



CAPACITY DEVELOPMENT IMPLEMENTATION PLAN FOR AFRICA'S REGIONAL ECONOMIC COMMUNITIES



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



NEPAD AGENCY of the AFRICAN UNION
CAPACITY DEVELOPMENT DIVISION
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 United Nations
Economic Commission for Africa



THE AFRICAN CAPACITY BUILDING FOUNDATION | FONDATION POUR LE RENFORCEMENT DES CAPACITES EN AFRIQUE



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The 2015 – 2025 RECs Capacity Development Implementation Strategy and Plan reflects the bold political leadership provided by the RECs, working in close partnership with the Africa Union Commission and the NEPAD Agency. The overall process of developing the multi-agency RECs CD programme was mandated by the AUC Chairperson, Dr Nkosazana Dlamini-Zuma, with the Chief Executive Officer of the NEPAD Agency, Dr. Ibrahim Assane Mayaki responsible for the strategic leadership of the initiative.

Under the guidance of the NEPAD CEO, the Head of the Capacity Development Division and team led on the conceptualization, framing and development of the Mapping exercise and subsequent Implementation Strategy and Plan. A core multi-agency team comprised Mrs. Florence Nazare, Head Capacity Development Division; Mr. Bob Kalanzi, Capacity Development Officer; Mr. Jean-Yves Adou, Senior Policy Officer, AUC; Ms. Elaine Venter, Team Leader UNDP Knowledge, Innovation and Capacity Development; Mr. Jacob Gyamfi-Aidoo, Project Manager, UNDP Knowledge, Innovation and Capacity Development; Ms. Nozipho Nsimelane, Economic Affairs Officer, Capacity Development Division, UNECA; and Dr. Robert Nantchouang, Knowledge Management Expert, ACBF. The administrative and organizational arrangements were ably handled by Mrs. Charlotte Ague, Assistant, Capacity Development Division.

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Finally, the NEPAD Agency extends sincere appreciation to all policy makers and stakeholders who contributed to this strategy and is committed to the roll-out of the Implementation Plan.

FOREWORD

The 2015 – 2025 Regional Economic Communities (RECs) Capacity Development Implementation Plan focuses on the capacity imperatives for Africa's renewal through regional integration. The Implementation Plan is informed by the RECs Medium Term Strategic Plans and the NEPAD agenda and is further aligned to Africa's Post-2015 priorities and the First Ten (10) Year Plan of Agenda 2063.

The Implementation Plan is a product of a consultative process emanating from a decision of the March 2013, AU-RECs Retreat of Thekwini, South Africa. The Chair of the African Union Commission (AUC) and Executives of RECs mandated the New Partnership for Africa's Development (NEPAD) Planning and Coordination Agency (NPCA), working in partnership with AUC, UNDP, UNECA and ACBF, to spearhead the initiative towards facilitating the integrated capacity development of RECs. The African Union Multi-agency Capacity Development Support Programme to RECs (M-CDP) serves to bring coherence in approaches by the various agents offering capacity support to RECs.

This implementation plan is based on a detailed situational analysis of capacity development initiatives in eight (8) RECs namely, Arab Maghreb Union (AMU); Common Market for Eastern and Southern Africa (COMESA); Community of Sahel-Saharan States (CEN-SAD); East African Community (EAC); Economic Community of Central African States (ECCAS); Economic Community of West African States (ECOWAS); Intergovernmental Authority on Development (IGAD) and the Southern African Development Community (SADC).

The Implementation Plan is therefore an accompanying capacity development support strategy for sector, programme and institutional level regional efforts built upon a detailed capacity mapping survey and engagement with relevant stakeholders in the RECs. The focus is therefore on cornerstone capacities for sustainable and inclusive regional socio-economic

growth. This includes the embedded industrialization capabilities through requisite human capital development; employment creation; good socio-economic governance, as well as, science, technology and innovation. Further emerging are capabilities to harness African assets and potentials, which include culture, arts and sports, women and youth towards prosperity, peace and security at a regional scale for transformed national economies.

In line with the regions' growth agendas, the Plan outlines critical capacities necessary to propel the enhancement of existing regional structures into dynamic institutions and effective structural pillars for accelerated regional integration. The strategic importance of regional integration in the planned growth of African economies is compelling. As such, the attendant transformational skill-sets, organisational, knowledge-based and systemic capacities for RECs undoubtedly demands increased targeted attention and investments.

It is my sincere hope that the 2015 – 2025 RECs Plan draws the continent one step closer to achieving a system-wide coherence in approach for sustainable capacity results in the quest for Africa's renewal and integration. This is a welcome milestone in the implementation of the AU NEPAD Capacity Development Strategic Framework (CDSF). The CDSF itself is based on the need for a transformed set of continental capacities, as part of the founding commitment of the African Union and NEPAD for socio-economic growth.

The capacity of the regional economic communities continues to play a decisive role in Africa's ability to attain and sustain regional integration towards a prosperous continent at peace with itself and a force in the global arena.

Ibrahim Assane Mayaki

NEPAD Planning and Coordinating Agency
Chief Executive Officer



TABLE OF CONTENTS

ACKNOWLEDGEMENTS	2
FOREWORD	3
ABBREVIATIONS AND ACRONYMS	6
INTRODUCTION	8
BACKGROUND	8
APPROACH AND METHODOLOGY	9
Areas of focus and coverage	9
Mapping Approach	11
Methodology	11
DIVERSITY AND COMMONALITY AMONGST RECS	12
SUMMARY OVERVIEW OF RECS	13
The Common Market for East and Southern Africa (COMESA)	13
The Economic Community of West African States (ECOWAS)	14
The Southern African Development Community (SADC)	15
The Intergovernmental Authority on Development (IGAD)	16
East African Community (EAC)	17
Economic Community of Central African States (ECCAS)	18
The Community of Sahel-Saharan States (CEN-SAD)	19
The Arab Maghreb Union (AMU)	20
COMPLEXITY AND COMMONALITY	20
Governance and Oversight	20
Planning and Mandates	21
Function and Strategy	21
Corporate Services and Finances	21
MAPPING AND ANALYSIS OF CAPACITY DEVELOPMENT INITIATIVES	22
A MAP OF HISTORIC INITIATIVES	22
Corporate Support and Institutional Development	22
Sector Support and Human Capacity	23
Cross-REC and AU Coordinated Capacity Initiatives	23
ANALYSES OF CAPACITY DEVELOPMENT	26
Diffusion and multiplicity	26
Limited active ownership	26

Fragmented approach	26
Development partner prioritisation	26
CAPACITY GAPS AND PROBLEM ANALYSIS	27
STRATEGIC AND CORPORATE SUPPORT AREAS	27
Governance and oversight	27
Citizen participation and communication	27
Strategy and planning	27
Structure and organisation	27
Resource mobilisation and finance	27
Human resource planning and development	28
Operations and systems	28
Monitoring and evaluation	28
SECTOR LEVEL CAPACITY REALITIES	28
Peace, Security and Governance	28
Economic Development and Trade	28
Agriculture and Environment	28
Social Development	29
Infrastructure Development	29
STRATEGY FOR BRIDGING THE CAPACITY GAP	30
OVERALL STRATEGY AND APPROACH	30
Vision and Values	30
Overall Approach	31
AREAS OF INTERVENTION	32
Establishing the Capacity Development Knowledge Hub for African Multilateralism	32
Development effectiveness coordination	32
Building coordinative capacity	33
Establishing knowledge communities	33
Knowledge generation and capacity development facilitation	33
OPERATIONALISING THE RECS CAPACITY DEVELOPMENT STRATEGY	34
RESOURCE MOBILISATION AND IMPLEMENTATION	34
Implementation Phases	34
Anticipated Budget	34
Sustainability	34
GOVERNANCE OF THE CAPACITY DEVELOPMENT STRATEGY AND PLAN	35
Governance structure	35
Accountability and Monitoring Framework	35
CONCLUSION AND WAY FORWARD	36



ABBREVIATIONS AND ACRONYMS

ACBF	African Capacity Building Foundation
AfDB	African Development Bank
AEC	African Economic Community
AMU	Arab Maghreb Union
APDev	Africa Platform for Development Effectiveness
AU	African Union
AUC	African Union Commission
CAADP	Comprehensive Africa Agriculture Development Programme
CDSF	NEPAD Capacity Development Strategic Framework
CEN-SAD	Community of Sahel-Saharan States
COMESA	Common Market for Eastern and Southern Africa
EAC	East African Community
ECCAS	Economic Community of Central African States
ECOWAS	Economic Community of West African States
FTA	Free Trade Area
ICGLR	International Conference on the Great Lakes Region
IGAD	Intergovernmental Authority on Development
IGADD	Intergovernmental Authority on Drought and Development
M-CDP	Multi-Agency Capacity Development Support Programme
MERCOSUR	Common Market of the South
MIP	Minimum Integration Programme
NEPAD	New Partnership for Africa's Development
NPCA	NEPAD Planning and Coordinating Agency
REC	Regional Economic Community
RPRP	RECs Peer Review Process
SADC	Southern African Development Community
UNDP	United Nations Development Programme
UNECA	United Nations Economic Commission for Africa

NPCA	NEPAD Planning and Coordinating Agency or NEPAD Agency
NTB	Non-Tariff Barrier
PICI	Presidential Infrastructure Champion Initiative
REC	Regional Economic Community
RPRP	RECs Peer Review Process
SADC	Southern African Development Community
SDGs	Sustainable Development Goals
UEMOA	West African Economic and Monetary Union
UNCTAD	United Nations Conference on Trade and Development
UNDP	United Nations Development Programme
UNECA	United Nations Economic Commission for Africa



INTRODUCTION

Regional integration and Regional Economic Communities (RECs) are identified as central to effective development in the African Union's (AU) Agenda 2063 Vision and Strategy, NEPAD and in the African Consensus Position on Development Effectiveness. The African common position states that the contribution of regional organisations to development effectiveness must be based on the principles of complementarity, variable geometry, subsidiarity and regulatory coherence. This applies to support from different international organisations and is central to the RECs Capacity Development Plan.

This Capacity Development Implementation Plan for Africa's RECs is a product of a consultative process emanating from a decision at a joint African Union Commission (AUC) and RECs retreat. The retreat, held on the 28th – 29th March 2013, in eThekweni, South Africa, concluded that the New Partnership for Africa's Development (NEPAD) Planning and Coordination Agency (NPCA) should assess the capacity needs of RECs and develop a strategy for implementation.

The NPCA in collaboration with AUC and the United Nations Development Programme (UNDP), initiated an African Union (AU) Multi-agency Capacity Support Programme (M-CDP) for RECs, which now has an expanded partnership with UNECA and ACBF. The key objective of the programme is to 'strengthen the capacity of RECs to enable them to deliver on their regional integration mandate'. The programme is built on the foundations of the NEPAD, Minimum Integration Programme (MIP) established between the AU, RECs and the continental Capacity Development Strategic Framework (CDSF).

In keeping with the mandate of the NPCA, this document outlines the overall strategy and concomitant plan to enhance the capacity of RECs. The strategy and plan builds upon a detailed survey in RECs and engagement with relevant stakeholders.

This section of the report provides background to the mapping process and outlines briefly the approach and methodology used to shape the strategy and plan. The introduction is followed by an overview of RECs, the areas of functional commonality and diversity. An overall analysis of current capacity initiatives and related gaps is provided. The later section focus on the overall strategy to close the capacity gaps and details on implementing the strategy and plan. The plan period (2015-2025) is in keeping with the first period of implementation outlined in Agenda 2063, 2nd Decade of NEPAD and RECs Medium Term Strategic Plans.

BACKGROUND

The AU Assembly of Heads of State and Government endorsed the Capacity Development Strategic Framework (CDSF) developed by the NPCA in February 2010. The framework provides parameters for capacity development and a common perspective on orientation and ownership. The CDSF defines capacity development as:

a process of enabling individuals, groups, organisations, institutions, and societies to define, articulate, engage and actualise their vision or developmental goals, building on their own resources.

The CDSF identifies national capacities for development as well as builds on the founding commitment of NEPAD (2001) 'to enhance the effectiveness of existing regional structures'. The CDSF implementation framework notes that the 'regional pooling of expertise, knowledge and financial resources' provides the necessary bargaining power to reshape the global economic agenda for people-centred development.

The RECs capacity development plan fits mirrors the CDSF by identifying individual, organisational and systemic challenges and solutions. It is premised on the understanding that capacity development should be based on an analysis of the gaps and challenges in existing practices using what already exists to start the process. The principle of ownership is also important.

This strategy and implementation plan was preceded by a detailed situational analysis of existing capacity development initiatives in eight RECs. The mapping

of initiatives and capacity gaps was followed by a validation workshop to affirm analysis and conclusions. The approach to the RECs study is captured here for the purposes of explaining the rationale underlying the strategy and related capacity development interventions.

The main aim of the situational analysis was to define the scope of capacity needs and challenges within RECs and to explore possible responses in the context of an integrated RECs Capacity Development Implementation Plan (2015-2025). The situational analysis provides a basis for outlining a workable future oriented plan that addresses the diverse and common needs of RECs.

APPROACH AND METHODOLOGY

The research approach for the generation of a consolidated Multi-Agency Capacity Development Support Programme (M-CDP) for RECs paid attention to work that the RECs had already undertaken or initiated. The research focused on all elements of capacity development, individual skills as well as organisational needs.

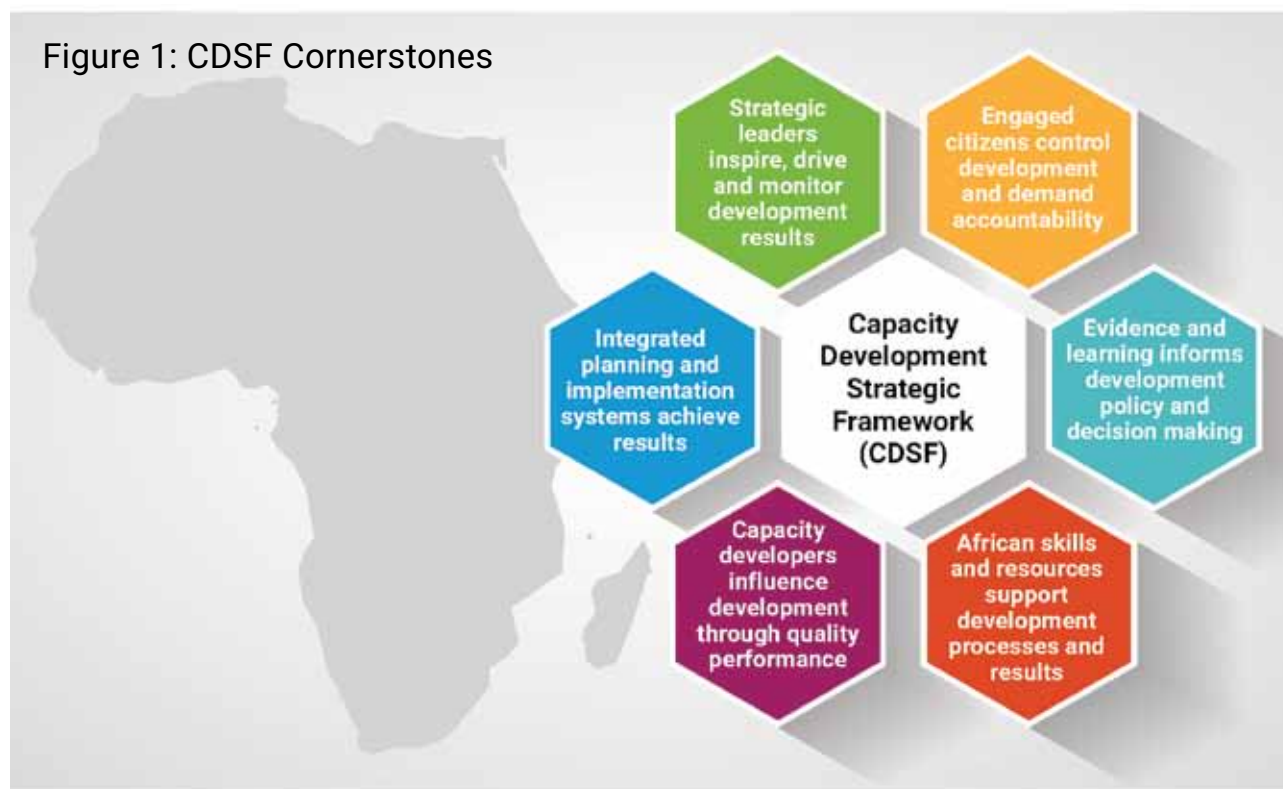
The focus areas identified for the study enabled a deeper understanding of possible strategies for enhancing REC capacity. These areas informed the construction of a map of existing initiatives and provided a foundation for outlining the gaps and possible interventions. The mapping approach and the methodology of generating the integrated strategy are explained.

Areas of focus and coverage

The first step towards developing a strategy involved a process for determining the human, institutional, knowledge and systemic capacities required to deliver regional integration. The approach required a detailed situational analysis of the institutional and sector capacity needs of each of the eight AU recognised

RECs. The CDSF provided a frame for macro-analysis and engagements. The CDSF identifies six cornerstones for capacity development that are essential when seen through a sector development perspective. These are reflected in Figure 1.

Figure 1: CDSF Cornerstones



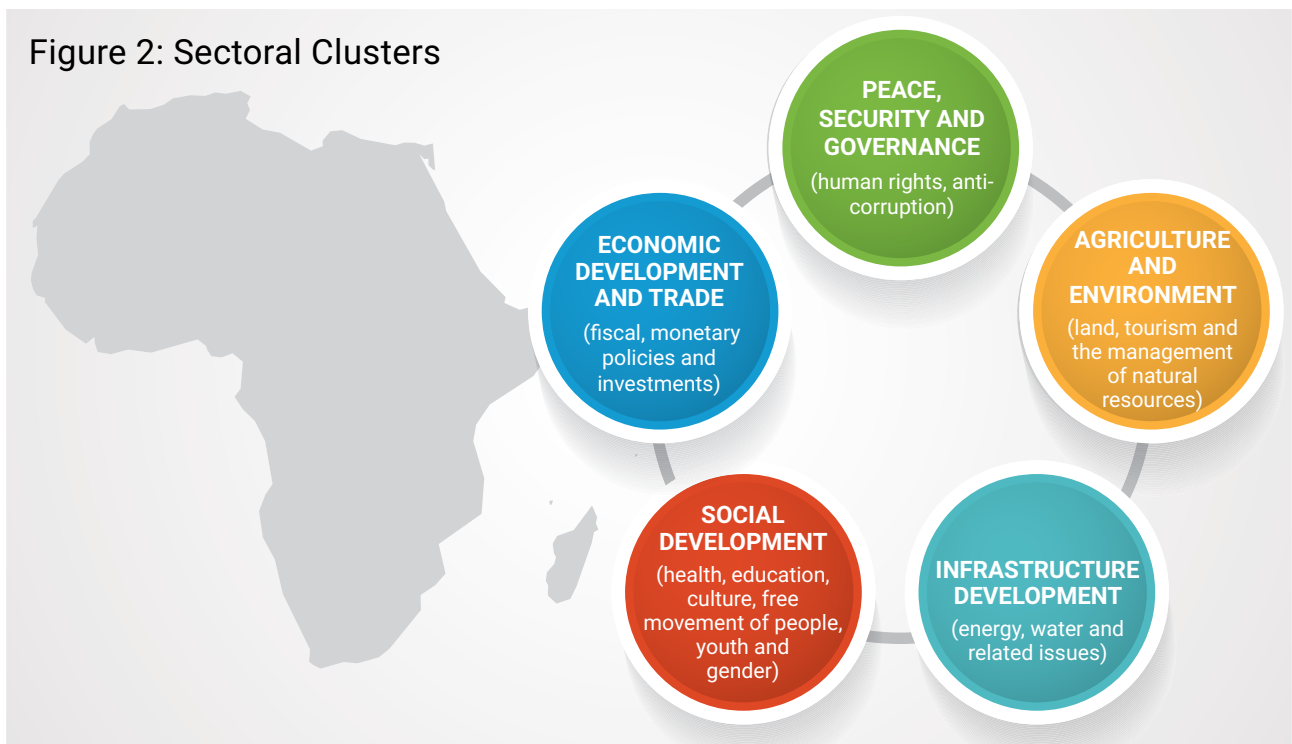


In giving practical effect to the framework and ensuring that the analysis provides full coverage of the capacity needs of RECs, the diagnostic and analysis process provides a detailed map of current realities and future opportunities on the basis of four areas of focus:



Given the diversity of roles and functions across RECs, a sectoral focus was applied. In this respect, careful reference is made to the different sectoral areas of engagement covered in the Minimum Integration Programme (MIP) and those sectors that feature prominently in AU Agenda 2063. The sectoral clusters are shown in Figure 2.

Figure 2: Sectoral Clusters



Mapping Approach

The approach to mapping current and future capacity development initiatives was predicated on an appreciation of the variations amongst RECs and the diverse nature of capacity development interventions. In each case an attempt was made to ensure that the study engages with:

- a. Current and previous medium to large scale capacity development interventions.
- b. Main stakeholders and actors involved in supporting capacity efforts.
- c. Impact and value of historic efforts and the lessons learned from these.
- d. Barriers and challenges embodied in developing coherence for capacity development.
- e. Capacity development gaps per areas and sector, including identifying possible areas of future intervention.

The RECs surveyed included the Arab Maghreb Union (AMU), Community of Sahel-Saharan States (CEN-SAD), Common Market for Eastern and Southern Africa (COMESA), East African Community (EAC), Economic Community of Central African States (ECCAS), Economic Community of West African States (ECOWAS), Intergovernmental Authority on Development (IGAD) and Southern African Development Community (SADC).

Methodology

In order to generate a comprehensive and focused approach to coordinative capacity development in RECs, the following specific methodology was adopted:

- a. A review of capacity development initiatives led by RECs from internal efforts, coupled with those derived from strategic plans and related evaluations and assessments.
- b. A review of relevant literature on capacity development as it relates to the work of RECs.
- c. A study of impact assessments and evaluations conducted.

The capacity development mapping and scoping exercise was undertaken by teams of consultants led by the NPCA. The AUC, UNDP, UNECA and ACBF participated in the teams that visited the RECs. Face-to-face interviews were conducted with management teams and specific programme and project coordinators at RECs. In addition, a semi-structured questionnaire was distributed to RECs to gather information on the institutions and related capacity development strategies. A desk review of relevant documents was also undertaken. Findings were validated with internal actors within each of the RECs.

This strategy uses the common threads as a basis of articulating a consolidated approach. Rather than repeat the details contained in each of the reports, a summary is provided as a basis for a consolidated capacity development approach that accommodates the diversity across the RECs. It is important note that this strategy will not replace nor is it intended to replace initiatives that have emerged historically and are being implemented.



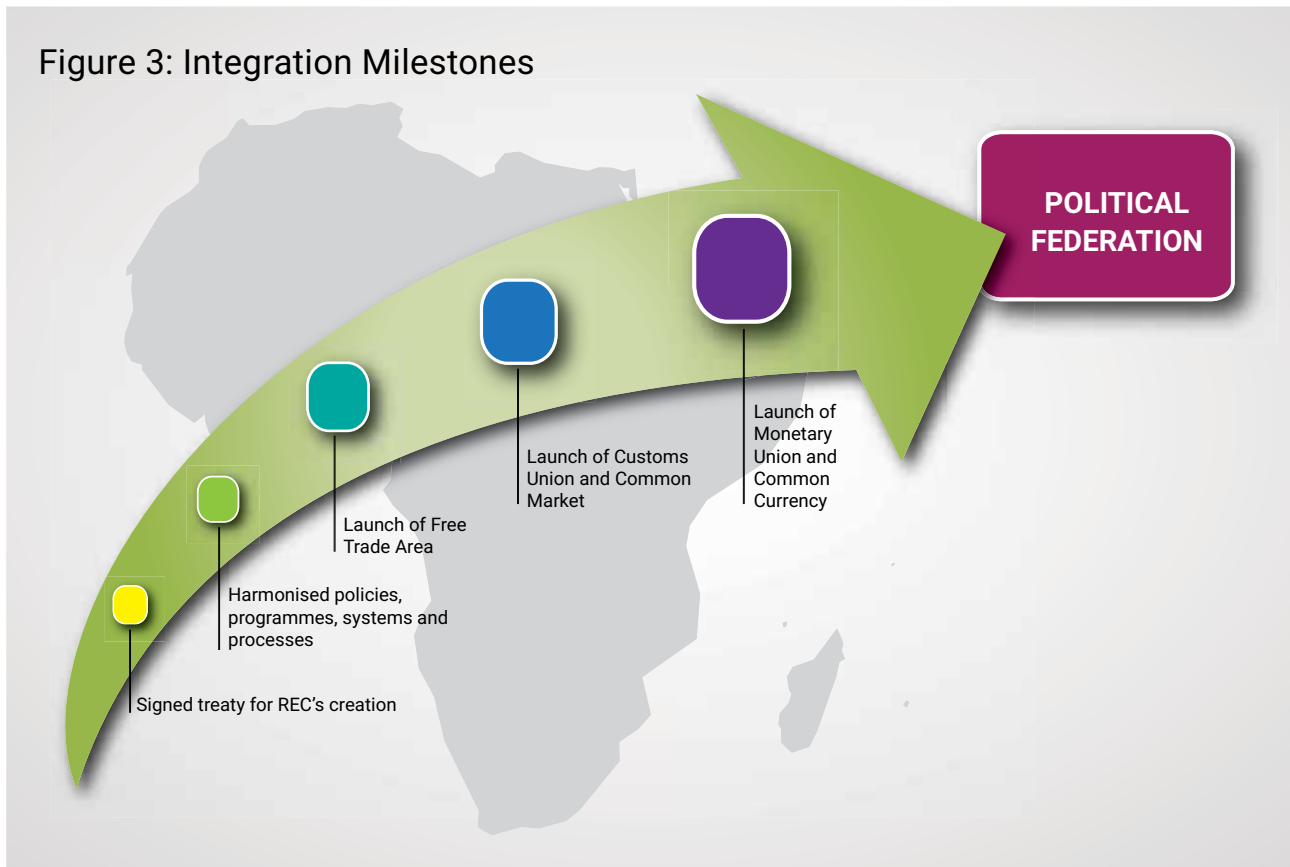
DIVERSITY AND COMMONALITY AMONGST RECS

The period between the 1960s and the 1980s saw a rapid rise in regional integration and cooperation efforts in Africa. The result of these efforts is a multiplicity of regional structures, with overlapping membership and mandates. Despite attempts to facilitate coherence and cooperation through structured initiatives, such as the MIP, the current reality is that there is no country on the continent that does not belong to one or more of the existing groupings. Africa has the highest concentration of regional integration arrangements in comparison to other regions.

The Summit of Heads of State adopted, amongst others, the Lagos Plan of Action and the Abuja Treaty to facilitate a more structured approach to integration. The Abuja Treaty served to further affirm the Lagos Plan of Action by establishing the Africa Economic Community (AEC) as a staged process for full integration that is predicated on using RECs as the building blocks for continental integration.

The AUC has for the purposes of a coordinative approach recognised eight specific RECs. Such recognition was anticipated to provide the basis for the structured implementation of specific integration objectives and strategies. It is now commonplace within the AU system to recognise RECs as being at the forefront of driving active integration through more direct engagements with member states. Even though there are often duplication efforts, more and more departments of the AUC are working with REC structures for implementation of decisions taken by heads of state and governments at the level of the AU.

It is imperative that there is a broader understanding of the diversity of REC approaches and strategies. A brief overview of each REC together with a broad understanding of the elements of commonality provides a basis for articulating an integrated capacity development strategy and approach. Capacity development strategies must be predicated on the overall path and related milestones for integration as indicated in Figure 3.



SUMMARY OVERVIEW OF RECS

Each of the AU recognised RECs emanate from complex political processes with defined mandates and unique institutional structures. A brief overview is provided of the history, structures and functions of each REC. In addition, a summary of achievements and challenges, as articulated in each REC-specific report provides a basis for building a common orientation to capacity development.

The Common Market for East and Southern Africa (COMESA)

COMESA is the successor to the Preferential Trade Area (PTA) for Eastern and Southern Africa, and came into existence in 1994. Its current membership includes Burundi, Comoros, Democratic Republic of Congo (DRC), Djibouti, Egypt, Eritrea, Ethiopia, Kenya, Libya, Madagascar, Malawi, Mauritius, Rwanda, Seychelles, South Sudan, Sudan, Swaziland, Uganda, Zambia, and Zimbabwe.

COMESA has a Secretariat and has established a range of area and topic focused institutions across member states. COMESA's mandate is to promote regional trade and investment, customs management, transport

and trade facilitation, monetary and financial issues. It also aims to achieve sustainable economic and social progress in all member states through increased co-operation and integration.

COMESA has historically focused on matters relating to economic integration. Only more recently has there been an engagement in governance, peace and security, social issues and matters relating to infrastructure. Given the growth of expectations, COMESA has engaged in some restructuring and there is pressure for it to enhance its capacity for activities in other areas of focus.

COMESA achievements and challenges

- Launched its Customs Union in June 2009.
- Member states have set up road management funds and road development agencies to maintain national and regional road networks.
- Estimated population of over 460 million; combined GDP of over USD 588 billion makes COMESA potentially one of the largest market blocs in Africa.
- A fuel levy is used to finance the roads management fund with a focus on road maintenance.
- The East Africa Power Pool, established in 2005, has become a specialized institution for energy interconnectivity in the region. There is a COMESA Model Energy Policy Framework and a renewable energy database; a strategic road map for 2025; a regional power master plan and grid code; and an established independent regulatory body.
- Is yet to fully achieve free movement of people among member countries.
- A regional payment and settlement system is in place.
- Is a key member of the COMESA-EAC-SADC tripartite FTA.
- Has common Internet-based system of reporting non-tariff barriers (NTBs) jointly with the other two members of the Tripartite FTA.
- The REC implements a common programme for the removal of NTBs.
- COMESA pioneered and operates the One Stop Border Post concept.



- The African Development Bank approved a grant of US \$7.5 million to finance the COMESA-EAC-SADC Tripartite Capacity Development Programme, which will provide technical assistance to the major RECs and the 26 Tripartite Regional Member-Countries (RMCs) with the intention of increasing intra-Tripartite trade.
- Created Virtual Transit Facilitation System that integrates existing trade systems with other technologies to achieve more transparency and control in the movement of national and international cargo as well as provide an effective solution for cargo tracking management.
- COMESA developed an M & E policy involving the Secretariat, Institutions and Member States as well as a 24/7 M&E Online System which was developed to enable reporting on the status of regional integration by the Secretariat, Member States and COMESA Institutions.

The Economic Community of West African States (ECOWAS)

ECOWAS was established in 1975 with the overall objective of promoting cooperation and achieving market integration. Its current membership includes Benin, Burkina Faso, Cape Verde, Cote D'Ivoire, Gambia, Ghana, Guinea, Guinea-Bissau, Liberia, Mali, Niger, Nigeria, Senegal, Sierra Leone and Togo. As one of the older RECs, ECOWAS has established political and oversight structures and a full-fledged secretariat in Abuja, Nigeria.

The ECOWAS Secretariat was transformed into a commission in 2006 to provide greater institutional capacity. Its main mission is defined as one of coordinating all activities leading to the promotion of cooperation and integration among member states

in order to raise the living standards of its people by enhancing their capacity to access and harness resources; maintain political and economic stability, through the pursuance of sound economic management and good governance; and adopting dialogue as a means of fostering relations among member states.

ECOWAS's main aim is to promote co-operation and development in all fields of economic activities in member states. In 1993, its mandate was broadened following a revision of its original treaty to take into account new challenges. ECOWAS is now active in peace, governance and in a variety of social development areas.

ECOWAS achievements and challenges

- Made landmark progress in free movement of people - the ECOWAS regional passport is an outstanding example of a common regional travel document. ECOWAS has set up national committees to deal with NTB problems.
- In 2013, ECOWAS population was estimated at 319 million, with a GDP of US\$396 billion in the same year.
- Development of a resource mobilisation strategy in collaboration with EBID, UEMOA and BOAD in September 2013.
- Formation of the West African Monetary Institute (WAMI) as part of the effects towards launching a common regional currency. It was initially designed to assist the non-CFA countries (Gambia, Ghana, Guinea, Liberia, Nigeria and Sierra Lone) to establish a West African monetary Zone which would merge with the CFA countries within UEMOA (Benin, Burkina Faso, Cote d'Ivoire, Guinea-Bissau, Mali, Niger, Senegal and Togo) to form a single West African currency.
- Currently undergoing an institutional reform process so as to design, organise and redress the Commission to achieve its mandate and stating the new theme of "ECOWAS of People".

- Adopted the ECOWAS Community Development Programme (ECDP) strategy to accelerate the process of integration.
- Member States established an ECOWAS Monitoring Group (ECOMOG) and a 8,000 strong peacekeeping force to restore order, supervise national elections and organise interim government in the sub-region.
- It has complaints desks at the borders to deal with NTB matters.
- The REC has adopted the One Stop Border Post concept.
- The REC has set up national road transport and transit facilitation committees in all member states for free flow of trade and transport.
- Is coordinating a multinational highway and transport facilitation program between Cameroon and Nigeria and construction of three bridges in Sierra Leone. It is also facilitating the development of the Abidjan-Lagos road corridor.
- It has in place, since November 2011, the West African Power Pool and the ECOWAS Master Plan for production and distribution of electricity.
- The ECOWAS Regional Electricity Regulatory Authority is operational. The REC has been pursuing the emergence of a regional electricity market since January 2011.

The Southern African Development Community (SADC)

SADC was established as a development coordinating conference (SADCC) in 1980 and transformed into a development community in 1992. Its current membership includes Angola, Botswana, Democratic Republic of Congo, Lesotho, Madagascar, Malawi, Mauritius, Mozambique, Namibia, Seychelles, South Africa, Swaziland, Tanzania, Zambia and Zimbabwe.

SADC has established the required political and oversight structures. Much of the work centres on the secretariat, based in Gaborone, Botswana. Its main mission has been to promote sustainable and equitable economic growth and socio-economic development through efficient productive systems, deeper co-

operation and integration, good governance and durable peace and security, so that the region emerges as a competitive and effective player in international relations and the world economy.

When SADC was established as development community in 1992, it established a regional integration plan to guide the establishment of its operations. However, in more recent years it has had to extend its focus due to pressures from its member states. In addition to having economic integration as a focus, SADC has engaged in initiatives in social development, infrastructure cooperation and in the terrain of governance and peace building.

SADC achievements and challenges

- Is a key member of the COMESA-EAC-SADC Tripartite FTA.
- It has set up a common internet-based system of reporting NTBs like other members of the Tripartite FTA.
- The REC implements a common program for the removal of NTBs.



- It operates the One Stop Border Post concept.
- Is yet to fully launch the free movement of people.
- Population, 287 million with GDP, US\$648billion.
- Institutional Capacity Development Program for institutional reform, including upgrading of its administrative and management systems, processes, procedures and internal controls of the SADC Secretariat.
- Change management process through constant self-re-examination and performance-improvement. SADC leadership is alert to on-going changes and is prepared to transform the community to meet emerging external and internal forces to be able to deliver results more effectively.
- Education and Skills Development Unit has focused on the capacity enhancement of capacity developers through peer reviews, engaging higher learning institutions to increase knowledge and ownership of some of the aspects of integration agenda at member state level. (Formation of Think Tank is an example of utilizing African potential and skill intellectuals as inputs to the regional integration process.)
- Southern African Research and Documentation Centre (SARDC) serves as a research and information catalyst to the SADC region's governments, parliaments, NGOs and agencies, the media and the public on areas such as environment and water resources, gender, democracy and governance, regional economic development and human development.
- Intra-REC trade is most developed in SADC, amounting to about 44%.

The Intergovernmental Authority on Development (IGAD)

IGAD was created in 1996 to supersede the Intergovernmental Authority on Drought and Development (IGADD), which was founded in 1986 to mitigate the effects of the recurring severe droughts and other natural disasters that resulted in widespread famine, ecological degradation and economic hardship in the region. Current membership of IGAD is Djibouti, Eritrea, Ethiopia, Somalia, South Sudan, Sudan, Kenya and Uganda.

The new and revitalized IGAD was launched during the 5th Summit of IGAD Assembly of Heads of State and Government held on 25-26 November 1996 in Djibouti. The Summit endorsed the decision to enhance regional cooperation in four areas: agriculture and environment; economic cooperation and integration and social development; peace and security affairs; and corporate development services.

IGAD has evolved since its initial establishment as an organisation focused on issues of agriculture and food security, towards including matters relating to

economic integration, security and governance. Whilst having similar structures to other RECs, its political oversight structures have not evolved in a similar manner. Its secretariat is also relatively small.

The IGAD Secretariat has a rigorous and highly participatory program and project planning process, which involves joint programming by member states, the use of the Interregional Coordination Committee of IGAD (Committee of Ambassadors) and engagement at the IGAD Partners Forum. This intensive participatory approach fosters stakeholders' ownership.

Collaborative Leadership through which key stakeholders (Civil Society, Intellectuals, Private Sectors, and Development Partners) are engaged directly.

The re-planning of the 2011-2015 strategic plan after a mid-term review was a commendable practice: initiatives which were doing well were scaled up while activities that were not making any significant impact were removed; thus priorities were re-aligned with available resources.

IGAD achievements and challenges

- Population, 236 million with GDP, US\$178 billion.
- Is at an early stage of cooperation among member states.
- Transport projects are dealt with at the bilateral level. The REC is however mobilising funds for a number of road projects: the Nairobi-Addis corridor; Kampala-Juba corridor; Berbera corridor; and Djibouti-Addis Ababa corridor
- Is yet to launch a free movement of people within the region.

East African Community (EAC)

EAC was launched in 2001 after the dissolution of an earlier Cooperation Treaty of 1977. EAC is comprised of Burundi, Kenya, Rwanda, Tanzania and Uganda. As with the forerunner, EAC has committed itself to cooperation in priority infrastructure areas and on the promotion of investments in the region.

EAC has established and functional political oversight structures. In addition to a secretariat, based in Arusha, Tanzania, it has a number of specialised agencies, such as the Lake Victoria Basin Commission and the Civil Aviation Safety and Security Oversight Agency.

There are also a number of commissions and centres of excellence – strategic bodies whose main task is to facilitate the effective delivery of the vision and agenda in connection with regional integration.

The primary focus of the EAC has been on issues relating to economic integration and trade. Even though the REC's mandate has grown and there is an expectation of increased involvement in issues relating to governance and social development, the REC has limited capacity and hence there is a focus on core economic integration issues.

EAC achievements and challenges

- Treaty for the Establishment of the EAC signed 1999, entered into force in July 2000
- Launched a common market in 2010.
- Five main corridors identified within the community covering a total length of 12,000km with feasibility studies underway.
- Completed an East African Power Master Plan in May 2011 to meet electricity demand in the region over the period 2013-2038.
- There is progress in free movement of people, but mainly at bilateral levels: Kenya-Rwanda and Kenya-Uganda.
- Achievement of macroeconomic convergence is close and within reach.
- Regional Payments and Settlement System is in place through the East African Payments System (EAPS).
- Progress towards an EAC Monetary Union
- The REC is a key member of the COMESA-EAC-SADC Tripartite FTA.
- Set up of a common internet-based system of reporting NTBs.



- Ongoing implementation of a common programme for NTB removal along with the other RECs in the Tripartite FTA.
- Adopted the One Stop Border Post concept pioneered by COMESA.
- Protocol to establish a customs union signed in 2004.
- Customs Union launched in 2005 and became fully operational in 2010.
- Protocol for the establishment of a common market signed in 2009.
- Population of 141.1 million with GDP per capita of \$ 727 and \$ 99.7 Billion GDP per market prices.
- Implementation of the EAC Common Market Protocol provisions launched in 2010.
- Protocol on monetary union signed in 2013, now undergoing ratification.
- All member states have a ministry dedicated to East African Community Affairs.

Economic Community of Central African States (ECCAS)

ECCAS began functioning in 1985. However, in 1992, ECCAS entered a state of inactivity for several years. Financial bottlenecks hindered the proper functioning of the regional institution and the implementation of policies and activities. This was aggravated by the conflict-proneness of the region and especially the engagement of some ECCAS members on opposite sides in the war in the Democratic Republic of Congo. At an extraordinary summit held in Libreville in 1998, ECCAS states convened to give new impetus to their cooperation and to re-launch the regionalization process. Ten Central African countries are member states of ECCAS. These are: Angola, Burundi, Cameroon, Central African Republic, Chad, Democratic Republic of Congo, Republic of Congo, Equatorial Guinea, Gabon, and Sao Tome and Principe.

The mandate of ECCAS is to develop the physical, economic and monetary integration of the sub-region and to enhance the region's capacity to maintain peace, security and stability as well as capacity for analysis, policy intervention, entrepreneurial initiatives as well as communication and collective negotiation. ECCAS has established a secretariat and relevant political oversight structures.

The mandate of ECCAS has evolved and capacity has improved over time. In the main, the focus of activities is on economic and social issues and less on governance and security issues. ECCAS has limited available capacity to fulfil the wide range of initiatives anticipated in its mandate and as embodied in the MIP.

ECCAS achievements and challenges

- Launched a Free Trade Area in 2004 and still reinforcing its implementation.
- It has adopted the One Stop Border Post concept.
- The REC has a blueprint on transport in Central Africa, which includes the Gabon-Congo highway project and the Brazzaville-Yaoundé road corridor.
- Established the Central Africa Power Pool in April 2003 that is now a specialized agency.
- Substantial progress in the implementation of the Grand Inga Hydroelectric Project.
- Establishment of Peace and Security Council of Central Africa (COPAX).

- Capacity development of the multinational force of Central Africa (FOMAC).
- Establishment of the Central Africa Early Warning System (MARAC).
- Not yet a Customs Union.
- ECCAS is yet to fully launch free movement of people within the region.

The Community of Sahel-Saharan States (CEN-SAD)

CEN-SAD was initially established in February 1998 by six countries: Burkina Faso, Chad, Libya, Mali, Niger and Sudan. It has since expanded and current member states are Benin, Burkina Faso, Central African Republic, Comoros, Côte d'Ivoire, Djibouti, Egypt, Eritrea, Gambia, Ghana, Guinea Bissau, Guinea, Libya, Mali, Morocco, Mauritania, Niger, Nigeria, Senegal, Sierra Leone, Somalia, Sudan, Chad, Togo and Tunisia. The organisation covers an estimated area that exceeds half of the African continent. Member countries are mostly in the Sahel Region of Africa.

In its original form, CEN-SAD primarily focused on measures to counter drought and aridity in its region. All member countries were confronted with the threat of increased desertification and were dependent on agriculture and agro-businesses. The mandate has

since expanded and CEN-SAD now focuses on matters relating to regional economic integration and to a limited extent on peace and security issues.

CEN-SAD has a secretariat in Libya and a number of institutions to assist in the implementation of its mandate. Substantive funding was derived from Libya during initial establishment. Its mandate and areas of focus now incorporate collective security and sustainable development; preserve and consolidate peace, security and stability; promote political dialogue and fight cross-border organized crime and its related activities such as drugs, human and arms trafficking, money laundering and terrorism; fight against desertification, drought and climate change through the conservation of natural resources and research and development of renewable energy.

CEN-SAD achievements and challenges

- At an early stage of cooperation among member states.
- Free movement of people within the region partially attained.
- Al-Gordhabia reservoir (20km east of Sirte), fed by the Big Libyan Artificial River Phase One, September 1994.
- Gained observer status at the UN General Assembly in 2001.
- Revised CEN-SAD Treaty adopted in 2013.
- Implementation of CEN-SAD Games.
- Establishment and continued operations of BSIC in 11 member countries.
- CEN-SAD created the Special Fund for Solidarity.
- Drafted the Free Trade Area Treaty.
- Establishment of the Selective visa dispensation.
- Secretariat of CEN-SAD under revival.



The Arab Maghreb Union (AMU)

The idea for an economic union of the Maghreb began with the independence of Tunisia and Morocco in 1956. It was not until thirty years later, though, that five Maghreb states - Algeria, Libya, Mauritania, Morocco, and Tunisia - met for the first Maghreb summit in 1988. The Union was established on 17 February 1989 when the treaty was signed by the member states in Marrakech. According to the Constitutive Act, it aims to guarantee cooperation with similar regional institutions, to take part in international dialogue and

reinforce the independence of the member states and safeguard their assets.

AMU remains a small organisation, relative to other RECs. It has established overall capacity for the management of Summit events and engagement with member states, and has directors for food safety and infrastructure. It has not really grown much since its establishment because of the complexities of relationship between participating member states.

AMU achievements and challenges

- GDP, US\$414 billion.
- Increased engagement with African private sector, especially in infrastructure development.
- UMA created a Maghreb centre for rationalising use of irrigation water.
- Western Mediterranean -GTMO 5+5-, undertook a "Maritime Navigation Safety Fee" to standardize maritime navigation safety fees.
- Is yet to fully launch free movement of people. Some member countries have bilateral arrangements on free movement.
- AMU faces challenges in the implementation of regional integration programmes due to political tensions between countries and within the region.

COMPLEXITY AND COMMONALITY

A common and coordinated capacity development strategy for RECs requires the identification of common threads, as well as the differences. Although the MIP provides a basis for commonality, there are significant differences in the history and capability of RECs. These areas of commonality and complexity shape the areas of intervention and the approach to implementing the strategy.

Established and AU recognised RECs emerged from very different histories and have substantive variations in their functions and operations. Recognising such complexity and appreciating that geopolitical and economic differences often shape the manner in which RECs perform and the capacities they have is fundamental for any future strategy. Even as there is diversity, the analysis reveals that there are substantive areas of commonality that have never really been leveraged for effective development cooperation and effectiveness.

Governance and Oversight

As with the African Union, each of the RECs has established specific political oversight structures that shape policy decisions and the overall direction of the REC. RECs are also reliant on the adoption and ratification of particular instruments for implementation action. Although many of the RECs have established

some level of oversight through parliamentary-type structures, authority usually resides with Foreign Ministers and Heads of State and Government.

In operational capacity terms, each REC faces the challenge of having to arrange relevant Summits of

Heads of State and Government and related pre-summit planning events. Each has established their own practices when it comes to arranging such Summits. Although RECs learn from each other and the AU through participation in meetings, there is little commonality in the manner in which such events are managed and in the quality of decision documents generated. There is an established community of officials who are party to such processes and who are involved in managing such meetings. Exchange amongst these officials provides a useful basis for building commonality and for enhanced coordination on decisions taken.

Planning and Mandates

All of the RECs are rapidly generating regional development plans for the implementation of mandates and decisions. There has been a move towards establishing three year planning cycles. This has been a challenge for many RECs given the realities of funding flows and the complexities that arise from new mandates that emerge from Summit level decisions.

Some RECs, such as SADC, have experience in the challenges of managing delivery within the frame of an agreed plan and the complexities of dealing with new mandates. The analysis points to the reality that there is often a complex struggle to ensure implementation in a context where there is limited budget certainty and where plans have to adjust on a constant basis. As with the AUC, each REC has also established particular practices on planning for annual delivery.

Function and Strategy

Given their differential histories, RECs are at varying stages of formation and integration. Even though MIP provides pressure for integration, interventions vary. However, there is some commonality of vision and mission in driving forwards economic integration over a phased period. There are also common policy

interventions relating to trade and the flow of people and goods.

At present there is limited leveraging from the experiences across different RECs. Some have moved faster on particular integration issues than others and are therefore able to share experience on strategies that proved to be effective. All RECs have, over a period of time, shifted their mandates to incorporate social and governance issues. Even though the level of involvement varies, there is much to suggest that each REC has specific initiatives or engagements in the following cluster areas:

- a. Peace, Security and Governance
- b. Economic Development and Trade
- c. Agriculture and Environment
- d. Social Development
- e. Infrastructure Development

Corporate Services and Finances

Human resource and finance services are core to the functioning of RECs. Each has established their own appointment and relevant procurement systems. Many also have measures for monitoring and evaluation. In the current context, each REC is engaged in shaping its own system for coordinating Development Partner contributions and for the mobilisation of resources.

There is little active exchange amongst RECs on the management of such resources and the modalities for accounting. In addition, the salary levels for similar functions vary amongst RECs and between AU Organs and RECs. Each has also established their own systems for monitoring and evaluation. Of particular significance is the variation in approach to capacity development and the overall human resource development function. This is covered further in the next section.



MAPPING AND ANALYSIS OF CAPACITY DEVELOPMENT INITIATIVES

The development of capacity has emerged in different complex ways in all of the RECs. These initiatives usually involve cooperative arrangements with development partners and usually take the form of grant agreements. Details relating to the initiatives are contained in REC specific reports.

Capacity initiatives fall into two categories: those that focus on institutional development and those that are specific to particular sector mandates. The purpose of mapping initiatives is to provide a basis for analysing some of the historical challenges so as to craft a coordinative strategy for the future.

A MAP OF HISTORIC INITIATIVES

Development Partner initiatives tend to link support for capacity development to programmatic support. As much as is practical, an attempt has been made to separate actual capacity support from programmatic support. However, making such distinctions is difficult as capacity development is often embedded in larger programmatic support.

Corporate Support and Institutional Development

All RECs that participated in this process have identified larger and more focused capacity support for their institutional transformation and development exercises. Such support ranges from organisational development, systems development and improvements

in individual skills to enhanced knowledge systems within REC organisational formations. Table 1 provides a summary of the most significant current corporate and institutional development support initiatives.



Table 1: Summary of corporate and institutional level capacity initiatives

RECs	Nature of the initiatives
COMESA	COMESA has undertaken an institutional review and is in the process of expanding its capacity. As part of this process it has specific institutional strengthening partnerships, largely from the World Bank and AfDB.
ECOWAS	ECOWAS is undertaking a large institutional development and change initiative to facilitate the expansion of the Commission. This includes direct skills development initiatives for senior leaders. Substantive use is made of internal capacity.
SADC	SADC has been driving an institutional change process under the auspices of a Secretariat Institutional Reform Coordinating Committee. This process is instrumental in improving the structure, systems and capacity of staff.
ECCAS	ECCAS has initiated an overall project for institutional strengthening. For this, it has received support from the AfDB. Most efforts are within particular sectors and areas of focus.
IGAD	IGAD launched an Institutional Strengthening Action Programme to enhance its capacity for delivery. IGAD receives support from the Nordic countries through a Joint Financing Agreement.
EAC	Many of the capacity development initiatives in the EAC appear to be decentralised to particular sectors or functions. At present, it does not appear to have an institutional or corporate level transformation or reform initiative.
CEN-SAD	CEN-SAD initiated a project for restructuring in 2007. There is however limited evidence to demonstrate that there is ongoing reflection on institutional development. Many of the efforts relate to work in particular sectors.
AMU	The institution remains vulnerable and there is no visible capacity or support for institutional development.

All RECs have corporate level capacity interventions. Most often this is done in partnership with organisations such as ACBF and AfDB. While these interventions vary in scope, RECs seem to be struggling with developing systems for policy development and implementation. Some are developing internal capacities for policy and implementation; while others have separated some of the implementation functions by establishing specific technical agencies.

Sector Support and Human Capacity

Capacity initiatives have been shaped by a combination of active prioritisation within RECs and on the basis of priorities of development partners. As sector level support ranges from programmatic support for areas of intervention and to the enhancement of skills of identified individuals, it's very difficult to map all the initiatives. However, a broad outline of initiatives across RECs is captured in Table 2. This is done on the basis of the cluster areas identified.

Cross-REC and AU Coordinated Capacity Initiatives

There is some evidence to suggest that RECs are beginning to co-operate with each other for capacity enhancement purposes. Some projects are self-initiated and others are a result of development partners wanting to support two or more RECs in a similar area of focus. A key reflection of such cross-REC partnership is the initiative between COMESA, EAC and SADC.

Within AU processes, there are also a number of initiatives to enhance the capacity of the AUC and RECs in particular areas of focus. A key example of such cooperative effort is the unfolding work in Peace and Security. In this terrain, the AU works directly with RECs to mobilise resources that enhance collective capacities. A further example is the work that is unfolding under the overall CAADP agenda. In many instances, AU departments mobilise resources for capacity enhancement at the AU level and within RECs on particular areas of focus.



Table 2: Summary of Sector level Capacity Initiatives

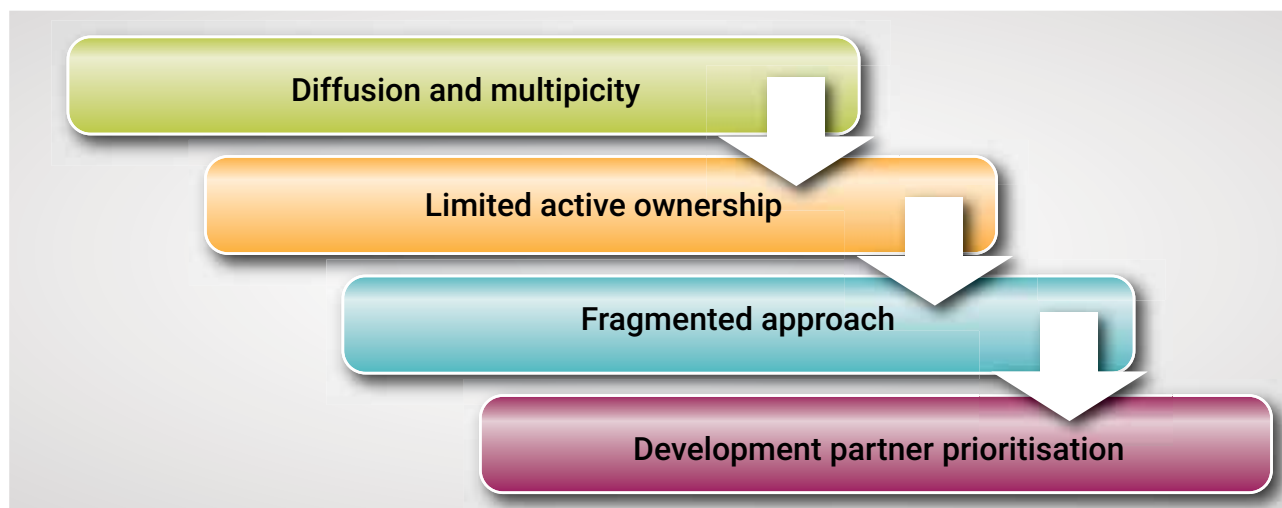
RECs	Peace, Security and Governance	Economic Development and Trade	Agriculture and Environment	Social Development	Infrastructure Development
COMESA	Works mainly with the AU on peace and security issues. Not much evidence of internal capacity. Much of the focus is on post-conflict reconstruction capabilities. Has a Committee of Elders, but limited support capacity.	Substantive area of concentration and policy frameworks developed in a number of areas. But limited focus on capacity enhancement for implementation and domestication.	Party to CAADP, but limited internal capacity for engagement on agricultural policy issues. Some focus on environment and food security policies.	Have some specific programmes on particular health issues, but little to suggest a holistic capacity for social development. Not necessarily an area of priority for the REC.	No real direct focus on issues relating to infrastructure development. Main focus is on matters relating to trade facilitation and economic integration.
ECOWAS	Has historically been active in peace and security. Substantive capacity, support and programmes with an increased focus on post-conflict reconstruction.	Established substantive capacity and very active in trade and monetary issues. Substantive capacity development in economic development.	Part of CAADP, but no real evidence of engaged capacity development in this terrain. Not a priority area.	Have a number of initiatives relating to sports and cultural areas, but limited in health and education.	A number of policy framework developed for energy and water. But not much capacity in active infrastructure development projects.
SADC	Capacity enhancement in peace and security mainly within the context of partnership with the AU.	A number of economic integration initiatives underway, but not much evidence of focused capacity enhancement initiatives.	Party to CAADP, but limited active capacity strategies for matters relating to agriculture and the environment.	Pressure to broaden focus from member states, but limited capacity within SADC for engagement on social issues.	Range of projects and initiatives underway. Substantive support derived for specific infrastructure areas and generally incorporates some elements of capacity development.
ECCAS	Initiatives have unfolded under the Peace and Security Council. Capacity for peace keeping, early warning and deployment in partnership with AUC.	Capacity support and development mainly focused on issues of trade. The Programme for building African Capacity for Trade has supported specific areas of trade.	CAADP is central approach for capacity enhancement. Also intervention around environmental management and disaster risk management.	No real evidence of capacity initiatives in this area.	A range of plans for infrastructure have been developed. Support for enhanced capacity received from a variety of sources.
IGAD	IGAD has been working closely with the AU in this area. More direct capacity initiatives relate to Counter Terrorism. A Peace Fund has been established.	Limited evidence of active capacity enhancement in the terrain of economic integration. Most efforts are focused on agriculture and infrastructure issues.	Party to CAADP, but main focus is on management of drought and dealing with natural disasters.	Some efforts underway on issues of health and women, but IGAD does not appear too active on social issues.	Focus on infrastructure mainly at the level of studies and not really on implementation. Capacity development mainly for the conduct of specific research initiatives.

RECs	Peace, Security and Governance	Economic Development and Trade	Agriculture and Environment	Social Development	Infrastructure Development
EAC	Initiatives mainly focused on issues of crime. Capacity development mainly through knowledge exchange. Initiatives unfolding in Governance.	Support is received primarily from the USAID Southern African Global Competitiveness Hub programme. A number of initiatives have been established to support member states.	Whilst party to CAADP, no specific capacity initiatives are evident.	A number of capacity support initiatives are in place with regional centres of excellence in particular areas. EAC also has a number of joint social initiatives – including in sports.	The EAC has a number of ongoing infrastructure projects. All of these have some form of capacity enhancement integrated within project implementation.
CEN-SAD	No evidence of capacity enhancement initiatives in this area beyond AU led initiatives.	Studies conducted but no evidence of focused capacity initiatives. Past focus on investments through specialised agency.	CEN-SAD has established a number of initiatives in this area. However, many remain at the level of policy with limited capacity for implementation.	There is limited evidence of active initiatives in this area.	A number of initiatives have emerged focused on conceptualisation. Very little active capacity development.
AMU	Has not really been active in peace, security and governance issues. This is partly due to internal complexities and relationships between member states.	Some level of policy effort and the development of a regional bank. But efforts seem limited.	Has some active, but has not been very active in CAADP related initiatives. Some policy work on desertification has been completed.	Little evidence of being active in social development.	Some projects have unfolded historically, but are limited in terms of scope and scale of intervention needed.



ANALYSES OF CAPACITY DEVELOPMENT

An overall assessment of capacity development initiatives shows a number of challenges embedded in existing approaches arising from sector diffusion of initiatives. Many of these challenges relate to REC histories and functions, rather than a lack of awareness of the issues. The identification of these challenges is essential for shaping a future oriented strategy.



Diffusion and multiplicity

Capacity development initiatives within RECs and between RECs are diffused within larger programme or sector support initiatives, which leads to duplication. It is also difficult to track the type of supported provided, especially if it relates to systemic and institutional change. The absence of coherence creates sustainability challenges as capacity efforts are not mainstreamed or considered part of overall institutional development and expansion. This is especially the case when there is direct funding for enhanced capacity for a period, with anticipation that the institution would eventually be able to absorb the individual and, where relevant, the systems and operational practices developed.

Limited active ownership

Very often capacity development efforts are seen as an add-on to specific programme or sector initiatives and ownership is not assured or affirmed. Those involved in actual delivery operations tend to be more concerned with implementation and don't take ownership of activities that secure capacity for the future. Whilst programme level managers in RECs engage in the substantive areas of work, it's often very difficult for them to take full advantage of capacity commitments and ensure that they feed into the overall capacity strategy of the institution.

Fragmented approach

Many RECs are reliant on development partners for programme related interventions and often sector initiatives emerge in a decentralised manner. Even though donor coordination arrangements assist with ensuring that there is some coordination, limited attention is paid to the long-term implications for institutional capacity. Actions often proceed without focusing on how resultant systems, organisational improvements, knowledge and skills will be retained as part of a coordinated approach to institutional development. Whilst some elements of consideration feature in human resource planning, these are limited and don't incorporate absorption of systems and knowledge sharing.

Development partner prioritisation

Given the reliance on development partners, areas of capacity intervention and support are often driven by donor priorities where investments are deemed prudent. The challenge with such approaches is that consideration is not given the areas of work that are core to the institution – including those areas of work that relate directly to the organisation and management of political level processes, such as the relevant REC summits. Areas that don't necessarily attract development partner resources are often neglected.

CAPACITY GAPS AND PROBLEM ANALYSIS

Capacity gaps are identifiable at the strategic corporate institutional level of RECs and at the level of sector clusters. Rather than focus on all aspects of the details that emerged from REC specific reports, the focus is on capturing the common elements identified, as a basis for shaping strategic capacity development support modalities. The issues and areas identified are by no means exhaustive, but are directed at capturing the gaps for optimal functioning of RECs.

STRATEGIC AND CORPORATE SUPPORT AREAS

Corporate level planning and policy leadership, coordinative oversight and appropriate corporate level structures and systems secure optimal functionality in and amongst RECs. All RECs have established structures at varying levels of efficiency and effectiveness. However, there are a number of identifiable capacity gaps and needs within these.

Governance and oversight

Each REC has to manage complex governance structures for policy formulation and decision making. All have to arrange Summits of Heads of State and Government and ensure that these and related events take place in an efficient and effective manner. RECs note that this area of work is consuming and officials don't have the training or systems to manage processes or generate appropriate decision oriented documents. Improving efficiencies in the management of high level governance structures would go a long way to improving the functioning of RECs.

Citizen participation and communication

Given the nature of regional engagements, all RECs have identified that they face an immense challenge in the terrain of securing citizen interest, participation and commitment to the integration agenda. All RECs struggle to establish optimal mechanisms to secure ongoing engagements and ensure that there is deeper participation from stakeholders within the region. Effective citizen engagements strategies and related communication platforms and approaches can assist in securing deeper commitment from people in specific regions for the overall integration agenda.

Strategy and planning

Each REC has established modalities for planning and the development of strategies. RECs struggle with the development of multi-year plans and annual plans for approval. The strategy and planning function is made

more complex by the realities of funding uncertainty and evolving mandates. Almost all RECs have identified planning as a capacity gap. In addition to not having required human resource capabilities, many struggle to establish planning frameworks that accommodate complexity and can be used for effective oversight. All RECs also struggle to develop results oriented plans and ensure that they serve as effective monitoring instruments.

Structure and organisation

REC institutions have been changing and expanding on the basis of new mandates. Each is also confronted with the realities of having to re-adjust structures and engage in change processes for optimal results delivery. Capacity for organisational development is limited and many struggle to find an optimal balance between expectations and resource availability. In addition, RECs have expressed a need for greater knowledge exchange on optimal structures and on modalities for active policy formulation and delivery.

Resource mobilisation and finance

In addition to struggles on securing Member State dues, all RECs are working on modalities for alternative resource mobilisation and for the securing and management of development partner funds. Very often RECs struggle between the day-to-day management of expenditure and the more strategic function of mobilisation and reporting. All have expressed the need for greater support for the development of financial management systems and for reporting purposes.



RECs struggle with the full and proper management of expenditures and on modalities that balance accountability and responsiveness to those engaged in active mandate implementation.

Human resource planning and development

Given the limited available capacities, RECs often spend more time on the administrative functions embodied in the management and institutional deployment of people and related personnel administration issues. Whilst there are variations in the manner in which the human resource function is managed and capacity availability for such functions in each of the RECs, many have indicated that they face a variety of challenges with respect to future oriented planning and with initiatives to drive forward developmental capability enhancement activities.

Operations and systems

All RECs have introduced a variety of systems for their operations and to guide decision-making processes.

These include financial and management of expenditure and operations systems. There is a constant push for change and improvement with respect to systems, making this an area requiring constant leaning and improvement. Systems are developed to suit the specificities of a particular REC without much attention being focused on the possibility that others have established similar systems and that the can be shared through knowledge exchange between RECs.

Monitoring and evaluation

As with the AUC, RECs are at various stages in the development of their monitoring and evaluation systems. Whilst some are more advanced, others have not yet introduced specific systems for ongoing tracking and for reporting. This is an area of constant demand as development partners and other are demanding more substantive reports on the impact and value of investments. Whilst some have appointed dedicated officials to drive forward specific initiatives, many don't have the required capabilities or systems to facilitate effective tracking and reporting on programme implementation.

SECTOR LEVEL CAPACITY REALITIES

There are differences in terms of focus and in the manner in which initiatives are implemented. Programmes are implemented by line sector divisions or departments and specific specialised agencies. In some cases, initiatives unfold through coordinated actions with the AUC and in others they are specific to individual RECs. Using the cluster framework, it is only possible to provide the broad parameters of capacity gaps.

Peace, Security and Governance

Given the strong coordinated push from the AUC in Peace and Security, there is a high level of cooperative action in this area. RECs are centrally involved and there is engagement on enhancing capacity on a decentralised basis. RECs engage with the AU on the development of early warning systems and on efforts towards ensuring coherence in the development of capabilities. There is also exchange of knowledge. In the area of governance, there is collective work on the monitoring of elections and some focus on coordination through the African Governance Architecture. However, active and joint capacity development and exchange is slow as there have not been any deliberate efforts to ensure that capacity development is central to cooperative efforts.

of MIP. However, each REC is at different stages in the process of economic integration. Some are still at policy level engagements, while others are focused on the implementation of integration policies and harmonisation of trade policies for enhanced flows of goods, services and people. There is a community of individuals active in issues relating to economic integration, but the level of knowledge exchange and joint capacity development is low. RECs tend to work in isolation from each other and appear to be very reliant on consultants for detailed work.

Agriculture and Environment

In the area of agriculture, coordination has been assured through CAADP. Despite variations in the extent of participation, CAADP provides a framework for enhanced capacity across RECs and member states.

Economic Development and Trade

There are indicators of cooperation within the context

However, the focus tends to be on member states and perhaps not optimally on enhancing capacities within RECs to take a lead within their specific regions. Some cooperation has emerged on environmental issues, but in the main driven by donor initiated projects.

Social Development

The areas of work embedded in social development are wide and the levels of efforts in RECs vary. Whilst some have health programmes, others are focused on education and sports. Cooperation in social development issues is new and many are struggling to decide which interventions would be relevant and add value at a regional level. As social development impacts directly on citizens, it is an area of potential future growth and substantive knowledge exchange. A key priority is knowledge exchange to enhance coordinative policy development perspectives.

Infrastructure Development

Most RECs have developed infrastructure plans. Some of these are detailed projects for the future. However, in many cases, plans are driven by sub-sector networks such as roads, water and energy. Little or no attention has been placed on enhancing capacity for those within RECs who have to drive integrated infrastructure development strategies. Often, RECs rely on consultants and the private sector to drive specific initiatives. Whilst there have been engagements between RECs on infrastructure, capacity development initiatives have been embedded in specific projects rather than enhancing the capacity of RECs to mobilise resources and drive implementation.





STRATEGY FOR BRIDGING THE CAPACITY GAP

Capacity initiatives have emerged at a Continental level and at the level of particular RECs or sectors. Of immediate and future significance at the Continental level are efforts focused on deepening capacity for development through the CDSF. The CDSF has focused attention on coordination at the national level as part of the construction of 'developmental states', as well as coordinating and securing Africa's common position on development effectiveness. These initiatives by the NPCA serve as the foundations of a REC focused strategy and plan.

Coherence and coordination for visible impact are now more possible than has been the case in the past. Not only are the AU and RECs bound by a common strategy, embodied in the MIP, they are also guided by Agenda 2063. Efforts to foster commonality serve as the foundations for effective pooling and sharing of knowledge and capabilities. The move to deeper integration and the avoidance of fragmentation and duplication is also reflected in the common commitment of RECs to coordinate their efforts through cross-REC harmonisation initiatives.

The overall capacity development picture for RECs point towards the reality that there are a variety of REC related capacity initiatives at a macro organisational level and within particular sectors. Sector level and macro-organisational capacity initiatives are likely to continue for the future, in a largely uncoordinated manner and in response to specific REC needs.

Although a decentralised and diffused approach to capacity development is likely to continue, the analysis of commonality and gaps, point towards the benefits that can be derived from coordination and exchange between RECs. Given this context, it is important to foster cooperation between RECs and establish mutual exchange for capacity development efforts. In summary, the analysis conducted points towards the importance of having a coherent and collective strategic approach to capacity development.

OVERALL STRATEGY AND APPROACH

No matter what the value and efficacy of an integrated approach to capacity development, the current reality suggests that a decentralised approach is likely. Such a diffused approach does not lead to impact and can fail to ensure that there is sufficient leveraging from experiences and related investments made. They also do not secure coverage of priority areas or African ownership and exchange. The overall challenge (problem statement) with respect to capacity development for RECs is:

Capacity development initiatives of RECs are diffused and in most cases not predicated on ownership and the strategic value that can be derived from cross-REC knowledge exchange and learning.

Vision and Values

An integrated strategy that adds value to RECs and builds on what already exists requires a clear vision for the future and a set of articulated values to guide implementation. The vision for an integrated RECs capacity development programme builds on the CDSF.

The CDSF highlights the importance of ensuring that capacity development is coordinated with an emphasis on ownership and the leveraging of African capacities. In keeping with this, the overall vision is:

RECs emerge as coherent, well governed, coordinated and capable institutions for optimal regional and continental integration and development.

The African Consensus Position on Development Effectiveness provides the foundations for the articulated vision by emphasising the importance of building, maturing, harnessing and utilising African capacities to strengthen effective country and regional systems for development. The principle of mutual

accountability serves to emphasise the need for more systematic improvements of individual and institutional capacities. In keeping with the consensus position the following values guide the overall strategy and implementation plan:

- **Ownership:** The strategy and its implementation to be owned by RECs.
- **Decentralised:** The value of capacity development interventions that are specific to RECs and particular sectors is recognised.
- **Leveraging:** Decentralised initiatives to be leveraged to ensure cross-REC learning and mutual benefit from specific and targeted capacity development.
- **Internal Capabilities:** Attention will be focused on ensuring that capabilities within RECs can be utilised for capacity development and mutual learning.
- **Avoid Duplication:** Ensure that sector efforts are not duplicated and are enhanced through mutual learning and exchange.

Overall Approach

The introduction of a more integrated and systemic approach to the capacity development of RECs is built on historic efforts. The approach is one of leveraging from existing initiatives and adding direct value to what has already emerged. Rather than shift resources for coordinative efforts, the approach ensures a systematic flow of resources to RECs and to established sectorial capacity development initiatives.

The strategy is to establish a **Capacity Development Knowledge Hub for African Integration and Multi-lateralism** at a continental level, under the auspices of the AUC and the NPCA. Such a hub would serve to ensure that there is active capacity development initiative in all areas of REC function and mandate and to facilitate knowledge and learning exchange at a corporate level and within sector clusters.

The specific objectives of such a hub would be to:

- Assist RECs to connect to and systematically draw on knowledge resources required for performance improvement in the design, implementation, monitoring, evaluation and review of regional integration programmes.
- Establish mechanisms for harvesting inputs from a broader spectrum of stakeholders on the implementation and review of regional integration programmes, obtaining feedback on the ground and accounting to all stakeholders on performance.
- Provide a common facility that will undertake multidisciplinary research on issues for which a single REC may not have the full competence and delivery capacity.
- Ensure the availability of an independent facility, which provides technical services for the effective and efficient operation of the RECs.
- Add operational content and value to economics and trade law curricula in African universities in order to raise the quality of future experts in regional integration and trade law.



AREAS OF INTERVENTION

In line with the overall strategy, the areas of intervention for the period are identifiable. In each area of intervention, there is recognition that detailed capacity work will continue on a decentralised basis and within particular sectors. The approach and strategies are directed at ensuring that such initiatives are leveraged for optimal REC development.

Establishing the Capacity Development Knowledge Hub for African Multilateralism

The first, and perhaps most significant element of the overall strategy, is to establish a well capacitated knowledge hub hosted by the NPCA. This will help to boost coordinative and knowledge integration capacities. This hub will ideally have the capacity to coordinate corporate level knowledge exchange and learning functions within defined clusters. It

should also have the capacity to build a platform for effective exchange of information and knowledge and for facilitating learning within particular knowledge communities. In this regard, the African Platform for Development Effectiveness Platform (APDev) is already an operational virtual knowledge hub which can be optimised to support REC knowledge exchange.

The anticipated activities in this area of intervention are as follows:

- a. Appointment of an overall coordinator to lead the Knowledge Hub.
- b. Appointment of technical officials and supportive administrators.
- c. Coordination and mobilisation of development partners.
- d. Development of Knowledge Exchange Data Bases and Platforms.
- e. Participation in sector capacity initiatives and advice to RECs.
- f. Development of plans and the generation of reports for development partners.
- g. Serve as a Secretariat for a Capacity Development Technical Committee.

Development effectiveness coordination

As a step beyond the African Consensus Position on Development Effectives, further leadership should be exercised through the effective monitoring of implementation and related engagements on the flow and utilisation of development assistance. Outside of such further actions and ongoing dialogue on

development assistance it would be difficult to secure and ensure operational actions that are congruent to African common positions. Efforts in this direction would be central to ensuring that the common position translates into actions on the part of all stakeholders.

The anticipated activities in this area of intervention are as follows:

- a. Appointment of an overall coordinator to lead development effectiveness engagements.
- b. Building data systems for information collation and reporting.
- c. Engagement with development partners and African stakeholders.
- d. Development of annual development effectiveness reports.
- e. Advocacy with development partners.

Building coordinative capacity

The success of the knowledge hub approach is predicated on the existence of capacity for coordinated actions and responses within RECs. Where there is capacity within the corporate centre of a REC, an

individual may be designated as the focus point for work on the hub. It may be prudent to secure the appointment of a dedicated person in each REC for the implementation of the overall strategy and for ensuring that there is coordination.

The anticipated activities in this area of intervention are as follows:

- a. Appointment of a capacity development coordinator in each REC.
- b. Development of REC specific capacity development plans.
- c. Support to member states on capacity development plans.
- d. Support sectors in the development of capacity development plans.
- e. Provide technical advice in RECs on capacity development.
- f. Advocacy with development partners at level of RECs.

Establishing knowledge communities

It will be relevant to establish knowledge communities in the specific work and mandates areas of RECs. Ideally such communities should drive their own agenda for capacity development and the areas that

would be relevant for continual knowledge exchange. This process would have to be driven by the NPCA level to ensure coordination. The communities could mirror the identified sector clusters and a corporate focus. As necessary, sub-communities may be established to accommodate specific need areas.

The anticipated activities in this area of intervention are as follows:

- a. Annual knowledge exchange meeting of Administrative Heads of RECs and AUC.
- b. Annual knowledge exchange workshops on structures and operations.
- c. Learning and knowledge exchange within sector clusters.
- d. Development of knowledge exchange reports for all workshops and exchange sessions.

Knowledge generation and capacity development facilitation

Knowledge communities would need to engage in research initiatives and drive specific capacity development initiatives. Whilst specific and targeted capacity initiatives can be arranged, it would be essential that such communities have access to

support for overall effectiveness. In addition to generating new knowledge on the basis of active exchange within communities, it would be important that relevant publications are produced and that there is attention focused on designing specific interventions in partnership with other institutions active in specific areas of focus.

The anticipated activities in this area of intervention are as follows:

- a. Production of a state of capacity development in RECs report.
- b. Commissioned research in accordance to knowledge community priorities.
- c. Production of capacity plans and proposals for specific communities.
- d. Building of a network of researchers and capacity experts within each focus area.
- e. Building partnerships with universities and research institutes.
- f. Design of training interventions and mobilisation of resources.



OPERATIONALISING THE RECS CAPACITY DEVELOPMENT STRATEGY

This plan incorporates the broad strategy for resource mobilisation, the indicative budget needed for success over a 10 year period (2015-2025) and the phased implementation of the plan. It is anticipated that sustainability will be achieved in the 2025-2030 period.

RESOURCE MOBILISATION AND IMPLEMENTATION

In keeping with the history of the initiative, initial attention will be focused on further mobilising resources through the framework of multi-agency commitment to a coordinated and coherent capacity development strategy. Given the amount of resources needed, it is anticipated that resources will be pooled for the project through the active and continued support of UNDP. UNDP, in partnership with the ACBF and the NPCA will engaged with partners on the overall strategy and establish the foundations for the pooling of resources. The initial focus will be on mobilising resources for the 2015-2020 period with additional commitments to be established for the 2020-2025 period.

Implementation Phases

Table Three provides a phased approach for implementation. It will take time to establish the credibility of the efforts and secure buy-in from all RECs and stakeholders within particular sectors. Building on

initial active mobilisation, it would then be necessary to focus on demonstrable value and then finally on the securing sustainability for the future.

Table 3: Implementation phases

Phase	Period	Focus
Phase One: Establishment of the Knowledge Hub	2015-2020	During this phase attention will be on establishing the Knowledge Hub and initiating the knowledge communities.
Phase Two: Added value and legitimacy	2020-2025	During this phase attention will be on ensuring the communities have demonstrable added value and delivery relevant capacity initiatives.
Phase Three: Sustainability	2025-2030	At this stage all attention will be on ensuring that internal resources are mobilized and that the effort is sustained by REC contributions and commitments.

Anticipated Budget

The budget required through multi-agency partnerships is articulated only for the initial phase of the project. This is calculated on the basis of the areas of intervention and specific capabilities required for implementation. The estimated budget for the 2015-2020 period is a modest USD 10 870 000.00. A detailed budget is reflected in Table 4. Resources will be mobilised through the framework of a multi-agency approach to capacity development. Careful attention will be focused on ensuring that resources are not redirected for this initiatives and that the most resources for capacity remains with RECs and sector programmes.

Sustainability

The approach to developing the knowledge hub is centred on the perspective that as the value of coordinative capacity enhancement initiatives are recognised, a higher and more sustained level of commitment for the initiative will emerge. During the second phase, attention will be focused on ensuring that there is demonstrable value derived from the learning communities and from initiated capacity initiatives. Arising from such demonstrable value would be a more sustained commitment from the AUC and RECs to budget directly for the functioning of the knowledge hub. It is anticipated that each REC and the

AU will contribute on the basis of the number of people appointed. As officials will benefit directly from the

work of the hub, number and salary based contribution would facilitate long-term sustainability.

GOVERNANCE OF THE CAPACITY DEVELOPMENT STRATEGY AND PLAN

To secure full ownership from member states and RECs, accountability for the initiative will be through the structures of the AU and through the pre-Summit level meetings between the AUC and RECs. However, for detailed operationalization, the specific governance structures that would be relevant for the strategy and plan are captured broadly below.

Governance structure

Overall governance will be within the framework of existing structures and includes the AU REC pre-Summit meeting. This would be the highest authority and will be responsible for approving the overall period based strategy and plan. This structure will also receive annual progress reports on implementation. At a secondary level, a structure will be established to ensure appropriate reporting and accountability to development partners supporting the initiative. This will be coordinated by the NPCA and UNDP. Such arrangements have already emerged in the context of the historic capacity development initiative.

At a primary operational level, accountability will be exercised through a specifically established REC Capacity Development Committee. This will be managed by the NPCA and will entail participation from REC focus points on capacity development. This structure will meet twice a year and be responsible for detailed implementation of the plan and for the generation of appropriate reports.

Accountability and Monitoring Framework

During the initial phase of the project, attention will be focused on developing a multi-agency accountability structure. This structure will have oversight over the resources and related implementation plans. Reports will be generated for relevant partners and will serve to secure commitment to a single multi-agency approach to implementation. Reporting will be in accordance to the structures established for the governance of the project.

Specific reports will be generated as needed by particular governance structures or per the needs of particular development partners. The technical committee will be responsible for generating templates for ongoing monitoring. To ensure overall value-add and impact measurement for sustainability, an evaluation study will be conducted towards the end of the initial phase. This evaluation will be used to guide further development during the second phase of the project and establish the foundations for future suitability.



CONCLUSION AND WAY FORWARD

To facilitate the implementation of the plan, the following is proposed as the way forward:

- a. The plan remains part of the overall NPCA and AUC efforts in capacity development and as part of continuity on efforts related to the common position on development effectiveness and in particular as an accompanying plan for Agenda 2063.
- b. To be effective, the proposed strategy and plan is predicated on the acceptance by RECs that there is immense benefit to be derived from a coordinated approach to capacity development.
- c. There is acceptance that the proposed strategy does not preclude ongoing REC centred capacity initiatives, but that there is recognition that decentralised initiatives can be leveraged for wider benefit of all RECs through a 'capacity development knowledge hub'
- d. There is overall approval of the strategy and plan by the AUC-REC meeting. The plan will also be presented for approval to relevant AU and NPCA Governance structures.
- e. That the AUC and NPCA, working with UNDP, UNECA and the ACBF, arrange a development partners meeting to present the plan and to establish commitment to support.
- f. That this capacity plan be presented to the Ministers responsible for Integration as a basis for ensuring that it is a central feature of the Minimum Integration Strategy.
- g. All AUC Departments and Sector-based initiatives engage with the NPCA on planned capacity development initiatives to ensure optimal alignments and to facilitate active leveraging for the benefit of all RECs.

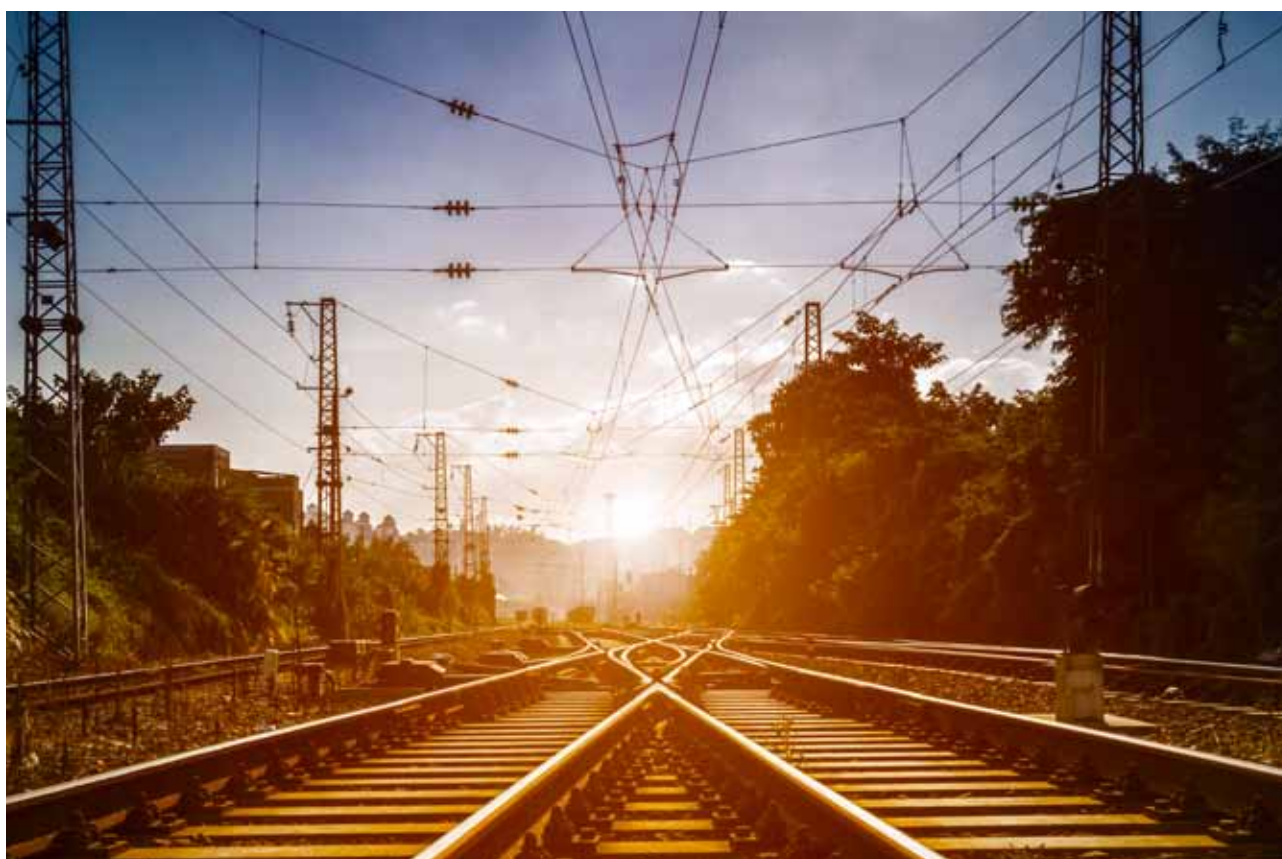


Table 4: Estimated Budget

AREAS OF INTERVENTION	ACTIVITY OR BUDGET AREAS	ESTIMATED ANNUAL BUDGET				
		2015/2016	2017	2018	2019	2020
Establishing a Knowledge Hub for African Multilateralism	Overall Coordinator (*1)	\$120 000.00	\$120 000.00	\$120 000.00	\$120 000.00	\$120 000.00
	Technical Officials for Hub (*3)	\$180 000.00	\$180 000.00	\$180 000.00	\$180 000.00	\$180 000.00
	Cluster Coordinators (*6)	\$300 000.00	\$300 000.00	\$300 000.00	\$300 000.00	\$300 000.00
	Meeting of development partners	\$50 000.00	\$50 000.00	\$50 000.00	\$50 000.00	\$50 000.00
	Development of Data Bases and Platforms	\$50 000.00	\$100 000.00			
	Plans Development and Publications	\$30 000.00	\$30 000.00	\$30 000.00	\$30 000.00	\$30 000.00
	SUB-TOTAL		\$730 000.00	\$780 000.00	\$680 000.00	\$680 000.00
	TOTAL FOR AREA					\$3 550 000.00
Development Effectiveness Coordination	Development Effectiveness Coordinator	\$120 000.00	\$120 000.00	\$120 000.00	\$120 000.00	\$120 000.00
	Data base and Platform – ApDev	\$50 000.00	\$50 000.00	\$50 000.00	\$50 000.00	\$50 000.00
	Development Partner Workshops	\$40 000.00	\$40 000.00	\$40 000.00	\$40 000.00	\$40 000.00
	Advocacy with Development partners	\$30 000.00	\$30 000.00	\$30 000.00	\$30 000.00	\$30 000.00
	SUB-TOTAL		\$240 000.00	\$240 000.00	\$240 000.00	\$240 000.00
	TOTAL FOR AREA					\$1 200 000.00
Building Coordinative Capacity Development Capacities	Capacity Development Coordinators (8*)	\$400 000.00	\$400 000.00	\$400 000.00	\$400 000.00	\$400 000.00
	Capacity Development Plans (each REC)	\$80 000.00	\$80 000.00			
	Technical Support to Member States	\$30 000.00	\$30 000.00	\$30 000.00	\$30 000.00	\$30 000.00
	Advocacy and Meetings with Partners	\$20 000.00	\$20 000.00	\$20 000.00	\$20 000.00	\$20 000.00
	SUB-TOTAL		\$530 000.00	\$450 000.00	\$450 000.00	\$450 000.00
	TOTAL FOR AREA					\$2 410 000.00



AREAS OF INTERVENTION	ACTIVITY OR BUDGET AREAS	ESTIMATED ANNUAL BUDGET				
		2015/2016	2017	2018	2019	2020
Establishing Knowledge Communities	Annual meetings of REC Heads	\$60 000.00	\$60 000.00	\$60 000.00	\$60 000.00	\$60 000.00
	Knowledge Exchange Workshops (*3 per annum)	\$120 000.00	\$120 000.00	\$120 000.00	\$120 000.00	\$120 000.00
	Reports and Publications	\$30 000.00	\$30 000.00	\$30 000.00	\$30 000.00	\$30 000.00
	SUB-TOTAL	\$210 000.00	\$210 000.00	\$210 000.00	\$210 000.00	\$210 000.00
	TOTAL FOR AREA					\$1 050 000.00
Knowledge Generation and Capacity Development facilitation	State of Capacity Development Report		\$60 000.00		\$60 000.00	
	Commissioned Research (2 per year)	\$120 000.00	\$120 000.00	\$120 000.00	\$120 000.00	\$120 000.00
	Capacity Development Plans /Proposals	\$30 000.00	\$30 000.00			
	Networks and Partnerships	\$50 000.00	\$50 000.00	\$50 000.00	\$50 000.00	\$50 000.00
	Training and Curriculum Design (2 per year)	\$60 000.00	\$60 000.00	\$60 000.00	\$60 000.00	\$60 000.00
	SUB-TOTAL	\$260 000.00	\$320 000.00	\$230 000.00	\$290 000.00	\$230 000.00
	TOTAL FOR AREA					\$1 330 000.00
	SUB-TOTAL PER YEAR	\$2 230 000.00	\$2 400 000.00	\$2 040 000.00	\$2 160 000.00	\$2 040 000.00
	GRAND TOTAL					\$10 870 000.00



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