

Annex

United Nations integrated strategy for the Sahel

The United Nations integrated strategy for the Sahel is built around three broad areas of support formulated as strategic goals and organized according to key themes. The strategic goals are aimed at supporting and strengthening continuing initiatives and addressing previously identified gaps. A series of specific objectives and indicative actions are proposed to achieve these goals. The three areas of support are complementary and form an integrated response to the Sahel crisis. In particular, the approach is premised on the integration of humanitarian and development interventions, ensuring that lifesaving activities meet immediate needs while building the resilience of people and communities as part of a long-term development agenda.

Strategic goal one: inclusive and effective governance throughout the region is enhanced

Effective governance rests on State legitimacy, based on: political inclusion; the rule of law; State capacity to deliver basic services; and accountability in delivering such services. United Nations good offices are focused in part on helping countries of the region to attain State legitimacy when and where required, and the programmatic activities of the system are geared to building the needed capacity and accountability mechanisms. Good governance, including in the security sector, is an essential element of United Nations programming, as reflected in the United Nations Development Assistance Frameworks and poverty reduction strategy papers or national development frameworks. The goal of effective and inclusive governance can be broken down into the following objectives and indicative actions:

Objective 1.1

Strengthen institutions to foster democratic practices, including political dialogue, free, fair and transparent elections, and broad-based participation

Indicative actions:

(a) Support programmes aimed at empowering political parties in Sahelian countries to promote peaceful politics and the political participation of women, including through the establishment of inclusive inter-party dialogue frameworks (Department of Political Affairs, United Nations Development Programme (UNDP), United Nations Entity for Gender Equality and the Empowerment of Women (UN-Women));

(b) Promote the exchange of knowledge and the sharing of experiences among electoral management bodies in the Sahel on issues pertaining to the prevention of election-related conflicts, including gender-based violence (Department of Political Affairs, UNDP, UN-Women);

(c) Support the establishment of national early warning mechanisms to prevent, respond to and mitigate potential conflict throughout the electoral process (Department of Political Affairs, UNDP);

(d) Foster the active, meaningful and free participation of civil society members, including young people, women and minority groups, and the media, in the political life of the respective countries (UNDP, UN-Women);

(e) Support the development of programmes to build the capacity and oversight functions of parliaments and enhance the capacity of parliamentary committees (UNDP);

(f) Promote greater participation of women from the Sahel region in all international forums and peace talks to resolve the crises in the Sahel, building on the European Union/United Nations high-level conference on women's leadership in the Sahel, held on 9 April 2013, and on other relevant international and regional frameworks (UN-Women, Department of Political Affairs);

(g) Build the capacity of governmental and non-governmental national and regional actors, including regional economic communities, on issues relating to facilitation, dialogue and mediation, to foster peace and reconciliation, manage political risks and promote collaborative processes (Department of Political Affairs, UNDP, UN-Women).

Objective 1.2

Support local governance and the extension of government services throughout national territories

Indicative actions:

(a) Promote and support the drafting and implementation of legislation on decentralization and deconcentration in the Sahelian countries (UNDP);

(b) Build the capacities and accountability mechanisms of national and local institutions to deliver quality basic social services, which include health care, education, water and sanitation, promote equitable access to such services and enhance resilience at the local level (United Nations Children's Fund (UNICEF), World Health Organization (WHO), United Nations Population Fund (UNFPA));

(c) Build the capacity of local authorities and institutions to establish and implement mechanisms for broader and more inclusive participation of the community and vulnerable groups, including women, in local development (UNDP, UNICEF, UN-Women).

Objective 1.3

Strengthen State capacities to ensure more equitable access to resources and socioeconomic services

Indicative actions:

(a) Support the development and enhancement of policies and practices aimed at improving public sector resource management, allocation and accountability, including independent oversight (UNDP);

(b) Strengthen the capacity of Governments and other relevant stakeholders to harness natural resources to advance human development in four interdependent areas: participatory legislation, policy and planning; people-centred exploration; effective revenue collection and management; and investing in human development and structural transformation (UNDP).

Objective 1.4

Assist the Sahelian countries to strengthen regional mechanisms for economic governance

Indicative actions:

(a) Develop the capacity of regional economic communities and support their regional action plans to ensure ownership among countries in the implementation of public finance reforms, in order to reinforce results-based management and accelerate regional integration (UNDP, Economic Commission for Africa (ECA));

(b) Support, at the regional level, the implementation of the United Nations Convention against Corruption (United Nations Office on Drugs and Crime (UNODC)).

Objective 1.5

Strengthen national and regional human rights mechanisms to combat impunity and assist the Sahelian countries to strengthen independent national justice systems to effectively address corruption

Indicative actions:

(a) Promote the ratification and implementation of international and regional human rights instruments as well as the use of such regional human rights mechanisms as the African Court on Human and Peoples' Rights and the ECOWAS Community Court of Justice (Office of the United Nations High Commissioner for Human Rights (OHCHR));

(b) Establish a regional platform to share experiences, discuss common challenges and define common regional priorities of parliamentary committees in the Sahel (UNDP, United Nations Office for West Africa (UNOWA));

(c) Support the establishment of national human rights institutions in conformity with international standards and help to establish a network of such institutions for the Sahel (OHCHR);

(d) Help to design and support truth-seeking processes, national consultations on transitional justice, judicial accountability mechanisms, reparation programmes, including for victims of sexual violence, and provide advice on relevant institutional reforms (OHCHR, Department of Peacekeeping Operations, UNDP);

(e) Support the countries of the region to put in place appropriate anti-corruption legislation and action plans in accordance with international and regional conventions (the United Nations Convention against Corruption, African Union Convention on the Prevention and Combating of Corruption and ECOWAS Protocol on the Fight against Corruption); and strengthen the capacity and functioning of national anti-corruption commissions to better prevent, detect and fight corruption (UNDP, UNODC);

(f) Support the strengthening of internal and external oversight, as well as integrity safeguard mechanisms, for law enforcement and judicial personnel (UNODC).

Objective 1.6
Support community security and social cohesion

Indicative actions:

(a) Support the development of a community security and social cohesion strategy, through participatory and inclusive dialogue, for Sahel countries (UNDP, UNOWA, UNODC);

(b) Enhance community security, social cohesion and the provision of judicial services at the local level, including police stations, courts, legal aid and correction facilities, for easy access to responsive, accountable and effective security and judicial services (Department of Peacekeeping Operations, UNDP, UN-Women).

Objective 1.7
Assist the Sahelian countries to develop national and regional early warning systems to address potential governance challenges and security threats

Indicative actions:

(a) Support Governments, ECOWAS and other regional entities in enhancing existing early warning mechanisms, such as the ECOWAS Early Warning and Response Network (ECOWARN), and promoting linkages among them and in strengthening their analytical capacities (UNOWA, UNDP);

(b) Promote regional dialogue among traditional and community leaders and leaders of faith-based organizations to address, inter alia, recruitment by extremist groups and promote the establishment of community-based conflict prevention and resolution mechanisms (Department of Political Affairs, Counter-Terrorism Committee Executive Directorate);

(c) Support increased participation of young people, women and gender experts in peace talks, negotiations of peace agreements and efforts at national reconciliation (UNOWA, UNDP, UN-Women).

Objective 1.8
Foster sustainable security sector governance in the Sahelian countries through the promotion of and support to professional, accountable and regulated security and justice institutions

Indicative actions:

(a) Build the capacity of national and regional institutions to enhance security sector governance in the Sahel through: (i) supporting the creation of a coordinating framework to link national, regional and international efforts in the area of security sector reform; (ii) supporting existing national initiatives on security sector reform and, especially, defence sector reform with strategic and technical assistance (UNOWA, Department of Peacekeeping Operations);

(b) Enhance and expand the activities of existing joint subregional forums to facilitate the exchange of lessons, best practices and information on security and defence governance matters in West Africa, including by supporting efforts by ECOWAS to finalize and implement its subregional security sector governance policy framework and action plan (UNOWA, Department of Peacekeeping Operations).

Strategic goal two: national and regional security mechanisms are capable of addressing cross-border threats

National, subregional and regional security mechanisms, grounded in respect for human rights and the rule of law, need to be strengthened and made fully operational. The countries of the region, in response to the crisis in Mali, have taken initial steps towards greater cooperation, including in information-sharing. The African Union, the United Nations, ECOWAS and CEN-SAD have played important roles in this area. It is important to build upon these efforts, both to foster trust among the countries whose cooperation is vital and to strengthen their capacity to address cross-border threats. United Nations entities such as UNOWA, UNODC, the Counter-Terrorism Implementation Task Force, the Department of Peacekeeping Operations, the Counter-Terrorism Committee Executive Directorate, the 1267 Monitoring Team and OHCHR undertake important initiatives in these areas. In addition, in tackling the current crisis in the Sahel, it is crucial for the United Nations family to align its various initiatives in a comprehensive and integrated manner, ensuring that they are grounded in respect for human rights and the rule of law, given the prevalence of illicit trafficking, transnational organized crime and terrorism in the region — serious problems that do not always receive sufficient attention. Key objectives and indicative actions include:

Objective 2.1

Enhance United Nations regional security analysis and monitoring of cross-border threats in the Sahel

Indicative actions:

(a) Building upon existing mapping of security measures and mechanisms, including the report of the assessment mission on the impact of the Libyan crisis on the Sahel region (S/2012/42, annex) and detailed mapping exercises that have already been undertaken by the Counter-Terrorism Implementation Task Force, the United Nations Counter-Terrorism Centre and the Counter-Terrorism Committee Executive Directorate, the United Nations system will collaboratively identify gaps in existing frameworks aimed at combating transnational organized crime and terrorism. It will also step up its efforts to raise the awareness of national stakeholders of the available strategies and technologies, with a view to making optimum use of resources (Counter-Terrorism Implementation Task Force, UNODC, UNOWA);

(b) In fulfilment of its preventive diplomacy mandate, UNOWA will work with the rest of the United Nations system to strengthen its analytical capacity and improve information-sharing within the United Nations system in the subregion. As part of this effort, a United Nations Multidimensional Integrated Stabilization Mission in Mali (MINUSMA) liaison officer, based in UNOWA, will collaborate with Department of Safety and Security analysts in the region, the 1267 Monitoring Team and other relevant United Nations personnel, such as the peace and development advisers, in support of the analytical capacity of UNOWA (UNOWA, Department of Peacekeeping Operations, Department of Safety and Security).

Objective 2.2

Enhance national capacity, including through improved coordination among relevant national institutions, to tackle terrorism and transnational organized crime, in line with international human rights standards

Indicative actions:

(a) An important step towards more effective border management in the region is to ensure a more coordinated and coherent approach at the national level. Security sector agencies will need to integrate and coordinate their border management activities. By way of response, the United Nations counter-terrorism entities (the Counter-Terrorism Implementation Task Force and the Counter-Terrorism Committee Executive Directorate, UNOWA and UNODC) will lead United Nations efforts in supporting the countries of the region to establish coordinating mechanisms to combat terrorism and organized crime, so that police, border guards, the army, customs and national security advisers can work together in a manner that is coherent and compliant with human rights standards and the rule of law. A mechanism for sharing information among coordinating mechanisms in neighbouring countries will also be established. It is expected that in 2013, an initial project in the Sahel will be piloted in Burkina Faso by the Counter-Terrorism Implementation Task Force and the Counter-Terrorism Committee Executive Directorate, in collaboration with relevant United Nations entities, under the Task Force's Integrated Assistance for Countering Terrorism (I-ACT) Initiative. Once other projects in the region have been initiated, efforts will be made to establish a regional network that would contribute to the building of an effective regional early warning mechanism (Counter-Terrorism Implementation Task Force, Counter-Terrorism Committee Executive Directorate, UNOWA, UNODC);

(b) Use the Counter-Terrorism Implementation Task Force as a coordination platform for the United Nations counter-terrorism entities in providing country-focused solutions for the implementation of the United Nations Global Counter-Terrorism Strategy in the Sahel, including pillar IV on respect for human rights for all and the rule of law as the fundamental basis of the fight against terrorism (Counter-Terrorism Implementation Task Force, UNOWA);

(c) Strengthen efforts to facilitate the delivery of technical counter-terrorism capacity-building assistance for police, prosecutors and the judiciary in the Sahelian countries, within the framework of respect for human rights (Counter-Terrorism Implementation Task Force, Counter-Terrorism Committee Executive Directorate, UNDP, Department of Peacekeeping Operations);

(d) Support the upgrading of the curriculums of law enforcement and judicial training institutions and improve skills and techniques pertaining to in-depth investigations, in line with international human rights laws and rule of law standards. This includes improving cooperation between law enforcement and justice institutions. Special emphasis would be placed on drug and arms trafficking, trafficking in human beings, terrorist activities and financial investigations (UNODC);

(e) Further improve the effectiveness of the law enforcement and judicial response to money-laundering and financial crime. This will require all authorities concerned to systematically pursue an asset-oriented approach when investigating or prosecuting cases relating to illicit trafficking or terrorism, to actively engage with

their country's financial intelligence unit, and to further develop or strengthen national regimes on the identification, seizure, confiscation and management of proceeds of crime (UNODC).

Objective 2.3

Enhance national capacities for effective border management, including through improved coordination among relevant national institutions

Indicative actions:

(a) Promote the development of national integrated and comprehensive counter-terrorism strategies that include a border security component (Counter-Terrorism Implementation Task Force, Counter-Terrorism Committee Executive Directorate);

(b) Support the development of customs information-sharing and analysis units for effective border control (Counter-Terrorism Committee Executive Directorate, Counter-Terrorism Implementation Task Force);

(c) Support the implementation or enhancement of automated data management systems at border crossings with links to national and international alert databases for the purpose of detecting and preventing the cross-border movement of terrorists and other criminals (Counter-Terrorism Committee Executive Directorate, Counter-Terrorism Implementation Task Force);

(d) Raise awareness among and train front-line customs officials on the detection and prevention of the illicit movement of cash and bearer negotiable instruments and to combat drugs and arms trafficking (Counter-Terrorism Implementation Task Force, Counter-Terrorism Committee Executive Directorate, UNODC);

(e) Provide advice to the Governments of the region on developing effective border management strategies, in line with international human rights standards, including best practice modalities for coordinated border controls by relevant agencies at the national level and with neighbouring States for addressing illicit trafficking and cross-border movements of criminals, including terrorists, and the scaling up of border management capacity in so-called "hub cities" through which large quantities of illicit goods transit (UNODC, UNOWA).

Objective 2.4

Strengthen regional capacity to tackle terrorism and transnational organized crime

Indicative actions:

(a) Support the African Union in the implementation of the conclusions of the meeting on security cooperation and the operationalization of the African Peace and Security Architecture in the Sahel-Sahara region, held in Mauritania on 17 March 2013 (UNOWA, UNODC, Counter-Terrorism Committee Executive Directorate);

(b) Provide technical assistance and support the implementation of the 2008-2015 ECOWAS Political Declaration and Regional Action Plan to Combat Illicit Drug Trafficking, Organized Crime and Drug Abuse in West Africa (UNODC, UNOWA, Department of Peacekeeping Operations);

(c) Support regional and subregional organizations and their mechanisms, such as the African Centre for Studies and Research on Terrorism, to enable enhanced sharing of information and best practices (UNOWA, Counter-Terrorism Implementation Task Force, Counter-Terrorism Committee Executive Directorate).

Objective 2.5

Enhance regional and interregional cooperation among Sahelian, West African and Maghreb States, including through the development of harmonized approaches aimed at combating illicit trafficking, controlling arms and movements of armed and criminal elements, including terrorists, and reinforcing the 1267 arms embargo mandate

Indicative actions:

(a) Strengthen existing subregional judicial cooperation mechanisms, notably the Regional Judicial Platform of Sahel countries and the Network of Central Authorities and Prosecutors in West Africa, especially with regard to the drafting and processing of mutual legal assistance and extradition requests, in line with international human rights law and rule of law standards (UNODC, Counter-Terrorism Committee Executive Directorate);

(b) Sensitize the Governments of the Sahel and civil society actors about the 2012 International Small Arms Control Standards developed under the Coordinating Action on Small Arms mechanism, which provide clear guidance on putting in place and maintaining controls on small arms and light weapons. Efforts will also be made to support the countries of the region to fully implement the ECOWAS Convention on Small Arms and Light Weapons, Their Ammunition, and Other Related Materials (Coordinating Action on Small Arms mechanism);

(c) Building on the conclusions of the conference of the Counter-Terrorism Implementation Task Force-United Nations Counter-Terrorism Centre and the Counter-Terrorism Committee Executive Directorate on border control cooperation in the Sahel and the Maghreb, held in Rabat from 13 to 15 March 2013, facilitate the convening of annual meetings of border control and security officials (customs, border police and intelligence officials) of the concerned States, with a view to developing expert networks and strengthening information exchange and border control cooperation in a manner that is human rights compliant (Counter-Terrorism Committee Executive Directorate, Counter-Terrorism Implementation Task Force, 1267 Monitoring Team);

(d) Support the establishment of bilateral or multilateral agreements, memorandums of understanding or other arrangements to enable cooperation and coordination of border control efforts in West Africa and the Sahel (Counter-Terrorism Committee Executive Directorate, UNOWA);

(e) Sustain an up-to-date sanctions regime on Al-Qaida and affiliates under the 1267 regime (Security Council resolution 2083 (2012)). This will include a regional meeting of intelligence services to exchange information on the threat from Al-Qaida and affiliates and to update information relevant to the 1267 targeted sanctions regime (1267 Monitoring Team);

(f) Support efforts to improve communication and exchange of intelligence, in line with international human rights standards, among airports in Latin America, West Africa, the Sahel, the Maghreb and Europe, in order to tackle illicit trafficking

at source, transit and destination points, including by enforcing relevant travel bans (UNODC);

(g) Improve coordination among concerned States to combat illicit trafficking of cultural property and protect Mali's ancient manuscripts and other types of protected movable cultural heritage, in accordance with the provisions of the 1970 Convention on the Means of Prohibiting and Preventing the Illicit Import, Export and Transfer of Ownership of Cultural Property of the United Nations Educational, Scientific and Cultural Organization (UNESCO), in particular its article 9, and the 1995 Convention on Stolen or Illegally Exported Cultural Objects of the International Institute for the Unification of Private Law (UNIDROIT) (UNESCO, MINUSMA).

Strategic goal three: humanitarian and development plans and interventions are integrated to build long-term resilience

Multisectoral approaches build the resilience of the Sahelian people by bridging humanitarian and development programming with the aim of addressing underlying causes and subsequent consequences of food and nutrition insecurity and other vulnerabilities and promoting long-term development. Coherent, mutually reinforcing and harmonized planning and implementation through humanitarian and development activities will help to deliver a successful resilience package to the most vulnerable communities. Food and nutritional security will remain at the centre of the resilience strategy. Central to this effort are the following objectives and indicative actions:

Objective 3.1

Support local, national and regional stakeholders to better identify and track vulnerable households, in a participatory manner

Indicative actions:

(a) Ensure effective national and regional disaggregated data collection and information management to enable better identification and tracking of vulnerable populations (Office for the Coordination of Humanitarian Affairs, World Food Programme (WFP), UNICEF, UNFPA);

(b) Support mechanisms and networks in the region (Cadre harmonisé bonifié, Dispositif régional de prévention et de gestion des crises alimentaires (PREGEC), Réseau de prévention des crises alimentaires (RPCA)) in delivering quality and timely food security and nutrition information and analysis to effectively guide decision-making and mobilize preventative and early action (Food and Agriculture Organization of the United Nations (FAO), WFP, UNICEF).

Objective 3.2**Support Governments and other stakeholders to provide equitable and effective coverage of basic social services and promote effective social protection systems****Indicative actions:**

- (a) Support the development of effective monitoring systems (UNICEF);
- (b) Ensure that vulnerable populations have access to adequate and inclusive basic social services without discrimination, social protection and safety nets, as the basis of building and protecting human capital and assets and reducing the vulnerability of households to internal and external shocks (UNICEF, UNDP, WFP);
- (c) Support the development and implementation of comprehensive national social protection policies and laws and corresponding institutional and budgetary frameworks, in line with national and international human rights standards (UNDP, UN-Women, UNICEF, International Labour Organization (ILO));
- (d) Support the development and implementation of policies, strategies and budgetary frameworks specific to nutrition (UNICEF, WHO, WFP, FAO);
- (e) Ensure that communities are provided with information on the availability of basic services; facilitate community participation in the identification of constraints and the design of local solutions that improve community resilience; and reinforce the ability of communities to demand basic services (UNICEF, International Organization for Migration (IOM), WFP).

Objective 3.3**Strengthen household, national and regional risk management capacities****Indicative actions:**

- (a) Support regional-level initiatives and cooperation on disaster risk reduction and management (UNDP, UNESCO, WFP);
- (b) Strengthen and promote participatory risk management capacities at the local, national and regional levels (UNDP, UN-Women, Office for the Coordination of Humanitarian Affairs, UNICEF, IOM, WFP);
- (c) Support the establishment of national and regional food security stocks, with the aim of regulating markets and covering transient food needs (WFP);
- (d) Reinforce national and regional humanitarian supply mechanisms for timely and effective response delivery (UNICEF, WFP, IOM);
- (e) Support behaviour change communication strategies to promote individual and societal changes leading to the adoption of practices that strengthen individual and family resilience, including through the promotion of better nutrition (UN-Women, UNICEF, UNFPA);
- (f) Map and encourage the use of indigenous knowledge to inform early warning systems; strengthen networks of vulnerable groups around advocacy issues identified through the participatory vulnerability analysis (UNESCO).

Objective 3.4
Strengthen sustainable livelihoods

Indicative actions:

(a) Map livelihoods and the capacities of economic actors at the national level and provide support to sustainable livelihoods and the creation of employment, including sustainable jobs, with just and favourable conditions of work (UNDP, ILO, FAO);

(b) Protect productive capacities of populations by supporting the development of programmes that have a bearing on nutrition, including in the sectors of agriculture and food security, poverty reduction and development, public health, education and social protection (UNICEF, FAO, WFP, World Health Organization (WHO));

(c) Provide enhanced agricultural and pastoral livelihood opportunities through increased investment, the use of resistant seeds and species, rural extension services and new infrastructure (FAO, WFP, International Fund for Agricultural Development (IFAD));

(d) Strengthen small farmers' links to the private sector by facilitating access to inputs, improving access to markets and strengthening value chain systems (FAO, IFAD, WFP);

(e) Support land ownership rights and responsibilities at the local and national levels (FAO, IOM);

(f) Promote alternative livelihoods through the development of value chains, the promotion of food processing and micro-enterprises, access to rural microcredit, vocational training, the promotion of regional trade and access to sustainable energy, including solar energy and green jobs (UNDP, FAO, UNESCO, United Nations Environment Programme (UNEP), ILO);

(g) Promote and support employment schemes linked to maintaining, rehabilitating and improving essential infrastructure and productive assets (ILO, WFP, FAO);

(h) Support and protect farmers by ensuring access to reliable rural microcredit facilities, crop insurance schemes and other financial services (WFP, FAO, United Nations Capital Development Fund);

(i) Support the mapping of local knowledge of livelihoods and local coping and resilience-enhancing mechanisms (Office for the Coordination of Humanitarian Affairs, UNDP, WFP).

Objective 3.5
Promote environmental sustainability through national and regional natural resource management mechanisms and climate change adaptation and mitigation programmes, with a special focus on water

Indicative actions:

(a) Support the systematic integration of poverty reduction and environmental sustainability policies and programmes with legal frameworks that encourage the preservation of ecosystems, land use and territorial planning, with an emphasis on ecologically integrated approaches (UNDP, UNEP);

(b) Provide technical assistance to and strengthen the capacity of the Permanent Inter-State Committee on Drought Control in the Sahel and other subregional bodies on regional natural resource management (FAO, UNEP, UNDP);

(c) Scale up farmer-based management of natural resources, livestock and other productive activities (FAO, WFP, IFAD);

(d) Strengthen water and land management mechanisms and provide technical assistance and capacity-building to the Niger Basin Authority, Senegal River Basin Organization and Lake Chad Basin Commission (UNEP, UNESCO).
