization function to widen resource base	M-CDP to assist in inter REC Exchanges on the SADC Resource Mobilization Strategy as a commendable function

II	**SYSTEMS, PROCESSES, PROCEDURES AND PRACTICES CAPACITY**	**-Availability of Policy Framework and Operations Guidelines** **-Effectiveness** **-Efficiency**										
	Financial Management System	In place										
	Records Management System	In place funded by AfDB	Organisation and computerization of records	Ongoing					Expand to Member States	Streamlined records management	Need to extend to Member States Focal Ministries to track and monitor regional programmes	AfDB to extend financial assistance for this exercise
	Communication System	In place funded by AfDB		Ongoing					No link to Member States	Streamlined records management	Communication strategy (REC and Member States level)	Development of this strategy linked to member states
	IT System	In place							N/A			
	M&E System	Not Centralized/ Institutionalized							No link to Member States		Online M&E System required	Development of this system linked to member states
III	**KNOWLEDGE-BASED CAPACITY**	**-Existence of strategy and policy** **-Effectiveness of system** **-Efficiency of system** **-Utility of system**										
	Internal Knowledge Management System Regional Knowledge Sharing Mechanisms	-Availability of Records management system -No regional knowledge sharing mechanism	Manual and Computerized internal records system	Ongoing	REC						Need to institutionalize Knowledge Management and regional Exchanges	RECs Knowledge Management Resource Centre (RKMRC)

IV	**PROGRAM DEVELOPMENT AND MANAGEMENT CAPACITY**	**-Program development and management** **-Coordination** **-Technical appraisal** **-M&E of program implementation**										
	Agriculture, Food and Nutrition Security	Programme development	Sub-regional Action Plan to Combat Desertification (SRAP/CD)	Completed	UMA (Secretariat Funding)					Combat Desertification	De-link between Food Security and Desertification	Need for stronger link with CAADP (NEPAD to Assist)
	Infrastructure Development	Capacity Development	Capacity Building Project-AfDB	Initial Phase	US $8.6 million			Member States		Better M&E for Infrastructure Projects	Linking Infrastructure to Agriculture Projects	Better Planning and Mobilization of Resources
	Trade and Customs	Customs Union Treaty signed but not implemented	N/A									
	Industrialization	Support to Member States not in place	N/A									
	Environment, Water Resources and Climate Change	Capacity Development in Environmental Sector	5 year Green Belts against Desertification	Ongoing	Funding by WWF			Member States		Eco-region conservation at a landscape level	Ownership by Secretariat	More resources needed for Maghreb Desertification Programmes
	Social Development	Programme Development	Strengthening of the role of civil society in combating desertification funding by IFAD	Completed	USD 75 000			REC and Member States		Implement innovative techniques for combating desertification and restoring degraded areas		Raise more multi-stakeholder awareness
	Regional Integration and Support to Member States	Not in place due to political divisions		N/A							Increased inter-REC Knowledge Exchanges	Institutionalised inter-REC Knowledge Exchanges facilitated by NEPAD Agency
	Private Sector Development	Not in place		N/A								
	Peace and Security	Inadequate due to member States divisions		N/A							Arab Spring revolutions left a leadership gap in some of the Member States	M-CDP to assist UMA link with the African Peace and Security Architecture (APSA) like SADC is currently doing

1. INTRODUCTION

1.1. Purpose of Mapping and Scoping Exercise

Capacity Development for Regional Economic Communities (RECs) is part of strengthening Pan-African institutions to strengthen the delivery development results. The African Union (AU) 2053 draft Agenda emphasizes that Capacity Development (CD) is essential for institutions to implement the African integration agenda. The AU 2063 draft Agenda states:

> *Africa needs strong institutions with the necessary capacity and resources to effectively establish and maintain a sound macroeconomic framework, through good public financial management. Africa also needs a conducive environment with a legal and regulatory framework that facilitates contract enforcement, property rights encourages jobs and helps create a more stable and secure society. Political commitment in this regard is paramount.*[1]

For this reason, the New Partnership for Africa's Development (NEPAD) and the African Union Commission (AUC) in collaboration with their partners, namely the United Nations Development Program (UNDP) and United Nations Economic Commission for Africa (UNECEA) have introduced a mechanism known "the African Union Multi-Agency Capacity Development Program" (M-CDP) to work with Regional Economic Communities (RECs) to enhance RECs' capacity to deliver their mandates on regional integration. The first initiative of this new partnership is to conduct a capacity development mapping and scoping exercise (CD-M&S) within the RECs.

The ultimate purpose of this exercise is to clarify what is required for an effective integrated capacity development framework and what the status of implementation is – including the current Capacity Development (CD) focus within selected RECs and scope of what each is doing to implement CD. The CDMS exercise has three main and broad objectives:[2]

- Identify if and how the AU Capacity Development Strategic Framework (CDSF) is influencing and impacting the CD strategies of the RECs and what is the potential of the CDSF to enhance capacities for regional integration;
- Take stock of what has worked and what has not worked in terms of strategy, approach, content and partnerships in order to come up with a concrete implementation plan for the RECs;
- Assist the AUC, NEPAD, RECs and their partners to develop a clear understanding of the scope and lessons on capacity development initiatives in RECs.

1.2. Approach and Methodology

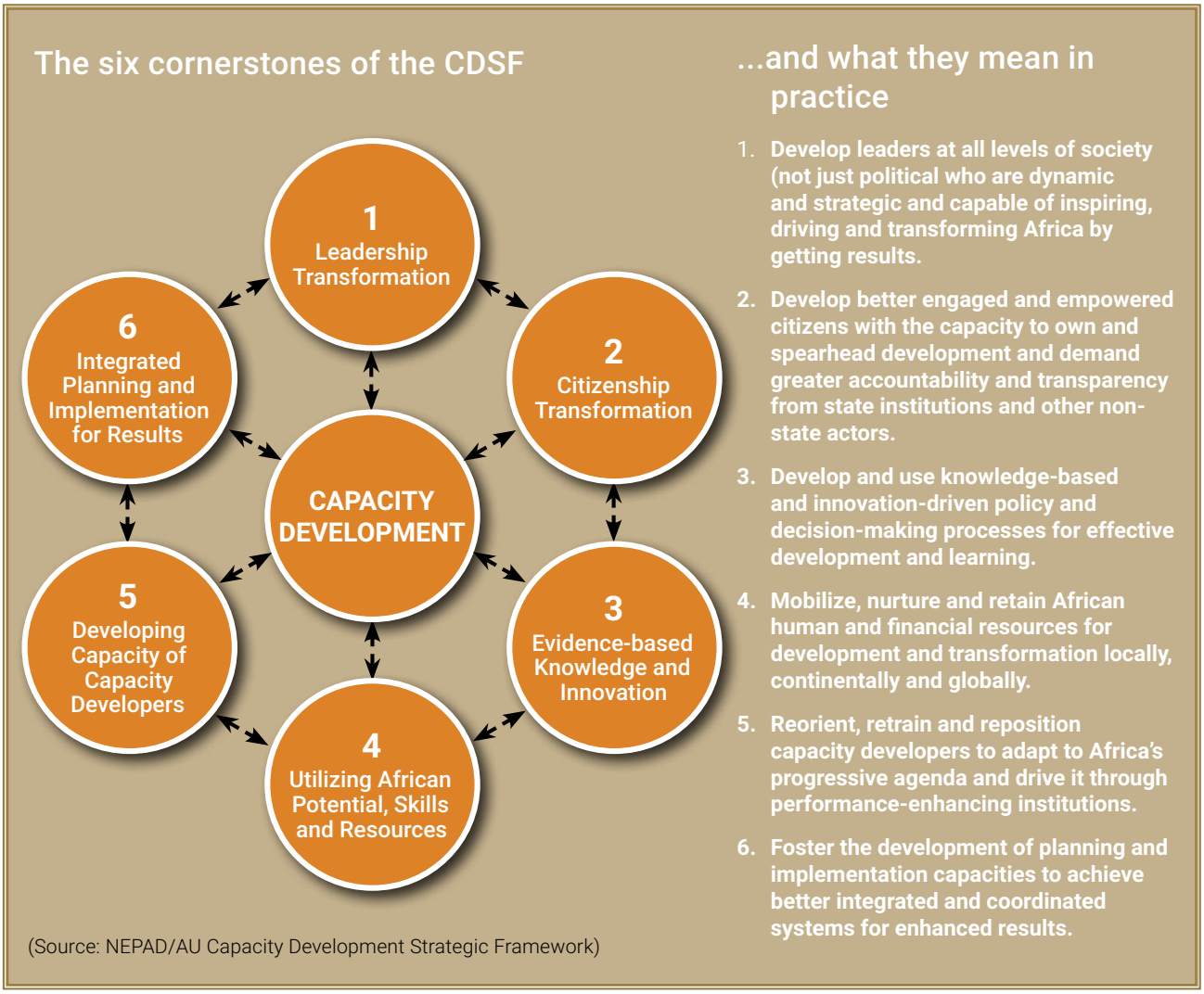
From December 3-6, 2013, the Multi-Agency Capacity Development Team led by the New Partnership for Africa's Development (NEPAD), undertook a mapping and scoping exercise on past, current and planned projects and programmes that have dimensions of capacity development for Union du Maghreb Arabe (UMA).

In order to make the gathering, analysis and presentation of data more efficient, the process was organized around the six cornerstones of the NEPAD/AU Capacity Development Strategic Framework (CDSF).

1 AU 2063 Draft Framework, page 11-12.

2 The Terms of Reference (attached in Appendix 2) makes it clear that the Mapping and Scoping Exercise is *not a part* of an evaluation of an entire portfolio, analyzing strategies to determine whether or not REC has achieve some planned objectives, or testing CD compliance to each program.

Figure 1: The Six CDSF-Cornerstones



In general the CDSF is designed to provide a framework to strengthen the capacity of African institutions to deliver results on the Continent. Currently, the concept of capacity development has been articulated differently by multilateral and bilateral development organizations to suit their development interventions in partner states. Therefore attempting to code CD categories from themes emerging from the study of every REC would result in such a wide variety of categories that it would be difficult, if not impossible, to paint a common or representative picture of CD trends across the RECs. Therefore the study has primarily utilized the CDSF to establish consistency of terminology and definitions to facilitate discussion of benchmarks against which CD initiatives can be measured across the RECs.

The study employed a content analysis approach to evaluate information gathered from documents found online and made available by the UMA, including past, current and future strategic documents, projects, programmes, newsletters and evaluation and study reports.[3] As well, to determine the structure of priorities and areas that were emphasised to strengthen the UMA Secretariat, interventions related to UMA's Capacity Development Strategy have been grouped according to the following CDSF core levels:

- Human – including human skills, experience, and knowledge invested in individuals and soft capacities, multi-skill sets and experience for delivery;

3 See reference section for a full list of documents consulted.

- Institution – elements that strengthen the capacity of institutions to deliver mandates and strategic plans including process and systems service delivery arrangements, human resources management and financial resources management. Included are human skills, experience, knowledge invested in individuals and soft capacities, multi-skill sets and experience for delivery;
- Knowledge – elements that enable learning for continuous improvement, such as information exchange networks, knowledge management systems, learning and peer review culture;
- System/Enabling Environment - elements that facilitate the development of capacity, including policies and legal and regulatory frameworks, norms, values and culture;

While the CDSF-Cornerstones make for efficiency and order suitable for tracing capacity elements in the UMA programmes and strategies, the research was undertaken with no prior assumptions and based on data collected by asking direct, open-ended questions administered in face-to-face interviews with directors, project managers and coordinators and high-level leaders.[4] The purpose of these interviews was to explore the current status of projects and programmes that have CD dimensions within UMA, identify areas of CD that need further attention and confirm future collaboration that will be necessary to scale up to implement the AU Continental integration agenda within the region.

Without mapping the impact or outcome of these programmes, the analysis involved constant comparisons using evidence from interviews and content analysis. This helped identify emerging dynamics in terms of CD priorities, required funding and partnerships, institutional and systemic arrangements, knowledge and human resources as well as other areas that may require strengthening and further support.

Comparing the CD initiatives of the UMA with the widely accepted and proven concepts of the CDSF cast further light on important issues related to how "Capacity Development" is understood, structured and applied among different UMA programmes and strategies. Correlations have been drawn with some caution due to the fact that the UMA seems not to have used the CDSF in its strategic planning. Consequently in the study there is no "precise alignment" between the CD intervention priorities of UMA strategies and programmes and the CDSF Cornerstones shown in Figure 1.

A major challenge for this analysis is the fact that terminologies employed by the different parties are not harmonized. The UMA doesn't align its CD interventions systematically and according to the CDSF. Capacity Development interventions in the UMA's strategies and programmes are dispersed, making comparison and clarification a greater challenge than had been anticipated.

1.3. Report Overview

The report begins with a brief introduction to the purpose of the mapping and scoping exercise and includes a general description of the methodology used and operational dimension as defined in the Capacity Development Strategic Framework (CDSF). This is followed by an overview of the development context in which the UMA operates its strategic priorities and mandates. The third chapter includes overview of CD initiatives in the UMA's strategies and programmes. The fourth chapter highlights the implementation aspects of CD activities and the fifth chapter discusses the nature of capacity development challenges for the UMA to implement its mandates.

The concluding chapter comprises opportunities and challenges for developing a shared and integrated CD strategy for RECs, capacity development initiatives emerged from the assessment and recommendations on the main CD areas of cooperation for the UMA to move forward with delivering and sustaining its regional integration mandates.

4 See the list of participants in Appendix 1.

2. Overview of Union Du Maghreb Arabe

2.1. Background

The first Conference of Maghreb Economic Ministers in Tunis in 1964 established the Conseil Permanent Cunsultatif du Maghreb (CPCM) between Algeria, Libya, Morocco, and Tunisia, to coordinate and harmonize the development plans of the four countries as well as inter regional trade and relations with the EU. However, for a number of reasons, the plans never came to fruition. It was not until the late 1980s that new impetus began to bring the parties together again. The first Maghreb Summit of the five Heads of State, held at Zeralda (Algeria) in June 1988, resulted in the decision to set up the Maghreb High Commission and various specialized commissions. Finally, on February 17, 1989 in Marrakech, the Treaty establishing the UMA was signed by the Heads of State of the five countries, including Mauritania. The organization is headquartered in Rabat, Morocco – the seat of the Secretariat.

At the signing of the Treaty, which entered into force on July 1, 1989, the Member States agreed to coordinate, harmonize and rationalize their policies and strategies for sustainable development in all sectors of human activities. The Marrakech Summit had been preceded by a meeting of the five heads of state in Zeralda Maghreb (Algeria) in June, 1988, during which it was decided to constitute a Committee responsible for defining ways to allow the creation of a union of the five states of the Arab Maghreb. This was achieved through the work of the Great Commission formed thereafter. In addition to signing the treaty, the Marrakesh Summit adopted a Solemn Declaration on the establishment of UMA and the work program of the Union.

2.2. Implementing regional integration mandates.

2.2.1. The UMA Vision:

... "a stronger and more united Maghreb will help address common challenges, such as instability in the Sahel region, energy security, the need to create jobs and fight climate change."

2.2.2. The UMA's objectives:

- The consolidation of fraternal relations binding the Member States and their peoples, the realization of progress and well-being of their communities and the protection of their rights;
- The progressive realization of the free movement of persons, services, goods and capital between Member States;
- The adoption of a common policy in all areas. In economic terms, the common policy is to ensure the industrial, agricultural, commercial and social development of member states.

2.2.3. Regional Development Context

With the Arab Spring and widespread economic malaise due to both domestic and external factors, the countries are beginning to reassess the long-dormant Union du Maghreb Arabe (UMA) agreement in the hopes of jointly overcoming the challenges they face. Table 1 shows the current socioeconomic status of the UMA.

Table 1: UMA' socioeconomic status at a Glance (ReSAKSS, based on World Bank 2012)

Country	Area (km²)	Population (millions, 2011)	GDP (PPP) (USD, per capita)	GDP (nominal) (billions USD)	HDI (2011)[5]
Algeria	2,381,741	37.1	7,200	183.4	0.698 (medium)[6]
Libya	1,759,540	6.7	14,100	177.9	0.760 (high)
Mauritania	1,025,520	3.4	2,200	4	0.453 (low)
Morocco	710,850	32.3	5,100	103.8	0.582 (medium)
Tunisia	163,610	10.7	9,500	48.9	0.698 (high)
UMA	**6,041,261**	**88.5**	**7,000**	**516**	**–**

Since the last meeting in 1994 of the UMA heads of state summit – the union's decision-making body – Maghreb countries have individually signed free trade agreements with the European Union as well as the Arab world as part of the Greater Arab Free Trade Agreement and the Agadir Agreement, which includes Egypt and Jordan in addition to Morocco and Tunisia. The Arab Spring's winds of change, the economic challenges faced by the Maghreb governments and the stifling economic crisis in Europe – the Maghreb countries' main partner – have brought the largely inactive UMA back to the forefront.

Further, individual Maghreb countries are currently relatively small and segmented markets. The establishment of a free trade zone or common market, with more than 80 million consumers, would create economies of scale and could turn the region into an attractive investment hub.

There is a paradox in Maghreb relations with Europe.

Occasionally, for its own interests the European Union prefers that the Maghreb countries deal with EU as a cartel – i.e. a single Union du Maghreb Arabe – specifically when it comes to issues of security and immigration. However, when it can acquire greater gains by pushing the Maghreb countries to compete by providing economic and other concessions, the EU prefers and seeks to deal with each country separately.

Even though UMA is the smallest of the 8 recognized RECs, it accounts for 12 per cent of Aid for Trade disbursements to Africa; this is one and one half times the corresponding share for ECCAS. Between 2009 and 2011, notwithstanding the effects of the so called "Arab spring," the region accounted for an average Aid for Trade commitment of nearly USD 1.5 billion a year and received disbursements for USD 1.4 billion (in constant 2011 dollars).

In per capita terms, these figures show that of all the RECs, the UMA receives by far the highest amount of per capita Aid for Trade, at USD 16.06 per person. Morocco and Tunisia account for nearly three quarters of all resources disbursed to UMA member countries. Mauritania also receives a sizeable amount, reaching in per capita terms approximately USD 38 per inhabitant; at the other end of the scale, however, Libya and Algeria receive a mere USD 2 per person.

Further, only 26 per cent of Aid for Trade disbursements to the UMA is utilized to build productive capacities, whereas 73 per cent goes purely into consumptive sectors leaving one percent only for finances, economic uses, infrastructure, development of trade policies/ regulations and trade-related adjustments. This sectoral allocation of Aid for Trade appears to be fairly similar for all five member countries. Compared to other RECs, the disbursements-to-commitments ratio for all UMA countries is high, averaging 105 per cent between 2009 and 2011.

The ultimate economic goals of a common market include the adoption of common customs legislation, common financial legislation, and a degree of coordinated economic planning. For the UMA, common customs legislation would involve the removal of internal customs duties and the imposition of a common customs tariff for goods from countries outside the union. Common financial legislation would involve creating:

- A Maghreb Financial Zone;
- A Maghreb currency;
- An Independent Maghreb Fund for Development to coordinate investment and float loans; and
- A Regional budget to fund certain projects, which would be financed through a regional tax.

Coordinated economic planning among the members would cover public spending, tax legislation, investments, job opportunities, and import-export policies, within a liberal economic framework in which the state would play a lesser role. To this point, the Union du Maghreb Arabe countries have so far only undertaken feasibility studies. Although there had been agreement at the July 1990 summit session to implement the customs union by 1995 and Tunis had been identified as the proposed seat for an investment and foreign trade bank, this did not proceed. As a result of the overall low level of activity since then, goals will have to be reset to reflect the realities of the situation.

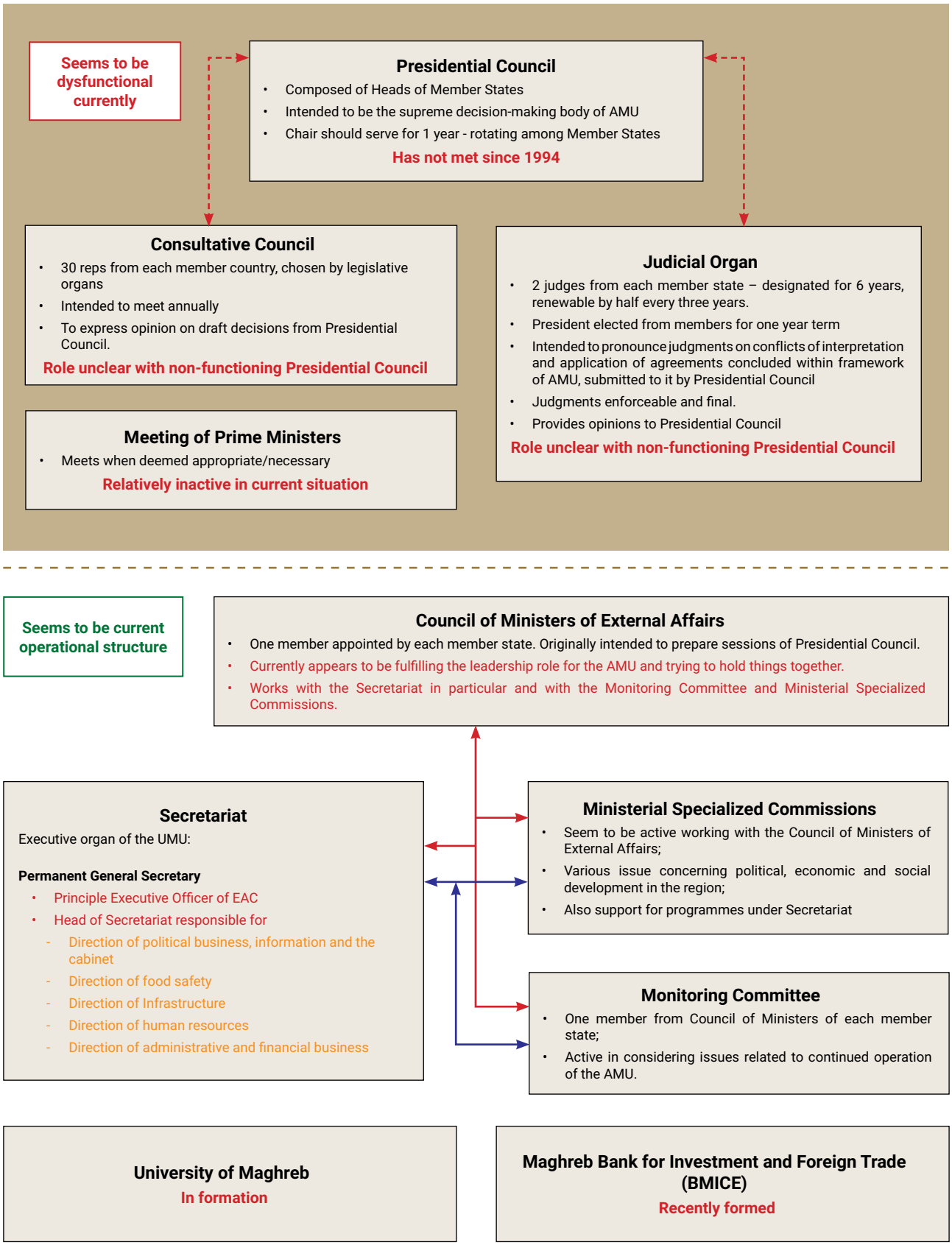
2.2.4. Regional Integration Challenges

Relations between Algiers and Rabat have been strained since the 1960s. At the heart of the problem is the status of the Western Sahara: Morocco seeks to annex the territory while Algeria supports an independent Sahrawi state. The creation of the UMA in 1989 was one of a number of efforts to improve relations by focusing on other issues in which there are shared interests, but they have made little progress. The dispute is hindering economic and security cooperation between the two countries and has blocked opportunities for development of infrastructure, transport and energy, which could have a transformative impact regionally on poverty, job creation and food security.

Consequently the Union's Council of Heads of State has not met since 1994, despite several attempts to re-launch the political process. The Western Sahara, a former Spanish colony south of Morocco that was "reintegrated" by the kingdom of Morocco, has declared independence as the Sahrawi Arab Democratic Republic. The latest top-level conference, in mid-2005, was derailed by Morocco's refusal to meet, due to Algeria's vocal support for Saharan independence.

In the Maghreb region, of the five member countries the free movement of people is allowed only between three – Libya, Morocco and Tunisia. Visa restrictions are still applied between the rest of the countries on bilateral basis.

2.2.5. Organizational Structure of UMA



3. Overview of Capacity Development Programmes in UMA

3.1. Responses to capacity development

3.1.1. Enhancing Knowledge

The African Development Bank has supported the UMA Secretariat to build an organized filing system to enable it to improve internal knowledge management system.

In addition to research activities carried out in the arid and semi-arid zones, the UMA supports rural development through the decentralized local structures in member states by increasing the capacity of sub-national institutions in the areas of natural resource inventories, participatory monitoring and evaluation and integration of Sub-Regional Action Plans to Combat Desertification (SRAP/CD)[5] in the development plans of the member states.

Tunisia has made important strides to enhance information systems through monitoring interventions to combat drought by establishing and maintaining a Desertification Information System (DIS) for NAP implementation. Using this system, implementing agents involved in the project are able to assess the impact of investments made in fighting desertification, compile crucial information for national planning on desertification and inform decision-makers so they can make appropriate decisions.

In regard to sharing knowledge across the region, Libya commenced the implementation of the Great Green Wall for the Sahara Initiative (GGWSI) and has been a driving force in the support of some of the countries that are directly concerned with the implementation of the GGWSI.

3.1.2. Institutional Capacity Enhancement

Coordination: The UMA is one of the recipients of a jointly funded project between the African Union Commission (AUC) and the AfDB, which was formally launched in Centurion, South Africa, on April 7, 2014. This three-year project (2014-2017) valued at 5.6 million Units of Account – US$ 8.6 million – is intended to strengthen the capacity of African countries through their respective RECs to coordinate the implementation of regional infrastructure programs.

Collaboration and Synergy Building: The UMA collaborates with regional experts from research and governmental institutions and NGOs to coordinate projects related to Conservation and Sustainable use of Natural Resources in the Maghreb. One project, funded by the WWF Mediterranean Program, is taking place in a number of member states in the region including the "Kroumerie-Mogod and El Feija National Park Green Belt" in Tunisia and Tazekka National Park in Morocco. The UNEP and the Italian Ministry of Environment and Territory support the Mediterranean Renewable Energy Programme (MEDREP) in Tunisia and Morocco. Also, a number of donors, namely The GEF UNEP, FAO, UNCCD secretariat, the Global Mechanism and the International Soil Reference and Information Centre (ISRIC) work with the UMA in a pilot project on Land Degradation Assessment (LADA) in Tunisia.

Similarly, the UMA strengthens the role of civil societies to combat desertification. In 2004, the NGO network for combating desertification in the Maghreb (ROM-LCD) mobilized USD 75,000 from IFAD to support a two-year project to address this serious problem. The project is being implemented by NGOs in Morocco, Algeria and Tunisia. The activities have identified and are implementing innovative techniques to combat desertification and restore degraded areas, reinforced participatory planning of integrated projects at the local level, and have raised awareness and enhanced information exchange at the national and sub-regional levels.

When it comes to the interface between planning and implementation, the UMA is paying attention to building capacity related to design and management to enable state and non-state actors in Algeria to expand biodiversity conservation countrywide. Through the World Bank/Global Environment Facility project, the UMA and the Government of Morocco are collaborating

5 The Sub-regional Action Plan to Combat Desertification (SRAP/CD), a project coordinated by the UMA to combat desertification, includes several initiatives of an agronomical nature, land management, amendment and the fertilization of soils.

to improve local capacity and involve local communities in the management of natural resources.

Recently, the UMA and the International Union for Conservation of Nature (IUCN) signed a Co-operation on Biodiversity Conservation agreement to increase the capacity of North African Countries to scale up biodiversity conservation initiatives in the region focused on three priority areas: the valuation of oasis ecosystems, the conservation of marine biodiversity and adaptation to climate change.

3.2. Sources of Funds for CD interventions

One limitation of this study is that detailed information on funding resources is not available in most of the strategic documents. Nonetheless the study identified funding agencies[6] that have been providing financial and/or technical support to the UMA. The majority of funding to operate the Secretariat is from Member States, with hosting the Secretariat. This is inadequate, however, considering the political situation in the region. The five nations of the Union du Maghreb Arabe created the Investment Bank with capital of $100 million to finance infrastructure projects in the region. In partnership with the private sector, the investment Bank has launched operations in the first quarter 2013 in Algeria, Libya, Mauritania, Morocco and Tunisia.

The AfDB is currently the major development partner of the Arab Maghreb Region. Other significant partners include: International Union for Conservation of Nature (IUCN), WWF, GEF UNEP, FAO, UNCCD, and World Bank.

6 ReSAKSS, based on World Bank 2012

4. Key Findings: The Nature and Characteristics of Capacity Development Challenges

What does the CD Mapping and Scoping exercise (CD-M&S) reveal about the nature and characteristics of capacity development challenges that impact the capacity of the UMA to deliver its regional integration mandates effectively?

4.1. Responses to capacity development to deliver regional integration mandates

Most capacity development programmes and initiatives related to the implementation of Agriculture and Climate Change strategies are taking place within the member states. The main role of the UMA Secretariat is facilitation. However:

- Capacity Development remains a sporadic activity, unaligned with any vision, strategic planning or overall mandate of the UMA;
- The UMA's CD interventions are mainly focused on knowledge and institution related capacities. Interventions related to human and system capacities are weak;
- Most CD initiatives are incorporated as part of donor-funded programmes rather than systematically and constantly aligned with all planning and implementation processes. This makes it difficult to register CD outcomes or sustain CD as strategic tool to drive mandate delivery and leadership transformation;
- Long-term sustainability and African resource mobilization – essential to the implementation of the integration agenda – have not been built in to programmes, most of which are funded by external donors;
- The Maghreb countries share a common historical and cultural heritage. What is lacking to ensure the success of the economic integration project, however, is strong political will to overcome existing differences and build on mutual strategic interests to face various economic and security challenges and areas of integration interest.

4.2. Institutional development capacity

Weak political commitment to implement the UMA's mandate is a major challenge. For example, UMA Member States adopted a Trade and Tariff Convention on 10 March 1991 in Ras Lanouf, Libya to establish a free trade area in conformity with WTO provisions. Unfortunately, like many others, this agreement was not implemented due to the political problems between the Community and member states. Other institutional capacities that block the UMA from realizing the integration goals include:

- Slowness of member states to reach consensus to finalize the regulations;
- Inadequate mechanisms and lack of political will to implement integration decisions including slowness to sign protocols and of the ratification process as well as the absence of mechanisms for execution of decisions;
- Insufficient intangible capacity elements such as communication, knowledge, succession planning;
- Reluctance of member states to change their mind-sets towards regional integration and incorporate it into their respective strategic plans;
- Insufficient enforcement of legal and systemic frameworks;
- Limited awareness to promote the visibility of the UMA within member states;
- Limited free movement of people due to inadequate infrastructure, roadblocks and the fragility of the political situation;
- Lack of common policies and regulatory frameworks coupled with disparity of economies

among the member states;

- Lack of citizen engagement, especially women and youth;
- The need to build capacity to enhance the levels of understanding of negotiators on technical issues;
- Non-alignment of Strategy, work plans and the budget. This makes it difficult to be creative, innovative and adaptive to global "best practices" in human resource management. Mitigating measures are required to align them;
- Lack of monitoring and evaluation skills for regional programmes of the UMA as well as a general lack of an institutional M&E policy.
- Lack of robust incentive and performance measures to inspire creativity and productivity;
- Weak collaborative leadership, the private sector's involvement or ownership and responsibility on the part of stakeholders and very limited capacity or engagement of the grassroots levels of society;
- Lack of continuous institutional assessment to build on what is already in place, rather than continually creating new actions or initiatives;
- Lack of capacity to leverage existing global and regional facilities and insufficient planning to implement policies to mobilize African resources. For the most part funds for major regional integration-related programmes are from external sources;
- Over-reliance on donor support to implement development programmes, coupled with overly bureaucratic approval processes and delays in the disbursement of Partner States' contributions;
- Weak institutional capacities of specialized institutions and organs so they can effectively deliver the intended results and engage groups in member states to address essential issues related to regional integration.

4.3. Application of knowledge

Although the UMA is attempting to leverage knowledge to drive implementation of various projects and programs in the member states, there is weakness in knowledge acquisition and retention at all levels. Notwithstanding efforts to address issues to help Secretariat staff perform better and utilize knowledge, the mainly focus has been on information inflow (research, technical assistants, and recruitment). Other capacity challenges include:

- Temporary experts, recruited to run specific projects, leave with their know-how when those projects end. As well, executives and directors seconded from member states through Ministries of Foreign Affairs for assignments with the UMA on a special contract basis leave often, taking their unique know-how, experience and contacts with them, as well as knowledge specific to the UMA related to practices and specific information, which may competitively disadvantage the UMA over the long term;
- The UMA's programmes and strategies have few knowledge-capture interventions. Succession planning is insufficient and inadequate systems to document, store, re-learn, and share in-house-knowledge and experience are lacking;
- The issue of knowledge leakage puts considerable strain on resources in terms of time and money as the UMA often has to "reinvent the wheel" to accommodate "new" demands when a new project or reform is introduced or when new recruits are unable to access knowledge held by incumbents;
- Inter-REC knowledge exchange programmes that may provide opportunities for collaboration between the RECs are still in their infancy.

4.4. Related human capacities

The assessment of the UMA's programs and strategies in four areas of capacity development – namely Knowledge, System, Human and Institution – shows that Human CD interventions rank low; this is serious for implementation of the integration agenda. Serious challenges to the UMA's human capacity development include:

- A "brain drain" throughout the region, as professionals leave either because of political situations or the lack of enabling environments;
- The high rate of unemployment mainly affecting young people (16% of the Moroccan unemployed; 14% of the Algerian and 18% of the Tunisian); there are numerous, serious socio-political consequences related to this phenomenon;
- UMA needs more human capital and technical personnel to address the expansion needs and keep up with emerging global technology, financial systems and other operational standards;
- Lack of skills-sets such as those required to negotiate and draw up appropriate legal contracts for concessions and follow up to implement integration decisions;

4.5. Capacity related to systems, processes, procedures, practices

The UMA's regulatory instruments, harmonizing policies, procedures and processes, including financial and human systems, are insufficient to increase capacity or create an enabling environment for the Secretariat to fulfil its mandates – CD elements that for the purposes of this study are considered as "tangible capacity elements." The UMA continues to face challenges to implement its protocol instruments:

- Common policies have not been developed to implement the AU integration agenda. Each country has its own bilateral relationship based upon its individual interests;
- Weak involvement of stakeholders – particularly women, youth, Civil Society Organizations – in incorporating regional integration into their respective strategic planning;
- Insufficient enforcement of legal and systemic frameworks;
- Limited awareness of the UMA within member states, failure to promote visibility of it, resulting in limited capacity to involve stakeholders within the member states to drive the African integration agenda;
- Lack of integrated Financial Management, Information and M&E systems at all levels.

4.6. Conclusion

The UMA Secretariat's experience of working with various partners to increase the capacity of state and non-state stakeholders in member states to implement projects that are of national interest demonstrates that there is potential for the UMA to improve social and economic circumstances for the people of the region. There is little doubt that properly utilizing the region's valuable natural resources could go a long way towards freeing the Community from dependency on foreign donors that currently plagues it. Another valuable asset is that Islamic culture, values and language are shared across the region. This provides a great opportunity for the UMA to position its knowledge portfolio within the context of the higher authority and draw on guidance and knowledge that is to be found within Islamic writings. Experience gained during the Arab Spring has demonstrated that the people themselves can play an active role in overcoming obstacles and bridging gaps for their own socioeconomic development.

Moreover, the experience gained by the Secretariat through supporting implementation of various programmes and strategies in member states has laid a constructive foundation on which to build Multi-Agency Capacity Development initiatives. While the African Union should maintain and even raise its expectations for this particular regional bloc, it is also critical that the AU at the same time significantly strengthen its support for the development and implementation of capacity development to enable the UMA to emerge as a strong, integrated entity.

There may be indications that there is readiness to start to implement changes necessary to start to move forward with the regional integration agenda. There are signs of renewed desire to re-energize the Union du Maghreb Arabe, through diplomatic efforts demonstrated in the last couple of months, such as the speech by King Mohammed VI of Morocco on his official visit to Tunisia on May 31, 2014 which laid out a strategic vision and a new roadmap for the UMA. King Mohammed's emphasis that "UMA is no longer a mere option or a political luxury . . . [but] has become

a pressing popular demand and an inevitable strategic goal in the region" should be taken as a sign for the M-CDP to begin to engage effectively with the UMA and to work with member states to move forward to implement the integration mandates.

While collaboration between RECs and AU agencies and other partners is crucial, it is essential to recognize and respect existing structures and belief systems and ensure that the UMA's autonomy is maintained. Interventions should be action-oriented and designed to support specific initiatives and/or to optimize existing structures, systems, and mechanism to deliver better results. Existing bureaucracies should be optimized and a positive environment fashioned to foster creativity and innovation focused on fulfilling the overall mandate of the organization. It is also suggested that structures of funding and implementation of the UMA's strategic programmes should be observed in order to understand which actors (Secretariat, Specialized Institutions and Member States) will be the most effective partners for specific projects.

5. Areas for Collaboration and Recommendation Interventions

A collective effort should be undertaken to utilize capacity development to help solve a complex agenda and achieve lasting regional integration and make real differences in people's lives. The interventions recommended below should help the M-CDP to support strengthening capacity within the UMA to deliver core mandates and achieve regional integration goals.

5.1. Knowledge should be at the heart of everything the UMA does

The UMA should aspire to become a knowledge-and-technology-driven organization, capable of using what it knows to help build capacity across its member countries. In order to make this happen the M-CDP should consider the following actions:

- Identify/confirm the critical knowledge drivers of the of the Union du Maghreb Arabe ;
- Apply Islamic principles in a loose and metaphorical way to convey some of the key integration principles – examples are: the idea of partnership in 'musharaka'; drawing on the expertise of others ('mudaraba'); the idea of social capital inherent in the concept of 'ummah;' extending the idea of 'zakat' to introduce the notion of domestic resource mobilization and interdependency in implementing strategies;
- Invest suitably and collaboratively to strengthen the ICT infrastructure, back-up systems, and information security at the UMA's Information and Resource Center, to enable employees and stakeholders to store, locate and re-use knowledge. This initiative should be organized around critical knowledge areas;
- Establish Communities of Practices (CoPs) for CD initiatives, inviting all stakeholders to contribute. To implement this, the UMA and M-CDP should take advantage of IT tools such as discussion forums, web blogs, and other social network tools to encourage and support knowledge creation and transfer. Online conversations can help establish different types of communities of practices (e.g. a community of "best practices," one for help, and another for innovation) and provide access points for diverse groups of experts;
- Support the Community's current efforts to develop IT-based document management systems and establish region-wide "intranet" and "extranet" networks to share knowledge and shrink the "information gap;"
- Invest in inter-university programs to enable universities in the region to serve as knowledge hubs to capture and disseminate the results of experiments, knowledge solutions, study and innovation throughout the region on an on-going basis;
- Develop a succession plan to identify, capture and retain critical knowledge, experience and skills before those holding it leave the UMA. This should include all holding leadership and technical positions within the UMA;
- Grant member states rights to use, reuse, remix, and redistribute all studies written and produced by UMA staff or consultants so long as the UMA retains copyright ownership;
- Develop short and implementable CD programs to help citizens in member states begin to realize the positive, concrete impacts of regional integration. For example, increase dialogue amongst university students and work with mobile companies to unify and centralize their services to establish easy, unified connectivity throughout the region;
- Establish an active pool of experts with multiple skill-sets which can be drawn on for regular peer reviews, to conduct feasibility study mapping and scoping studies and outcome mapping and to bring new ideas related to emerging integration issues and serve on different ad hoc task teams.

5.2. Capacity Development should be an Integral part of UMA's long-term mission

To accelerate the regional integration agenda, the UMA and M-CDP may consider doing the following to promote it:

- Frame a special CD strategy for the UMA to increase its capacity to implement AU regional integration and the Post-2015 Development Agenda;
- Increase the institutional capacities in terms of planning related integration strategies (trade, free movement), policy harmonization and development, organizational and operational structures and procedures at the Secretariat;
- Instead of focusing on project-based initiatives (usually tied to donor funding), align vision and strategies and use the NEPAD-CDSF to align strategic CD programmes under each pillar or sector;
- Accelerate and augment the implementation of performance mechanisms to build a culture of transparent self-discipline and accountability for results. The performance of CD initiatives must be frankly assessed and reported, and results should be shared amongst all stakeholders and citizens;
- Focus on leadership transformation and collaborative leadership by recognizing people as critical assets. Some activities may include providing active participation of citizen leadership (CSOs, CBO, private sector, Universities) as well as official (parliament, judiciary, government bureaucracy) in the process of establishing democratic systems that include peaceful transitions of power;
- Accentuate the role of media and universities to educate Maghreb people about the importance of the union through various means; positive perception of the activation of the union will only come about if the people throughout the region understand the gains they will acquire in terms of freedom and institution-building.

5.3. Recognize employees as important assets

Because technical and management staffs are critical for the implementation of the regional integration mandate, the M-CDP should work with the UMA to increase technical skills and managerial capacities. It is also important to create an enabling environment within all staff can maximise their potential, creativity, and talents to achieve better results. The following proposals may be considered when developing action plans:

- Allocate sufficient resources to enhance the UMA's intellectual capital through continuous hiring of new staff, implementing job rotation and developing multi-disciplinary teams to expand needed skills and knowledge;
- Assign mentors to coach newly hired staff;
- Extend the "open forum" approach to promote discussion of work-related problems, share knowledge, invite critique and multiple points of views, and foster mindset change;
- Design and implement performance evaluation and incentive and compensation systems to promote teamwork and integrate achievement. Workers should be encouraged to take risks and experiment, and be rewarded accordingly;
- Develop pools of experts or councils of professionals within the region and regularly bring them together at the UMA headquarters and in member states so that all involved (employees, consultants, experts, managers) have opportunities to generate, test out and apply new ideas;
- Create e-learning programs to enable staff to acquire the skills needed to meet emerging mandates and market demands;
- Design programmes to create more linkages by involving civil society and other civic groups to bring the peoples of the region closer and activating cultural and social ties.

5.4. Cultivate alternate and sustainable funding models for capacity development

The process of developing, including, and implementing high-quality capacity development programs in the UMA will not be cost-free. Indeed significant investment of time and financial resources will be required. Too often CD plans run aground on the rocks of insufficient financial investment and insufficient allocation of time for those participating to internalize the needed skills and capacities. For the UMA, strengthening and sustaining its capacity development programs will require leverage of financial resources through both external and internal partnerships. Unlocking regional economic potential will be essential to maximize, accelerate and sustain regional integration effectiveness over the long haul. The UMA and M-CDP should pursue as many approaches as possible both to improve existing internal resource allocation and to mobilize new resources. These may include:

- Cultivating existing and forging new alliances with public and private Development Partners to identify and secure adequate support to implement essential capacity development programmes;
- Initiating long-term strategic planning that extends beyond current medium-term planning;
- Being pro-active in solicitation of investment from the private sector and financial institutions, and exploring opportunities for them to support integration-related ventures with strong CD components;
- Working with the UMA to pilot AU-supported alternative modalities to mobilize resource such as public–private partnerships (PPPs), sovereign wealth funds, infrastructure bonds, the creation of national venture capital funds, sovereign bonds, Diaspora bonds, corporate bonds, and private equity funds;[7]
- Developing policy frameworks to encourage Private-Public Partnerships to engage fully in regional integration implementation and to increase employment opportunities particularly among women and youth.
- Increasing the capacity of the UMA to negotiate on the basis of its strategic geographical position – being close to Europe and the Middle East – to make an effective case to increase resources to drive regional programmes.

5.5. Utilization of the Capacity Development Strategic Framework and the African Platform for Development Effectiveness (APDev)

Specifically, M-CDP should:

- Increase the capacity of APDev to serve as the knowledge-solution platform for the UMA;
- Redraft the CDSF into a user-friendlier strategic guide that all RECs (including the UMA) can utilize in their planning process; all RECs should adopt the same terminology and align their strategic planning with the CDSF.

7 AU 2063 Draft Framework, page 35-36.

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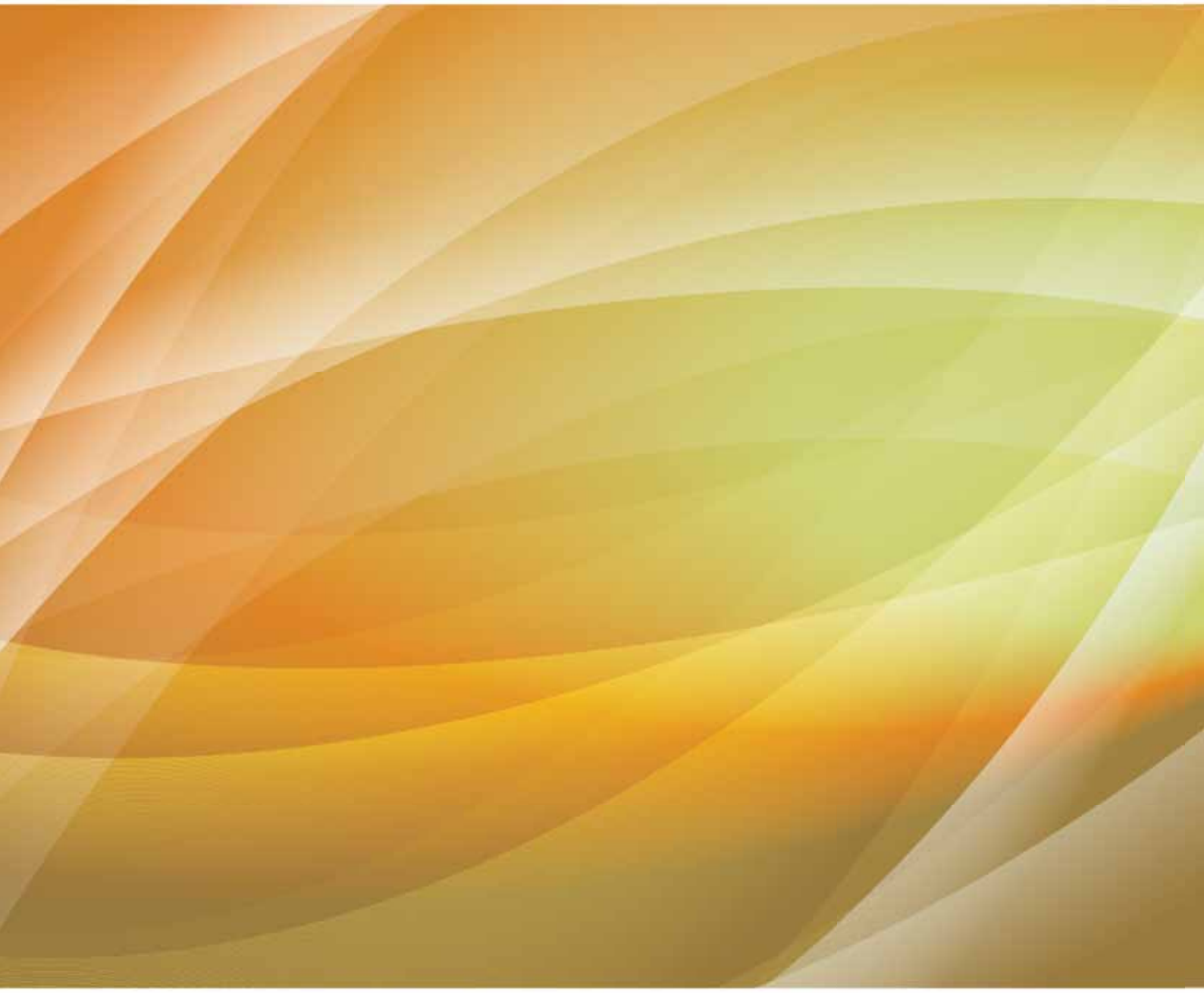

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