

VISION SAHEL 21:  
A CONTRIBUTION TO THE REFLECTION ON  
STRATEGIC PLANNING

*Submitted by*

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## TABLE OF CONTENTS

### FORWARD

### EXECUTIVE SUMMARY

I.	INTRODUCTION .....	1
II.	OVERVIEW OF STRATEGIC APPROACH	
	A. Objective: What is the Sahel 21 Vision? .....	2
	B. Strategy for Achieving Sahel 21 Objectives .....	4
	C. Actions .....	6
	D. Means .....	7
III.	VALUES AND GUIDING PRINCIPLES	
	A. Values .....	8
	B. Guiding Principles .....	10
IV.	THE GLOBAL VISION AND FRAMEWORK OF SAHEL 21 PRIORITIES	
	A. The Sahel 21 Vision and Its Priorities .....	14
	B. Synergies and Linkages among Priorities .....	15
V.	STRATEGIC PLANNING: THE GLOBAL VISION	
	A. Strategic Planning for Development and Policy Reform .....	19
	B. Media Strategy .....	24
	C. Public Awareness Strategy .....	28
VI.	STRATEGIC APPROACH: NATIONAL IMPLEMENTATION	
	A. Strategic Planning and Focus .....	30
	B. National Vision Sahel 21 Structures .....	33
VII.	THE ROLE OF CILSS	
	A. Coordination of VSV Implementation .....	37
	B. New Cadre of CILSS .....	37
VIII.	TECHNICAL ASSISTANCE PLAN .....	40
IX.	RESOURCE AND BUDGET CONSIDERATIONS	
	A. Resource Mobilization Approach .....	47
	B. Resource Requirements .....	47
	C. Use of Sahelian Experts .....	49

### ATTACHMENTS

1. Participatory Approach to Monitoring and Evaluation
2. Terms of Reference

## FORWARD

The first phase of the Sahel 21 process focussed on aspirations. Participants from all walks of Sahelian society were asked to dream. They dreamed boldly, and found that their dreams had much in common. At the Forum of Sahelian Society in Banjul, the dreams were captured in a Declaration which framed the Sahel 21 Vision into five priority action areas.

The following pages contain a bold and ambitious plan to move this dream from a stated Vision to concrete actions which impact on everyday life in the Sahel. Realistically, many Sahelians live in extreme, and worsening, poverty. Their food security is at risk whenever rainfall declines. While the plan may seem overly bold and ambitious to the reader, Sahelians are ready for this undertaking. They are asking for a better life, based on democratic participation, accountable governance and economic opportunities.

As Sahelians make demands for change, they must also be willing to change, retaining traditions and behavior which have served them well, and adjusting those which restrain their social and economic development. Governments and development partners also need to adapt. Development partners have potentially much to gain by Vision Sahel 21 (VSV in French), since values such as democratic participation and ownership at the grassroots level improve program impact and sustainability. This bold and ambitious initiative requires a concerted, cooperative effort. All participants and partners would be winners in this process, but the greatest winners would be average Sahelians who gain food security in a context of sustainable economic and social development. This is a worthy Vision for the 21st century.

Planning is a process in which participation and ownership are of utmost importance. This proposal for strategic planning is based on a participatory process, so that actors operate on the basis of a consensus, have ownership, fully understand what actions are required of them, and can take the initiative to carry out their tasks and responsibilities. Without ownership and consensus, the hard work and the cooperation that are essential for the effective implementation of the Sahel 21 Vision are not likely to be achieved.

I wish to thank those who have supported me in the preparation of this proposal. My first debt of gratitude is owed to Mr. Yamar Mbodj, the Food Security Counselor to the CILSS, who coordinated the Sahel 21 process. I thank his colleagues at the CILSS, counselors, project directors and others, who provided rich insights and shared their experiences. The Club du Sahel provided excellent support during the first week of the preparation, and I thank my former colleagues and friends there. The Mitchell Group provided continuous encouragement and support from the inception of this task. Special thanks are due to Mr. Steve Reid, Ms. Sarah Luche, Dr. Seydou Sidibe, Mme. Kady Dandjinou, Mme Aminata Tangara, Mr. Toure Allousseine and Mr. Wilbur Thomas *in absentia*.

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January 1998

## EXECUTIVE SUMMARY

The Vision Sahel 21 is both ambitious and simple: Sahelians wish to evolve towards a Sahel which is federated, democratic, peaceful, in sound physical and moral health, productive and competitive, in consonance with respect for its values. The Vision represents the first time that Sahelian civil society has been mobilized to pronounce on its dreams and aspirations. The dream is vast, going so far as to recommend a "United States of the Sahel."

Strategically, the Vision Sahel 21 (VSV in French) can succeed if it is able to mobilize the actions of the population, in partnership with the governments and donors who support them on a broad scale which eventually extends over the nation. The VSV actions must succeed in building broad-based participatory economic and social development in a way which produces results across a spectrum of sectors, consistent with the Vision enunciated above. The Sahel 21 Vision is for everybody. Its success will require, over time, the partnership of all Sahelians, civil society organizations, government structures and donors.

The strategy for the Sahel 21 Vision is based on three elements: 1) development actions including policy reform; 2) media coverage and 3) public awareness. These elements can be coordinated to achieve a synergistic evolution of progress in a coherent and mutually reinforcing manner. Strategic plans for these three elements will be developed as part of the Global Vision for Sahel 21, and adapted to each national situation.

The overall strategic plan for the Sahel 21 Vision must have a compelling message which captures the values and development actions necessary to achieve its goals. The message must be capable of mobilizing and sustaining support for the movement over a 15-20 year time frame. The message must be carefully defined at the outset, tested through polling to assure that it carries the desired impact. The message can be built on the values espoused by Sahelian civil society in Banjul, such as democratic participation, transparent and accountable leadership and institutions, respect/support for individual economic rights, and cooperation and compromise. These values can build the basis for the peaceful and democratic evolution of the Sahel for the Sahel 21 Vision.

The strategic approach for VSV is to focus Phase I efforts on the "Rural World," addressing the agricultural priorities through an integrated approach which fosters human resource mobilization, institutional development and land reform as key components of an integrated whole. Phase II would continue work initiated under Phase I, and would add a complementary focus on business development, with attendant policy reforms. Phases III and IV would consolidate and expand progress across each nation, until a coherent rural and urban development transform the Sahel.

The VSV is planned to be implemented through a flexible Framework for Coordination and Partnerships. All Sahelian communities, NGOs and donors will be invited to participate in the Vision. The VSV has the potential to strengthen coordination, reinforce values essential to sustainable and participatory development, and provide opportunities for addressing policy issues. The VSV can transform the Sahel into a sustainable growth region, and address its fundamental food security concerns.

## I. INTRODUCTION

The Sahel 21 Vision represents the aspirations of the Sahelian people, as expressed through a 2-year process based on popular representation. Organized by the CILSS after the Council of Ministers approved the proposal in 1995, the Sahel 21 process was orchestrated at a regional level and carried out at a national level. In each country, the CILSS, working through the CONACILSS and other national representatives, organized the preparation of analyses which synthesized over 30 years of research and reporting. This information was consolidated into two synthesis documents which made it possible to frame national debates on major tendencies and trends over the past 25 years, and alternative evolutions over the next 25 years.

The VSV debate was organized to enhance the participation of civil society through two distinct yet coordinated mechanisms, which involved over 600 persons per country, both rural and urban:

- 1) civil society representatives for peasants, women, youth, economic operators (businessmen or entrepreneurs), Sahelian NGOs and elected leaders were assembled at the national level and charged with preparing a platform of priority concerns and actions; and
- 2) decentralized national meetings, organized to represent main geographic regions within a country, brought together local authorities (traditional and modern) with local representatives of civil society, so that together they could elaborate their vision of the Sahel in the 21st Century.

Working through an iterative process which synthesized the results of grassroots meetings (about 10 in each country) and raised them to a national forum, the civil society groups developed national platforms and presented them to a civil society Forum in Banjul, the Gambia, where they were summarized into a Sahelian agenda and presented to the Heads of State in September 1997. Thus, the Sahel 21 Vision represents the aspirations of the Sahelian people, as expressed through their representatives at Banjul.

The Sahel 21 Vision (VSV) represents the first time that Sahelian civil society has been mobilized to pronounce on its dreams and aspirations. The dream is vast, going so far as to recommend the creation of a "United States of the Sahel." Yet, the pronouncements are sincere and profound with respect to the simple wish for greater participation and transparency for developmental actions, and for greater responsiveness of government and civil society institutions at all levels. The Sahelian people desire to address the impediments and constraints which they confront in their daily struggle for survival, in terms of access and efficient use of land, water and other natural resources, and for the opportunity to engage in productive and profitable activities. The Sahelian people have called upon the powers that be to give them greater scope to earn a living, to meet their basic human needs, and at the same time, to contribute to national development.

To complement the effort on the part of the political and economic establishments, the Sahelian people can undertake "self-examination" by civil society groups. Creating the society of which Sahelians dream will require a serious assessment of constraints inherent in traditional Sahelian and African cultures, as well as modern Sahelian governance and institutions. All must be made

efficient, effective and harmonious. Constraints inherent in traditional culture include the inadequate participation of young adults and women in political decision-making, especially at the local level; lack of choices afforded to both men and women in traditional settings with respect to marriage partners and careers; role of women in civil society and income-generation; low educational enrollment and literacy of girls; traditional preference for large family size; traditional agricultural practices and land tenure which are no longer sustainable for large populations, and other topics relevant to the priority activities presented in Banjul. Constraints inherent in modern governance and institutions include weak social services; unresponsive officials; inefficient government procedures; excessive red-tape and bureaucratic delays for simple requests and approvals; excessive regulation; preferential treatment of some businesses, including excessive protection; and a general unfavorable environment for economic activities. A true self-examination of constraints and attitudes would most effectively be carried out through survey research, rather than by anecdotal or elitist interpretations of these constraints or literary/cultural approaches. Accurate survey research of public opinion among leaders and actors at all levels provides the best state of the art technique for honest self-examination, among other related techniques, and could most thoroughly provide the basis for a true, intense self-examination based on what Sahelians think.

## **II. OVERVIEW OF STRATEGIC APPROACH**

### **A. Objective: What is the Sahel 21 Vision?**

The Vision Sahel 21 is both ambitious and simple: Sahelians wish to evolve towards a Sahel which is federated, democratic, peaceful, in sound physical and moral health, productive and competitive, in consonance with respect for its values. A Vision of this magnitude, simplicity, sincerity and broad popular support must include the majority of Sahelians and partners if it is to be realized. The Sahel 21 Vision is for everybody. Its success will require, over time, the participation of all Sahelians, civil society organizations, government structures and donors.

Strategically, the VSV can succeed if it is able to mobilize the actions of the Sahelian peoples, in partnership with the governments and donors who support them, on a broad scale which eventually extends over the nation. The VSV actions must succeed in building broad-based participatory economic and social development in a way which produces results across a spectrum of sectors, consistent with the Vision.

How can Sahelians and their development partners be mobilized to support VSV?

The VSV must be considered as a movement, an initiative, a spirit of inspiration and a commitment to an ideal for implementing the agenda of the Sahelian people as expressed in Banjul. It cannot succeed if it is merely a collection of development projects, because its impact will be limited to those zones and sectors where it operates. The VSV must transcend specific projects and programs, and consolidate them through commitment to the Banjul Vision, defined by goals and values which cut across development projects.

Strategically, the Sahel 21 Vision can succeed if it is treated as a movement to inspire and guide the actions of the population, in partnership with the governments and donors who support them. It is difficult to define a movement, and even more difficult to orchestrate one. Movements are built on common (leadership and mass) acceptance of ideas and ideals, and on personal identification, commitment and initiative to work for the ideals. A movement must build on focused and clear messages which become household concepts. The Sahelians who came together in Banjul have a Vision, an ideal and a set of values. With these, they can build a movement which, if broadly accepted and acted upon, can bring them to their Vision for the 21st Century. The ideals and values expressed in Banjul are not new. They have been emerging throughout the Sahel over the past decade. If these ideals and values can be transformed into concrete action, based on democratic participation, transparency and accountability, there is a strong chance of realizing the Sahel 21 Vision.

The Sahel 21 Vision is not yet a movement, however, it has the potential to become one. It has captured the imagination and yearnings of Sahelians, but it is not yet widespread or deeply felt. The groundwork was laid with the preparation for Banjul, and culminated in a successful consolidation of work across the nine CILSS countries. But definition of what the Vision Sahel 21 is has not occurred. The key elements of the movement must be defined in terms which differentiate it from other socio-economic trends, and which motivate actions which build toward realization of the Vision.

The proposed elements of the VSV movement are defined by events in Banjul, and supplemented by the strategy set forth in this document: 1) the Vision elaborated in Banjul and the specific focus of actions to initiate its implementation; 2) the values and principles which will help to build participatory and transparent processes to implement this Vision in a sustainable fashion; 3) the establishment of partnerships among the Sahelian people, their civic and government institutions and their donor partners to implement the Vision; and 4) strong and effective media and public awareness campaigns to capture and disseminate effective actions and support for necessary next steps in terms of additional actions, policy reform and regional integration.

As the Sahel 21 Vision is bold, so must be the effort to build a movement which is strong and focused to implement it. It will be critically important to undertake "reality" checks with the Sahelian people, to know what they think, how they view the VSV, what the cultural and institutional barriers are, and the status of elements required to build the movement, including perceptions about values, community processes, local politics and development actions and partnerships. Survey research based on polling can provide important information for defining the elements and "message" of the VSV movement at the outset. After the movement is initiated, survey research can monitor and evaluate progress, provide guidance on promising avenues to strengthen the movement based on "true" perceptions of Sahelians, and gauge the growth of the movement over time, indicating how wide spread it is.

Vision Sahel 21 has been and must remain apolitical. That does not mean that political representatives of the people such as deputies and local officials should not be involved: it means

that they should be involved as part of their official responsibilities, for the benefit of their constituents and for the good of the nation, rather than to benefit a single political party or political candidate.

The proposed strategic plan is intended to guide the CILSS and its partners in the Sahel 21 Vision to define the parameters of this vision, and expand acceptance of it among both the Sahelian people (the vast majority of whom did not participate in this exercise), and other civil society and government organizations as well as donors. The challenge is to translate this vision into an inspiration and motivation for individuals to organize actions which lead to ever-expanding circles of activity which contribute directly to the attainment of the Sahel 21 Vision.

#### B. Strategy for Achieving Sahel 21 Objective

The strategy for the Sahel 21 Vision is based on three elements: 1) development actions including policy reform; 2) media coverage and 3) public awareness. These elements must be carefully coordinated to achieve a synergistic evolution of progress in a coherent and mutually reinforcing manner. Ideally, all three of these elements will move forward together. If the media and public awareness campaigns move too far ahead of development results and policy reform, expectations could be falsely raised and credibility lost.

The process of strategic planning for all three elements must necessarily be a participatory process, so that actors have ownership, fully understand what actions are required of them, and can take the initiative to carry out their tasks and responsibilities. Participation helps to develop a consensus and builds group morale essential for undertaking challenging tasks. With ownership and consensus, the hard work and the cooperation that are essential for the successful implementation of the Sahel 21 Vision are more likely to be achieved.

The three elements of the proposed strategic plan to achieve the Sahel 21 Vision are:

1) **Strategic Plans (SP)** for development and policy reform actions at the national and regional levels. National SPs will be developed as part of the restitution process, in accordance with guidance provided at the regional level. A regional strategy and action plan will in turn reinforce and consolidate priorities established at the national level. SPs will include both development and policy actions. They will be coordinated and implemented at the national and local levels. Regional coordination will focus on providing a coherent framework; sharing experiences, both successes and problem-solving; identifying and debating policy constraints and proposing solutions; and preparing regional platforms to support unified economic policies to facilitate eventual regional integration.

2) **Media coverage** based on a regional media strategy and adapted to national realities. Media coverage will feature the message of the VSV, which will combine values espoused

in Banjul with themes which the VSV promotes. Media coverage will fuse relevant parts of the VSV message into routine media coverage of events such as VSV conferences and workshops; public messages to mobilize support and understanding for VSV, fostering public debate on relevant policy issues; coverage of development actions at the community level and technology transfer; processes consistent with democratic participation, transparency and other values and principles of the Sahel 21 Vision; and impact on people's lives. The media can report on the overall messages through concrete examples of its implementation, including the establishment of VSV Commissions, on crafting Strategic Plans, on broadening the base of partners, and on concrete actions for implementing Sahel 21 Vision activities at both local and national levels. The dictum that "success breeds success" is a key premise of public perception. If partners and Sahelians view Sahel 21 as successful, its chances for future success are enhanced. By contrast, if they become disappointed or disillusioned, then it will be more difficult to mobilize broad participation. Thus, media coverage must be carefully planned to reenforce specific events and actions, to report on public awareness activities, and to showcase specific development models and success stories which demonstrate the values and objectives of the Sahel 21 Vision. Media messages must be commensurate with progress on the ground. Used in this manner, media will magnify the achievements of the Sahel 21 Vision, and inspire further actions into a growing force of synergy, results and impact.

**3) Public awareness campaigns** featuring Sahel 21 themes, values and principles, development activities, policy reform and debate, and other messages. Public awareness can take the form of carefully targeted campaigns or competitions. The Gambia has already successfully executed an artistic and literary competition. Other areas for campaigns and competitions include: awards and cash prizes for innovative or effective examples of local action, both process and technology; awards for actions which support values and principles of the Sahel 21 Vision; awards for creative business initiatives; awards for individuals or associations for the best contribution to policy analysis, debate and reform; and honoring individuals who have provided leadership for Sahel 21 at both the national and regional levels.

Strategic plans for these three elements will be developed as part of the Global Vision for Sahel 21, and adapted to each national situation. National plans will then be consolidated at the regional level, with a modest regional program to reenforce and support regional and national plans. Each plan will be evaluated and adjusted based on feedback and experience. Annual reviews will be held in each country to assess progress, address issues, and plan future agendas.

The overall strategic plan for the Sahel 21 Vision must have a compelling message which is capable of mobilizing and sustaining support for the movement over a 15-20 year time frame. The message must be carefully defined at the outset, and evaluated and updated periodically. The message should promote values which are integral to all actions related to the Sahel 21 Vision, and which encourage individual and group behavior in support of the Vision.

**The Message.** Sahel 21 is known throughout the Sahel, and there is apparent public interest in follow-on actions. To build on the success of the Banjul meetings and to implement the directive of the Heads of State, the VSV must define a message that captures the key values and development actions necessary to achieve its goals. The message must be capable of mobilizing and sustaining support for the movement over a 15-20 year time frame. It must promote VSV goals, values and themes which build broad support by the Sahelian peoples, their governments and the donors. The message will be developed by the CILSS and its Sahel 21 development and media experts. Ideally it should be tested with polling or survey research, so that it reflects the "true" perceptions of Sahelians and builds on them. It should be clear, focused, and easily understood. It must be strong and inspiring to motivate Sahelians and their partners as a "call to action" over time. It should include some catchy and appealing concepts which can become household concepts, in terms of the Vision and values which will help to achieve it. The message will need to evolve as VSV evolves. The message must motivate actors both individually and collectively to move forward together towards goals which redefine social, economic and political institutions in terms of the values pronounced in the VSV. Individual actions must be coordinated into a whole which transcends individual identification and promotes a larger purpose, such as building the Vision for a nation or a region. Villagers may be motivated by knowing that their actions form a part of a greater whole, that other villages and countries are doing similar activities. The message should be developed with state-of-the art professional advice. To assure that the message is being received and understood, it should be pre-tested through polling, and periodically evaluated in terms of its reception and intended impact. It should be reinforced by a regional logo and audio themes which are recognizable on TV and radio, as well as posters and appropriate publications.

**Values.** The message needs to be sustained and reinforced by simple values which help to move the Sahel towards the realization of the Sahel 21 Vision. One of the most powerful aspects of the Banjul Declaration was the emphasis on efficient and effective action so that the people benefit from tangible progress and results. Values such as democratic participation, transparency, respect for economic and political rights and a sense of cooperation were cited in Banjul. These values have become broadly accepted throughout the Sahel over the past decade. They can be further inculcated as societal values, as part of the VSV process, not only to assure efficiency and ownership, but also to reinforce these values in the implementation of activities. These values are fundamental to democratic processes. Broad knowledge and acceptance of these values will help to reinforce accountability, as Sahelians raise legitimate questions about how and why things are done. Over time, these values can become broadly accepted, effectively integrated into activities, and institutionalized into operational procedures which are manageable and sustainable at both the local and national levels. The elements of such a process must be carefully defined and conscientiously pursued over the next 15-20 years.

### C. Actions

The actions proposed for implementing the Sahel 21 Vision involve VSV Strategic Plans for development and policy reform, and supportive media and public awareness Strategic Plans. These will be developed at the national levels, consistent with the regional VSV Global Vision. Regional actions will include coordination of implementation and monitoring national VSV Plans,

especially activities, media and public awareness, which can impact across borders and even beyond the region., or which are critical to VSV achievement. Regional support will include regional projects for specific cutting-edge or pilot activities in technology and participatory models, and for economic policy reform, including assessment and debate of issues related to business development and product diversification. CILSS has frequently played a cutting-edge role in economic policy areas. It is ideally suited to serve as a neutral forum for policy analysis and debate, and to develop innovative approaches which can be applied to the national level once they are proven successful.

#### D. Means

The implementation of the Sahel 21 Vision could and should integrate all the resources that Sahelians can muster, and that donors can provide. The VSV seeks to incorporate all social and economic development actions into a coherent and comprehensive vision for the future. Sahelians and their partners would agree that the Banjul Declaration is consistent with their development assistance objectives, and that everyone can contribute to the Vision in discrete or significant ways.

Donor partners will be requested to join the VSV implementation effort through a flexible cooperative framework which integrates VSV values and objectives, and shares information and experience, without altering development objectives. Private resources and Sahelian counterpart contributions (in cash and in kind) will also be mobilized. Many development programs and local NGO programs already request contributions from participants. Private contributions also include private business activities which will be strengthened as part of the movement, and which will expand opportunities for Sahelian production, consumption and employment.

Resources alone do not guarantee that the Vision would be realized, just as past government and development assistance have sometimes fallen short of their goals. Defining the Sahel 21 Vision as a movement with its unique vision, values and commitment may help to improve the quality of actions, participation and ownership. The hope is that by so defining Sahel 21, the commitment to participation, ownership, quality action and cooperation/coordination will spread into on-going as well as new projects, and will eventually be implemented through local initiative (local NGOs and "emigre"-supported activities), even in areas where there are no formal donor activities.

The means to implement strategic planning for the Sahel 21 Vision will be mobilized through CILSS and national resources, and supplemented by donor assistance to bilateral development programs, and to the CILSS and regional programs. The means for strategic planning include the costs of developing VSV Strategic Plans, including media and public awareness Strategic Plans, and of implementing and monitoring these plans in future years. The CILSS will need to mobilize funds for regional action plan preparation. National plan preparation will be funded by local donor support and participation, and from CILSS-mobilized resources.

### III. VALUES AND GUIDING PRINCIPLES

The Sahel 21 Vision is based on broad popular participation, beginning at the grassroots with the majority of Sahelians who live in rural and poor, semi-urban areas. Many themes were emphasized in their deliberations, including democratic participation, transparency and accountability. Other themes, such as respect for individual economic rights, were not explicitly discussed in the Sahel 21 process. These themes represent values and principles which provide a basis for the successful implementation of the VSV.

#### A. Values

Four values are proposed for initial integration into "the message" of Vision Sahel 21. Three of these values are clearly articulated in the declaration of Sahelian societies. The fourth, concerning individual economic rights, is not articulated in the same way by the Sahelians themselves, though they are clearly concerned with issues of employment, economic development initiatives. These values express the aspirations of ordinary Sahelians. It is recommended that these values be reconfirmed and "tested" through survey research polling process, to confirm their validity, to assess whether there are other values which could more effectively support the VSV in its initial launching phase, and to guide the fine tuning of how they are integrated and presented in "the VSV message." The extent to which they are understood in terms of application to development actions should be part of this polling process. These values appear to be already quite widely shared, and would facilitate the integration of VSV into development actions and sustainable democratic processes. It will be critical identify values and themes which are powerful to Sahelians, and which help to move them towards understanding and applying basic values which support democratic participation and transparent governance. Ideally, the acceptance and application of these values should become part of the social and political culture over time, as the basis for democracy and participatory, sustainable development. The CILSS is urged to incorporate these values in all Sahel 21 program discussions, and agree with partners on practical mechanisms to support them.

**1. Democratic representation and participation.** Participation and democratic representation of an appropriately representative group will provide the basis for the processes for establishing priorities, defining actions, and implementing, monitoring, evaluating and planning future actions. From the village level up through the national level, democratic representation and participation will be key organizing principles for meetings at all levels, so that ownership and accountability are integrated into all actions.

**2. Transparency and accountability.** The Sahel has limited resources from its peoples and governments, as well as from donors. These resources must be utilized effectively, in a manner which optimizes the impact on improving the lives of Sahelians. Through democratic representation and participation, priorities will be established and efficient allocation decisions will be made. Trust is expected to emerge as transparent decision-making and transparent resource

management are strengthened as operational principles of working together toward common objectives. All actors should be accountable to their groups for their management performance, and each group should establish mechanisms such as regular reports (written if possible, but also verbally conveyed if necessary), financial reports and open discussion of issues and concerns.

**3. Respect for individual economic rights.** Within the framework of Sahel 21, Sahelians have expressed their preoccupations with fundamental economic rights related to economic development, employment and income. These rights are fully supported under international law: The U.N. Charter and the U.N. Declaration of Human Rights framed a consensus throughout the world with respect to "universal respect for and observance of human rights and fundamental freedoms" (U.N. Charter, Articles 55 and 56, 1945). A 1986 U.N. declaration focused on the "right to development" including "active, free and meaningful participation" and "fair distribution of the benefits of development and nondiscrimination in development." Economic rights constitute a "fundamental freedom." The economic arena is perhaps the most important arena for most people to exercise rights to participation, since this affects their daily ability to survive. Many economic opportunities are cut off by poorly-conceived government policies and weak or biased administration.

Historically in the Sahel, governments and donors have tried to provide free social services such as education and health care. As economic crisis and structural adjustment have eroded the capacity of governments to provide basic social services, the belief that the government can "do it all" has given way to a realistic approach that individuals and communities can and must engage in social service activities, and that service providers can engage in these activities and receive remuneration for their efforts, without bureaucratic and structural impediments. There are examples of health services and schools throughout the Sahel that are organized by civil society, even in rural areas. Economic opportunities are also expanding, but generally permits and licenses are granted in an uneven, arbitrary and occasionally corrupt manner, favoring the elite. The role of the government in both social and economic arenas should ideally be to serve the people through structures and processes which provide opportunities for them to exercise initiative, to improve their lives, and to generate social and economic activity for the good of their communities.

Human rights must now be interpreted in terms of greater economic freedom to "earn a living" so that people can generate the means to take care of themselves and pay for services which are not otherwise available. The Banjul Declaration and the national reports on which it is based repeatedly emphasize the theme of constraints and impediments. Survey research could effectively be used to 'poll' Sahelians with respect to these constraints and prioritize reform efforts. All areas of economic activity must be opened up to the people, so that they can make a living and support themselves and their families. The most tragic fall-outs of poverty are young people who cannot find jobs and thus suffer from inactivity, and lack of the means to marry and have a family. Women and children constitute the main group affected by poverty, along with unemployed and underemployed men. A person's "right to earn a living" is perhaps more fundamental than abstract political rights, because one can vote only periodically, whereas making a living is a daily concern.

The frustration of the Sahel 21 Vision-makers is evident throughout their reports. Transforming policies and administrative structures to respond to the needs of the people they are intended to serve is one of the great cries which comes through Sahelian proposals, and constitutes perhaps the greatest contribution which the Sahel 21 Vision can make to the Sahelian people. Respect for economic rights could also revive economic growth to an extent unknown to date, because the Sahelian people are energetic, motivated and intelligent. They can improve their lives if given the opportunity to do so; and by doing so, they can contribute to economic growth.

**4. Cooperation and Compromise.** Cooperation, based on respect for all others, will be required to generate the consensus and coordination necessary to shift to a society where people are free and empowered to improve their lives through social and economic initiatives and to contribute to a vibrant economic growth based on individual initiative. Cooperation will require compromise, as competing interests work together to resolve common problems. Cooperation will be required at many levels: between government institutions at all levels, local authorities, traditional leaders, farmers, herders, women, men, children, young people and development agents. Administrative reform and an improved regulatory/administrative framework will require significant compromise and mutual understanding, as the society shifts to an operational philosophy of support for individual initiative. In a world where competition has been the keynote, among individuals and governments, this may not be an easy transition to make. Competition is necessary for economic efficiency, and should become an acceptable part of a strong economy. Yet competition can be tempered with cooperation, even among like enterprises, through acknowledgment of common interests in business associations. Competition need not destroy the competitor or violate his/her rights, but rather can acknowledge that he/she contributes to national growth and to social well-being. Cooperation must be strengthened also at the regional level, where perceived competition sometimes impedes economic growth and integration. For example, some Sahelian officials do not seek trade within the region, as it might "help" the competitor. They need a better understanding of "comparative advantage" and possibilities for "win-win" transactions.

#### B. Guiding Principles

The following principles are suggested to CILSS to serve as operational guidelines for the design, implementation, monitoring and evaluation of Sahel 21 activities. These principles are referred to throughout the Sahel 21 documentation and Banjul statements, and serve to reinforce the values of Banjul. If the principles are integrated into the 'message' of VSV, consideration should be given to 'testing' them through polling.

**1. Ownership by the people.** Development activities are successful and sustainable only if there is local 'ownership.' Participation helps to achieve ownership, and transparent decision-making and management reinforce it. Ownership means that local individuals or community groups take responsibility for the activity, including its management and maintenance. The principle of ownership by beneficiaries must remain primordial through all phases of implementing Sahel 21 priorities.

**2. Individual or local initiative and autonomy of local programs.** Centralized decision-making has characterized development planning and implementation since Sahelian countries acquired independence. Donors have reinforced this trend by planning with, and providing resources primarily to, central government authorities. The Sahel 21 Vision requires decentralization so that local initiative, participation and ownership are integrated into every phase of every activity. Progressive decentralization by governments and support to local initiative and development actions, by both governments and donors, is integral to the implementation of the Sahel 21 Vision.

Furthermore, the Sahel 21 Vision can only succeed through meaningful and effective mobilization of initiative. Individual and community actions must be encouraged and supported. Only through this strategic approach can sufficient action be mobilized across thousands of Sahelian villages and communities to stimulate broad-based and widespread local development and to revive national growth. Greater local autonomy and private provision of social and economic services, including cost recovery, can expand access to and efficiency of basic services. This principle can be usefully applied to entrepreneurs and economic operators as well as to community actions.

**3. Policy Debate and Reform.** To date, the policy domain has been the prerogative primarily of the government. Occasionally, poorly informed decisions are made with negative consequences which are not known by the authority who made the decision. There is no mechanism for correcting such a mistake, because theoretically it should not have happened. The CILSS can play a vital role in terms of "informing" policy and administrative reforms. There is a need for public debate and feedback, in terms of analysis and input (participation) from those affected by these policies, e.g. the business community, those seeking health care, those transporting goods or offering services, informal sector operators struggling to make a living, or parents who send their children to school. When policy and administrative constraints and issues are correctly identified, an appropriate policy agenda can be developed. When experiences are shared and debated, the policy and regulatory framework can be consolidated into a Sahelian framework, reflecting local culture, a common history and evolution towards an integrated region. The CILSS is especially well placed to support policy debate and reform. Debate can be encouraged through various means, beginning with local assessments and discussion, seminars which share local experiences, media coverage of live issues and options, and finally debate at the national level. All these aspects of policy review and debate are essential and can be explicitly encouraged and organized. A deliberate component of every strategic plan and every activity should be local participation in program identification, definition, implementation, evaluation and discussion of constraints, with an explicit objective of improving the administrative and policy environment.

The economic policy reform area would benefit from survey research to "poll" true public opinion with respect to key constraints and priority policy reforms, and to 'inform' policy makers about the impact of their decisions. Survey research is fundamental to real policy debate and honest feedback. Without objectively verifiable means to evaluate public opinion, policy reform will be informed by self-selected leaders making choices and determinations on behalf of Sahelians. Surveys and polls could bolster public support for the reforms, and facilitate their implementation.

4. **"Learning Institution" Approach.** Modern management techniques emphasize an institution's capacity to solicit honest feedback and to use the information to improve its operations. In an industrial enterprise, for example, those closest to a production process are often the best placed to recommend improvements: this often means the workers, not necessarily their supervisors. This approach can be summarized as the cycle of "Monitoring, Feedback, and Adjustment." These processes are essential elements of a "learning organization," and a key way of promoting efficiency and impact. They involve building in a routine system to monitor progress, to solicit feedback from participants and staff at all levels, to track objective criteria for anticipated results or impact, and to use this information to make adjustments in program implementation and strategic planning. Program implementation should be considered a continuous "learning process," whereby experience and feedback are factored into implementation and future planning. Feedback from participants should ideally be solicited through processes which assure that participants feel free to provide their honest opinions. Attachment 1 proposes a methodology for participatory monitoring and evaluation (M/E). This approach trains participants to establish M/E criteria based on their goals, and then empowers them to manage the M/E process. This process can be powerful at the grassroots level, because people realize that their opinions matter, and that they can cause changes and establish system to enforce their demand for transparency and accountability. It is recommended that this approach be built into VSV programs. Similar techniques may be adopted for other situations, such as business development programs. Feedback can also be based on questionnaires, and can be supplemented through informal discussions, which sometimes stimulates ideas and impressions which may not occur individually. Monitoring, feedback and adjustment should be integrated into all development activities, as well as media messages and public awareness campaigns. Polling can provide feedback on VSV implementation progress and public perception about progress on a broader scale. It can also provide feedback on media messages and public awareness. Polling and survey research should be integrated into the Sahel 21 process (see Section V.B below).

5. **Sharing the Sahel 21 Vision to build a nation-wide and region-wide movement.** A key aspect of the Sahel 21 Vision is to tap the experience of on-going development activities, on a voluntary basis, into the Sahel 21 Vision approach. As development actions are integrated into national Sahel 21 Plans, the implementation of Sahel 21 can become a nation-wide movement. There are currently many relevant development activities in various stages of implementation and planning, through government and donor programs, as well as NGOs, volunteer programs, "emigre"-supported activities and local development actions. Each has valuable experience and human or material resources to contribute to the Sahel 21 movement. Each national effort will consider how to mobilize effective involvement of all activities and resources at appropriate levels. Large programs may be integrated from the national level on down. A key principle of the Sahel 21 effort is to integrate all relevant actors over time, both participants and donors, on an equal basis. Partnerships based on mutual respect and equality can expand the Sahel 21 movement and build it into a sustainable, national effort. A useful by-product of this effort could be improved coordination and synergy of current development assistance efforts.

Donors and national programs and projects may find advantages in becoming associated with the Sahel 21 Vision. They will become part of a "learning" process at the local, regional and/or national level whereby they benefit from feedback and information from other similar activities. They will be associated with a movement which may inspire and motivate their partners, and encourage participation, ownership and transparent management. They will access a mechanism for addressing policy and administrative constraints, and for raising issues to the level of national platforms. They may benefit from improved donor and policy coordination at the national level. Finally, they may benefit from publicity through media coverage.

The integration of development activities in the Sahel 21 process is critical to its success. The Club du Sahel, in partnership with the CILSS, has recently documented valid and honest criticism of past donor efforts. There has been criticism for poor coordination, and inadequate or lack of popular participation in program definition and design. In view of limited resources available from both Sahelians and donors, it is critical that all resources be effectively utilized. Success should not be measured by the amount of a development assistance program, but rather by its impact on improving the lives of the people in a sustainable manner.

#### IV. THE GLOBAL VISION AND FRAMEWORK OF SAHEL 21 PRIORITIES

The consensus global vision for the Sahel 21 Vision is a Sahel which is federated, democratic, peaceful, in sound physical and moral health, productive and competitive, in consonance with respect for its values. Within this global vision, the Sahel 21 NGO Forum in Banjul proposed a framework of five priority action areas, which were presented to the Heads of State. These priority areas were debated in numerous representative fora, and represent a broad consensus and general catalogue of the preoccupations of Sahelian civil society. To honor and encourage the continued participation of all Sahelians who have in the past, and will in the future, contribute to the Sahel 21 Vision, the principal themes of the Banjul Declaration will provide the overall operational framework for all planning and implementation actions.

These five priority areas summarized below, in the terms that Sahelian representatives of the people defined in Banjul. There is some complementarity and overlap among the areas. Thus, it will be important to consider horizontal linkages as well as vertical prioritization. Table I below presents a preliminary summary, in a general manner, of themes and focus areas identified within each priority area.

1. **Human Resources.** The Sahelians made it clear that their development depends first and foremost on human resources, e.g. a capable and empowered population. A policy to develop human resources must include access for all to health, decent housing conditions, drinking water, basic education and practical literacy or professional training for adults. Within this, some groups merit particular attention such as women, young people and the urban informal sector. These are the least rewarded, perhaps hardest working, segments of society who contribute much and could contribute far more to national development. Integrating these segments of society into the social and economic fabric of Sahelian society will improve their incomes and contribute to national development.

2. **Institutional Development.** The Sahelians want dynamic and pluralistic institutions at all levels: local, national and regional, both public and private. They want these institutions to function in a transparent manner, responding to the desires and needs of the people. In addition to sovereign and administrative functions, governments should *facilitate* private actors and mediate conflict in a responsive manner. Institutional development along these lines must include civil society as well as government organizations, and other organs of democratic governance, such as the media.

3. **Productive and Sustainable Agriculture.** The farm and food sector of Sahelian economies will continue to play a central role in national economies, providing both food and livelihoods for the majority of the people. A fully developed agriculture sector requires diversification, varied crops for regional and international markets, and the development of livestock, fisheries, fuelwood and other forest products. This must be accomplished in a sustainable manner. Sahelians demand supportive policies and institutions for credit and other

services, infrastructure for rural access and for export, so that they can improve the quality of their products and become competitive on international markets.

**4. Economic Growth and Diversification.** Agriculture will thrive best in a dynamic economy which complements the rural economy, supports internal trade and expands regional and international trade. Agriculture requires many complementary economic activities for inputs, processing, and infrastructure of all types, as well as a thriving economy to boost demand for diversified products. Ultimately, Sahelian economies must move toward regional integration and entry into the global marketplace.

**5. A Sahelian Region that is united, open to Africa and the World.** Sahelians desire to move towards a greater integration of the region, setting an objective of creating a "United States of the Sahel." This would entail a common market, harmonization of agricultural and economic policies, a convertible Sahelian currency and a single Sahelian passport. Although ambitious and long term, these objectives would provide expression for the cultural, historic and geographic ties that bind the Sahelian peoples. The implementation of these actions is planned to be coordinated with appropriate regional governmental organizations and/or delegated to a lead country which CILSS could appoint for this purpose.

The five areas provide a common national framework for each Sahelian country, which will facilitate coordination and sharing of experiences and results across the region. Within these priority areas, each Sahel 21 Vision Commission will have flexibility to adapt the framework to the specific situations and priorities of their peoples. Each sectoral sub-commission will consider how to integrate and manage these linkages in order to create an efficient and coherent whole, within the institutional framework of their own country. Flexibility will be required to allow scope for participation and ownership, consistent with the values and principles in Section II.

#### B. Synergies and Linkages among Priorities

The five Sahel 21 priorities are inextricably linked conceptually as well as in implementation. They are not neatly divisible into self-contained vertical sectors. There are horizontal linkages among the areas which are important to respect, and which ideally would combine together synergistically to achieve the desired results which impact on people's lives. Capable human resources are the first requisite for all actions, and are closely associated with responsive institutions, since people are what makes institutions work. Thus, human resources and institutions (including policy frameworks) will become vehicles for achieving increased agricultural production and economic growth and diversification. National Sahel 21 Commissions will review and integrate their entire complement of activities at the national, regional or local levels for synergy and for efficiency of implementation.

Table I illustrates key linkages among the five priority action areas. In terms of integrating and managing these linkages logically, to create an efficient and coherent whole, there are numerous scenarios which could be considered. For example, with respect to human resources, there are

specific approaches to facilitation and community mobilization which have proven extremely successful in promoting local initiative for effective development actions. These have been applied to many development activities, ranging from health to environment and agriculture.

Literacy training has been emphasized in the human resources area. Literacy constitutes an excellent activity to achieve a number of objectives, such as transferring and discussing concepts of program design and implementation; establishing ownership and empowerment; building a sense of community and a cooperative team spirit; and establishing common norms and expectations for program management and monitoring/evaluation. Many community development activities already integrate literacy into their overall approach. Literacy has proved to yield unanticipated results, as increasingly knowledgeable and empowered individuals initiate actions and organize their communities. Thus, literacy should be integrated into program design wherever appropriate. Literacy is empowering even as a discrete activity, and is multiplied in power when it is combined with motivational and operational subject. It would be useful for Sahel 21 programs to research the most effective approaches to literacy and other community mobilization and develop and adopt a core training module which could be widely replicated throughout the country, through trained facilitators and program personnel. Since human resource development must be integrated in many types of activities, the Sahel 21 Vision should have a common, and highly effective, approach to human resources and training. A common approach will also facilitate national and regional integration.

Where decentralization has occurred, training is needed for local elected officials and civic leaders to ensure that their new roles and responsibilities are understood and that local leaders (both in civil society and administration officials) acquire the skills required to exercise their new authorities, which often include mobilizing civil society actions. Training for empowerment of local leadership will likely be at the local or regional level. Yet it is essential that a nation-wide vision of decentralization and local governance be developed and that a common approach, based on common training, be applied. Otherwise, different institutional approaches could develop in different regions, and different interpretations of the same laws could arise. This could result in unnecessary and unproductive confusion and conflict, as well as national divisions.

With respect to priority 2, effective institutions across the board are required for the successful implementation of the VSV. The VSV emphasizes responsive government and administration institutions at all levels, as well as a spectrum of business related institutions to provide credit and financial services, industry, commerce, small business development and competitive transportation services. Each development activity should seek to strengthen relevant local and regional civil society institutions necessary for the sustainable continuity of activities it supports. For the VSV to be realized, civil society institutions must be strengthened to provide the full range of functions expected from each type of institution: community groups, associations, and private sector businesses, to government administration at all levels. Institution-building must be integrated into priority areas as a cross-cutting theme.

**TABLE 1. PRELIMINARY FRAMEWORK FOR VISION SAHEL 21**

1. Human Resources	2. Institutional Capacity	3. Agricultural Production	4. Economic Growth & Diversification	5. Regional Integration
Training for empowerment participation management	Responsive government & administration at all levels -- decentralized	Water management	Ag/NRM/ Primary sector strengthened as engine of econ. growth	Convertible Sahelian currency
Expanded/ optimal health and family planning	Valorize industry and commerce	Recapitalize soil fertility	Facilitate/favor AG sector thru policies, prices, & enabling environment	Sahelian Passport
Literacy	Promote production for comparative advantage	Expanded/ integrated animal production	Diversified & integrated agricultural production	Common market and Unified market
Education	Diversified access to credit	Land security & reform/ Access to land	Improved access to land and land titles	Common agricultural policy
Poverty alleviation	Decentralized access to credit	Effective & diversified agricultural enterprises	Infrastructure & Energy available to businesses	
Urbanization (trends and poverty)	Small business development	Specialized professional training	Market expansion	
Women	Competitive air and sea transport	Diversified AG product'n & processing	Expanded investment & private sector	
Youth	Effective Government/ private sector coordination		Research linkages & private sector linkage	

There are many mutually reinforcing synergies in the domains of agricultural production and economic growth and diversification. Both require credit, transportation, a sound business environment, and access to energy, communications, research linkages and market information and investment. Even in the unique areas of water management and recapitalizing soil fertility, there is need for efficient energy and infrastructure.

Business development appears as an explicit concern in all but the first priority. Key elements of business activities such as financial institutions must be harmonized in terms of a general approach and policy. In addition, policy issues will emerge from all groups, and should also be harmonized through a common national-level approach which has specific local applications.

Finally, although regional integration contains important political components, it is most critical and meaningful to the success of the Sahel 21 Vision in the economic arena, in the realm of markets, infrastructure, and common agricultural and economic policies. Should a "United States of the Sahel" be created during the 21st century, a range of societal institutions and policies will need to be harmonized, *prior to* its creation. The CILSS will work closely with appropriate regional inter-government organizations such as ECOWAS and UEMOA to implement recommendations for regional integration with respect to monetary, trade and passport considerations. The CILSS is in a position to play a lead role in terms of encouraging bilateral trade among Sahelian countries and with coastal neighbors, and in terms of the unification of agricultural and economic policies (through policy debate) in preparation for a common market and economic union.

For regional economic integration, the CILSS, in collaboration with Club du Sahel, can coordinate with relevant IGOs, e.g. ECOWAS, UEMOA, and River Basin Development Organizations, and key donors, e.g. World Bank, EU and France, on a strategy to promote opportunities and mutual benefits from increased regional trade. Over time, this dialogue can help the Sahel to establish common agricultural and economic policies. Regional activities on-going through the CILSS and other national or regional programs have relevant information and studies to be presented, including recent studies on the damaging effects of informal road taxes on regional trade. Studies undertaken through bilateral activities need to be integrated into the existing base of knowledge on an on-going basis. Sahelian countries will be encouraged to undertake bilateral discussions with Sahelian neighbors and coastal countries, including business associations in their delegations. Once greater regional trade is established, the evolution into a regional market can be encouraged. Relevant aspects of agricultural and economic policy can be integrated into national-level considerations and Action Plans for agricultural development and economic diversification (priorities 3 and 4).

## V. STRATEGIC PLANNING: THE GLOBAL VISION

### A. Strategic Planning for Development and Policy Reform

The first task of strategic planning is to define a realistic approach to attain the Global Vision within each country. The consultant recommends an approach along the lines set forth in Table 2 below.

#### 1. Focus and Prioritization within the Sahel 21 Vision Framework.

The Vision is vast and covers several social and economic areas, even within each priority. All priorities are important, and momentum in each should be encouraged. Yet the VSV must adopt a common, focused approach which provides regional coherence. The proposed approach is based on a sequence of priority actions and themes, which integrate key aspects of priorities 1 and 2 as cross-cutting, horizontal actions which reenforce participation and empowerment (through priority 1 re human resources development) and institution-building (through priority 2 which is closely related to priority 1 and is key to sustainability). This approach yet allows flexibility for individual states to take advantage of differences in resources and opportunities, and for key actors to remain involved and to contribute in an integrated fashion.

Under a sectoral focus, the VSV could focus initially on Priority 3, Transformation of Agriculture, which is better defined than the other four priority areas. This area by itself is vast. The Banjul report on Priority 3 includes human resource aspects such as literacy and demographic growth, institutional aspects such as responsive institutions and credit, and related aspects of economic diversification. Thus, the Vision strategy would regroup the five priorities into a set of linked activities which support agriculture initially, with each priority group contributing to this sectoral area. This approach allows the VSV to address a manageable set of themes at one time, and to build local, government and donor cooperation around these themes.

This sectoral approach can be reinforced by a process approach, where training or facilitation is provided to organize community actions. Often, literacy is included so that participants are empowered to manage their activities. The community then implements activities within its priority list of actions. This is generally an empowering experience for community groups, and has become a common approach among NGOs and some donors. Often the actions are influenced by the availability of expertise or resources which encourage specific investments such as wells, health centers, environmental activities or roads. There are many successful examples of this approach, often with dramatic unintended results. This approach can be combined with sectoral approaches, and is especially effective if sectoral experts are provided at the invitation of community groups.

**Table 2. Strategic Plan for Implementation of Vision Sahel 21**

<b>Vision Sahel 21 Global Objective:</b>	<b>a Sahel which is federated, democratic, peaceful, in sound physical and moral health, productive and competitive, in consonance with respect for its values.</b>
<b>Vision Sahel 21 Values:</b>	<ol style="list-style-type: none"> <li>1. democratic participation and representation</li> <li>2. transparent and accountable institutions</li> <li>3. respect for individual rights (especially economic rights)</li> <li>4. cooperation and compromise</li> </ol>
Preparation: 1998-9	Restitution, Focus of Strategy and National VSV Conferences
<b>PHASES OF</b>	<b>IMPLEMENTATION:</b>
Phase I: 1999-2002	<ol style="list-style-type: none"> <li>1. Rural World: integrated** focus on water and soil fertility</li> <li>2. Population/Health: integrated focus and demand for FP</li> <li>3. Microenterprise and agri-business: focus on youth and women</li> <li>4. Infrastructure for transport, communications</li> <li>5. Policy: Access to land and business environment</li> <li>6. Regional: regional trade and competitive transportation</li> </ol>
Phase II: 2003-2007 (Continue Phase I Actions)	<ol style="list-style-type: none"> <li>1. Business World: Agro-industry and economic diversification</li> <li>2. Urban poverty: focus on youth and women</li> <li>3. Business Development: credit and enabling environment</li> <li>4. Infrastructure for agriculture and industry</li> <li>5. Policy: remove all impediments to economic participation</li> <li>6. Regional economic integration: harmonize economic policy</li> </ol>
Phase III: 2008-2012 (Continue Phase I and II Actions)	<ol style="list-style-type: none"> <li>1. Consolidate Rural World: agriculture and economic development and integrate values</li> <li>2. Consolidate Urban World and integrate values</li> <li>3. Business environment at all levels; respect for individuals' economic rights</li> <li>4. Regional economic integration: harmonize agricultural policy</li> <li>5. Regional: initiate federation and political integration</li> </ol>
Phase IV: 2013-2018 (Continue Phase I - III Actions as required)	<ol style="list-style-type: none"> <li>1. Integrated rural and urban growth with stabilized population</li> <li>2. Transparent and participatory governance, based on democratic values</li> <li>3. Enabled private sector: Free and participatory civil society, with no undue restraints on economic participation</li> <li>4. Infrastructure developed and expansion continued</li> <li>5. Economic and political integration launched and continued</li> </ol>

\*\* Integrated means that each priority focus will contribute to this theme, integrating human resources, institution-building, economic diversification and regional policy.

This proposal recommends an integrated sectoral approach, complemented by a process approach as a tool of empowerment and responsabilization. Table 2 sets forth a global VSV Strategic Plan with four Phases of 5 years each. Phase I focuses on the rural world, especially water management and soil fertility, with complementary attention to land access, marketing and other related themes. Relevant elements of the other focus priorities would reinforce the transformation of agriculture. Phase II continues work on the transformation of agriculture, and adds a focus on business development. Business development focuses on microenterprise and small and medium businesses, with the policy focus on the many issues related to business development, credit and agricultural diversification and economic diversification. Phases III and IV consolidate and expand progress on both agricultural transformation and business development. Each Phase launches a set of activities, which continue into subsequent phases. In addition, the VSV encourages complementary activities to continue in anticipation of integration at an appropriate stage. This flexibility allows for momentum on all existing activities. It would be foolish to exclude potentially valuable contributions because the VSV cannot focus on everything at the outset.

Progress on implementing VSV can be reviewed at annual Council of Ministers meetings. The launching of new phases, their evaluation and refinement could coincide, as appropriate, with Chief of State meetings. Implementation, monitoring and policy work should continue in each Phase, with an increasing concentration on the issues which constitute the greatest constraints.

In selecting a focus for Phase I, it makes sense to begin with the rural world, which harbors the greatest poverty and the majority of the population, and has benefited from the most detailed analysis in the VSV preparation phase. Within this focus, a complementary set of activities is selected for each group of actors, who coordinate their actions. Each action thus reinforces the whole approach. Some priorities can be selected for local actions, such as water, access to land, etc., while other priorities may be selected for regional or policy actions, such as land use issues, population policy and demand for family planning, etc. Judicious selection of priorities is required, based on rational assessment, long-term planning priorities as well as the expressed will of the people. For example, the demographic problem should not be left unattended, as it affects all future requirements for social and economic development.

Table 3 illustrates an integrated approach for Priority 3, specifically for water management and soil refertilization, the two top actions agreed upon in Banjul under Priority 3. This focus could engage each commission in support of one set of activities. Initially, the emphasis may be on identifying and testing the most successful pilot activities, unless successful prototype programs already exist on an adequate scale. The main apparently unrelated link is the inclusion of health and family planning, which is so critical to the future of the Sahel that it cannot be left unaddressed. Health and family planning are logically related if there is concern over future access to water and land resources.

Table 3. Phase I: Illustrative Focus on Transformation of Agriculture

Phase I Actions: (P= priority area)	Integration with other priority areas	National/Local Action	Regional Action
P1: Training and literacy	P3: Water management, Soil refertilization	Best practices, Participation, local contributions	Disseminate Best Practices in training & curricula
P1: Health and family planning	P1: Literacy linked to community issues	Service delivery for health and family pln	Media and political support for FP
P2: Responsive government and civil institutions	P3: Access to water and land	Train local leaders for project work; resolve land/other issues	Compare experiences & promote values/reenforcement
P2: Credit institutions	P3: Loans for water and soil fertility activities	Establish credit programs	Share effective credit systems; media
P3: Water management	P1: Training and literacy P2: Responsive institutions	Community organization & water project investments	Water use policy; solar pumps, apppr. technology
P3: Soil fertility	P1: Training and literacy P2: Responsive institutions	Community organization & soil project investments	Land and tree tenure, water policy
P4: Agricultural production	All above priorities	Same as above, but complemented with input supply	Promote marketing and agricultural diversification
P4: Access to land	All above priorities, esp responsive institutions	Equitable distribution of land; tenure secure	Land tenure policy
P: Integration of agricultural policy	All above priorities; focus on policy	coherent and uniform policies	policy analysis and rationalization on regional scale
P: Transport of inputs and AG products	P1: Training / literacy P3: Water and soil fertility	Assessment of cost and transparence in transport sector	Policy assessments, debates and reform, regional integration

The demographic problem is noted in several country priority areas, notably agriculture and human resources. With increasing poverty, acute competition for land resources, lack of adequate social services such as education, and growing unemployment, the need to foster demand for lower population growth and smaller family size is clear. The need is also compelling from the perspective of individuals, especially poor women who bear the economic and social brunt of raising children. The right of these women to make rational choices for family planning, rather than relying on fate and having no choice but to raise families under conditions of hopeless poverty, is perhaps an idea whose time has come. Reduction of demographic growth will facilitate the resolution of all current and future problems.

Land security is a challenging area which provides an example of the need to integrate and coordinate action areas at the national level, to assure that duplication and competition does not occur. Land security was cited as a priority for the women's platform, the youth platform and the peasant platform. The issues are complex, and there is keen competition among farmers, herders, government and business claims for land, in addition to women and youth. The VSV process must assure that all voices are given opportunity for expression, and are democratically taken into account. Some countries have delegated land issues to decentralized authorities, while local authorities address many issues of land acquisition and conflict. Some of these issues are efficient to resolve at the local level. However, if Land Commissions are functioning at the national level, they should be aware of issues and activities, and provide guidance for local authorities and actions. VSV Commissions have to integrate sectoral and sub-regional actions plans into a coherent whole for presentation as a National VSV Plan to the CILSS.

**2. Enabling Environment and Policy Reform.** Policy reform is one of the most important activities of the VSV strategy. Reform is critical to facilitate popular participation in the social and economic mainstream, which in turn can help to achieve many of the VSV objectives. Significant work has been done in these areas, but there is scope to make this work more systematic, and to institutionalize the capacity for analysis and advocacy in each country, for the different types of policy and administrative constraints which exist. At the regional or national level, there will be a requirement for systems or procedures for identifying policy and administrative constraints in key sectors of intervention. This system can be combined with a system for monitoring and evaluating impact. The information gleaned from each activity can be collected and consolidated among similar activities, and compared with other parts of the country or region. Sharing these experiences across the Sahel will improve programs in areas where progress is slower, and help to forge greater commonality in approaches throughout the Sahel.

The CILSS has a special contribution to make to policy reform within the region. The CILSS has repeatedly demonstrated the advantages of regional debate on policy issues, beginning with agricultural price policy in the 1970's. Many of the entrenched problems in the Sahel will be easier to discuss in regional fora than in national fora, because sensitivities on specific policy or transparency issues are diffused in regional settings. The CILSS' comparative advantage in policy studies across borders, and as a neutral forum for policy debate, is an asset upon which the Sahel 21 Vision should capitalize.

**3. Implementation Options.** The approach to implementation at the national level poses some choices with significant implications for the Vision's implementation. Will the CILSS encourage its member states to develop specific projects to address their priorities, or will it organize a framework for cooperation and cooptation of existing programs and activities? The project approach entails the time-consuming task of project identification, design and funding by an external donor. This approach could create competition and/or conflict with existing projects. If current donor activities are not integrated, there is a risk of competition, repetition and lack of coherence among different regions in terms of local governance and local development. But most detrimentally, this approach limits the impact of Sahel 21 Vision to a new generation of projects. Other programs and donors would probably not be interested in participating in the Vision.

The cooperative approach would attempt to coopt as many donors, NGOs and activities as possible into the exercise. If the CILSS created a Framework for Coordination and Partnership, donors and existing programs could participate in the VSV through a flexible agreement, which might commit them to respecting key VSV values and priorities, and to sharing in planning and information. Partnerships with donors could begin with Sahel 21 Vision Commissions, to confirm priorities and plans, and to incorporate key elements of the Sahel 21 Vision into their activities (if they are not already incorporated), e.g. values such as democratic participation and transparent management. The programs would in turn bring additional information to the Sahel 21 Vision, and provide information and expertise for policy reform programs and for media and public awareness events. It would also provide the donor with the (hoped for) prestige of being involved in Sahel 21. Finally, this approach provides an opportunity for the CILSS to build towards a nation-wide and eventually region-wide harmonization of approaches and values. Thus, the cooperative partnership approach has the potential to harmonize national and regional development efforts and to infuse them with basic elements of the Vision. Over a long term, this can support regional integration. This proposal has adopted the cooperation approach as the strategy of choice, as is evident in the remainder of this report.

## **B. Media Strategy**

A media strategy is key to the implementation of the Vision Sahel 21. The focus of the VSV strategy, the values it espouses, and the cooperative approach to implementation provide the context for defining the message to market and mobilize support for the VSV. The message will be the centerpiece of the media strategy. Its effectiveness should be pre-tested through polling prior to broad dissemination to assure that the intended purpose is being conveyed. The message should also be updated periodically, based on progress achieved in implementation, as well as feedback from public opinion polls and reactions to media coverage. The message must give shape and purpose to all actions, including development actions, policy reform and public awareness. The media provides opportunities to transfer up to date information on VSV implementation in terms of strategy development at the national or regional level, expansion of partners, developmental actions, policy debate and public awareness activities. The media can report on actions and progress across the region, sharing information from one country to another. The media must continuously be aware of public knowledge and reactions, and adapt the

message both to consolidate opinion around progress to date, and to influence the evolution of future public opinion.

An overriding goal of the media strategy is to keep the Vision Sahel 21 firmly fixed in the minds of Sahelians over the next 15-20 years. An effective message, whose impact is verified objectively through polling, can be complemented by assessment of progress and constraints. An effective media strategy reinforced with verifiable progress in implementing VSV, can help to forge a consensus on political, social and economic structures which provide expression to the Vision.

The media strategy should be intimately linked to survey research, to measure the acceptance and growth of the VSV movement. Polling will also provide information for the media to report, which will help to further build the VSV movement, especially if the polls show positive results. Since the media tends to report the results of polls as "easy" copy and "easy" news, building survey research into the media strategy can take advantage of this tendency of the media.

**1. Defining the Message.** The message should state overall objectives and values of the Sahel 21 Vision in simple, understandable terms. The media can promote the message and play the invaluable role of interpreting the relevance and impact of the activities and themes with additional information, both anecdotal and explanatory. A series of messages can be developed, with a variety of representations per theme or value, to reinforce the message through a combination of variation and repetition, until there is evidence of public recognition. Defining the message will be an important first step of the strategic exercise for the Sahel 21 Vision strategy. The initial definition can be oriented to the start-up phase, e.g. with special focus on obtaining support and expanding partnerships. As strategic plans are developed and enacted, the message can be adjusted to reenforce these activities.

The VSV media strategy can associate specific actions with the values which it desires to promote. The values cited in Section I.A. and Table 2 reflect key values expressed in Banjul. Focusing on these values will help to empower actors at the national and local level, and to build respect for democratic processes including transparency. As messages are understood and absorbed by the Sahelian peoples, the media strategy can move to more complex concepts and applications. Clever and attractive programming can increase comprehension and provide examples for action. Over time, these values and the actions they represent will hopefully become known, practiced, and demanded by the population, for civic and government actions.

**2. Marketing the Message.** The message should be reenforced by recognizable regional logo(s), symbols and audio themes which will be aired on both TV and radio. Since the Vision is regional and includes regional integration as a long-term objective, both national and regional (supra-national) identification should be an integral part of the strategy. The role of VSV to enhance national identification with actions and values may make participation in the VSV more attractive to member states. People are generally inspired when they believe that their actions are part of a larger whole. The Sahel 21 Vision movement will be strengthened to the extent that the name, symbols or logo and audio themes become a recognizable part of the regional culture.

Effective marketing of the Message may facilitate program implementation among partners including donors as well as beneficiaries. It must be recognized that the Sahel 21 Vision derives much of its strength from being greater than individual countries. Thus there should be recognizable regional media trademarks. CILSS countries have individually developed logos and other components of media coverage. These can be reviewed and adapted for regional use.

**3. Launching VSV with a Media Campaign.** After each country has developed a Strategy Plan and the media strategy has defined a message, it would be strategically useful to plan a media campaign through national media in each country, as well as international media. This campaign could be initiated prior to the National Conferences to Launch Vision Sahel 21.

**4. Development Stories/Reinforcement of Values.** No message can retain the public focus (or be marketed indefinitely) without new and compelling stories or events to cover. There are several areas which should be integrated into a media strategy to provide relevant and riveting coverage, such as what Sahelians are doing for themselves. Programs could feature successful water management and soil refertilization activities, resolution of land tenure problems, women's community actions, relevant youth activities, individuals who have made a difference through their initiative, Sahelian businessmen, NGOs and women's groups, or relevant Sahel regional program activities in local empowerment, community and NGO activities, businesses, or "ressortissant" groups. Care should be taken to cover not only 'successes' but also challenges encountered, and how they were addressed. This type of coverage is realistic, and also presents approaches for problem-solving which are perhaps more valuable than the incentive effect of successes. Sahelians are probably hungry for relevant coverage that evokes their lives and struggles. Sahelians have often presented poignant and humorous theatrical presentations which are extremely effective. Humor is an invaluable palliative for transmitting otherwise harsh messages.

**5. Information Dissemination.** There is a widespread acknowledgment of the need for greater access to technical and organizational information, across the range of Priorities which Sahelians defined in Banjul. While investment in media coverage may seem like a low priority, it is widely acknowledged that dissemination of information is a key problem and it is well known that media, when relevant, is extremely powerful. So why not integrate a media approach to the general problem of information dissemination, coupled and reinforced with follow up information through the Internet, a library network, and technical information upon request?

There is a wealth of information and experience available throughout the Sahel (and perhaps other countries) which can be integrated into an effective "marketing" of the VSV Message. There are grassroots development activities and compelling policy studies available through CILSS programs such as PADLOS, PROCELOS, FERAP, solar energy and local development. These can be used as material for illustrating values and/or proposed actions. Featuring successful community and NGO activities could provide a useful marketing tactic for generating donor and NGO support for the VSV. Airing media stories in different Sahelian countries could provide another avenue to share information, increase coverage of the Sahel 21 Vision, and reinforce the "Sahel 21 movement," by showing that people in other countries are engaged. Coverage of

regional events, such as policy conferences, issues discussed in CILSS, CERPOD and AGRHYMET publications, and regional CILSS activities for food security, food processing or export promotion, constitute excellent ways to promote the Sahel 21 Vision.

**6. Media Events.** Many events provide natural news for the VSV Media strategy. These include conferences, important agreements, as when a new donor agrees to participate in the VSV, or a new activity within the VSV is started, or a milestone is reached in its implementation. The organization of specific events which attract media coverage constitute an important part of a media strategy. Media events can include conferences; announcements; releases to the public of Action Plans, policy studies or other reports; public awareness events such as art or literary competitions including launching and award ceremonies; workshops and policy debates; and visits to development activities. These actions constitute additional "news" that can be reported, and have the advantage of being planned, which allows for more time to prepare media coverage. Ideally, policy studies and evaluations could not only be released with their major findings in the evening news, but also covered in "Round-table" discussions. Media coverage will be enhanced if material is organized for coverage of development activities, policy debates, and other topics.

**7. State-of-the-Art Media Strategy.** Although the media have been integrally involved in the Sahel 21 process since its inception, and have demonstrated significant talent during the process, the consultant recommends hiring a media and/or public relations consultant to share the state-of-the-art information about effective messages and about making sure that the message is being received as intended. The consultant should therefore have polling experience as well as media experience. An effective set of messages is needed to define the Sahel 21 Vision to the Sahelian public which includes a range of educational levels and ethnic cultures. Effective techniques must be applied to values, development actions, policy reform issues and describing actions and events. A consultant could help to test the effectiveness and impact of messages among different audiences, including different ethnic groups and socio-economic strata, and to develop a system of feedback and public perspectives in select activities through polling. A sound strategy can help to build bridges across the Sahel, unifying it into a coherent whole, regionally, socio-economically and ethnically. Effective concepts and approaches utilized by the Sahelian media to date should be integrated into a comprehensive message which features uniform themes and values, yet can be adapted to individual programs or countries.

**8. Polling and Public Opinion Survey Research.** Polling is an invaluable technique (if properly carried out) to test the effectiveness and impact of messages. It is useful to know the actual effect and impact of how messages are received. When the goal of a media strategy and the VSV movement is "educational", e.g. to change attitudes, images and behavior, and to expand the acceptance of fundamental democratic values, then it is critical to know what is being perceived. It is not enough to know that media programs are being watched or heard; sometimes people watch programs for reasons other than those intended. It is critical that the Sahel 21 message be pre-tested and evaluated as the VSV implementation proceeds over the coming years, to confirm that the messages are getting through. Messages may be mis-perceived or simply not

understood, and the unintended consequences can be startling. The state-of-the-art techniques of polling and public opinion survey research are recommended to assure that the message is being understood and is making an impact on participation, transparency, etc. Survey research can also yield information on facts, attitudes and conditions, and may be particularly useful to assess social stratification, lifestyles and income patterns, as well as attitudes toward reform, government policies, democracy, and the VSV. There are different audiences, including diverse ethnic groups, and various socio-economic strata among both urban and rural populations. Consideration is recommended for a long-term contract to develop Sahelian institutional capacity for a system of feedback including polling, with support and oversight by outside technical expertise.

**9. Nation-building and Region-building.** An effective media and public awareness campaign for VSV has great potential to build towards values which help to build just and equitable social and economic systems based on democratic values, and which counteract socio-economic as well as ethnic divisions. As success stories develop and values are reenforced, Sahelians will have an opportunity to view and understand experiences from different tribal cultures, and different parts of their own countries and the region. It will be important to maintain a representative variety of cultural expressions through the media coverage and the awards programs. As values relating to respect, cooperation and compromise are strengthened, and as Sahelians in remote areas learn about their compatriots from different regions and ethnic groups, hopefully a greater sense of national and common human identity will emerge. Ethnic and national identities may eventually grow into a regional identity, paving the way to successful regional integration. While Sahelians already have a sense of regional identity, further convergence is needed to pave the way to a "United States of the Sahel."

### **C. Public Awareness Strategy**

Public awareness is closely related to media, and should be coordinated with the media strategy. Yet public awareness includes actions which are beyond the realm of media, such as campaigns and competitions. The consultant recommends supplementing the media and action strategies with a public awareness strategy.

**1. Public awareness campaigns.** Initially, a public awareness campaign could supplement and reenforce the media campaign to educate the Sahelian public and their partners about Vision Sahel 21, and the approach which the CILSS is taking. The campaign should be carefully timed to support demarches and other efforts to mobilize national government support and donor partnerships. Premature promotion of public awareness can damage the credibility of the VSV movement, so it is important that publicity be tailored to reality and firm intentions. An early publicity campaign featuring VSV goals and values could mobilize support. As commitments of key national ministries and donors are obtained over the initial months and years of Vision implementation, awareness campaigns can be adjusted in intensity and content.

**2. Posters and Publications.** Public awareness campaigns include posters and pamphlets or publications to provide information on VSV, e.g. featuring the goals and values of Sahel 21, to

facilitate publicizing the message through media and posters, as well as competitions about what VSV means to various elements of the Sahel's diverse population (social strata, ethnic groups, emigres, NGO reps, etc). As the momentum of the VSV builds, both the Message and public awareness campaigns can be adjusted to enhancing public understanding of VSV goals, values and principles, development activities, policy reform and debate, and other messages.

A sound public awareness strategy can help to bridge gaps of interpretation as well as socio-economic, cultural and tribal differences. Communication is key to helping people understand each other and respect and value their differences.

**3. Competitions.** The Gambia has already successfully executed an artistic and literary competition for the preparatory phase of Sahel 21 which provides a good model. Competitions provide an excellent technique for both publicity and participation. Periodic competitions should be organized as part of each national program. Perhaps a specialized NGO could be engaged to manage these, or different Commissions and sub-commissions could organize periodic contests.

**4. Vision Sahel 21 Awards Program.** Awards Programs are effective public awareness tools. Awards generate a great deal of awareness through the nomination process, followed by an event and media publicity when awards are announced. They attract attention to and reward the types of action and behavior which are honored through the awards granted. Awards can be reinforced with cash prizes to enable recipients to continue their work. The Hunger Project in the U.S. has operated principally through an annual awards program to mobilize attention to their issue. Awards dinners or ceremonies offer excellent opportunities to honor and reward excellent performance, while attracting attention and support for the movement.

The consultant recommends a Vision Sahel 21 Awards Program to be launched early in the implementation of VSV. This by itself will attract media attention at the time of announcement, launching of the nomination process, and awards presentation. It will provide opportunities for media coverage both of the awards related events, and of those receiving awards, thereby showing the types of actions which VSV promotes to build its Vision. An awards program will focus those who are interested in the Vision Sahel 21 to reflect on awards categories and submit nominations. Awards could be for honoring individuals who have provided leadership for Sahel 21 at both the national and regional levels; award for Commission work in strategy preparation; mobilizing support and partnerships; platform contributions (a set for each of the four platforms at the Banjul conference, plus local elected officials and the media); and for best contribution to the values of the Vision: democratic participation, transparent management, respect for individual rights, and cooperation/compromise. Eventually, the Awards Program could be expanded to include awards for innovative or effective examples of local action, both process and technology; actions taken to support values and principles of the Sahel 21 Vision; creative business initiatives; or for individuals or associations which make the best contribution to policy analysis, debate and reform. It is important not to have too many awards, as the effect on publicity may become diffused. And it will be important to include examples from among those who have participated in Sahel 21, as well as those who have exemplary performance but have not been involved intimately. The latter awardees will help to broaden support and respect for the VSV.

## **VI. STRATEGIC APPROACH: NATIONAL IMPLEMENTATION**

### **A. Strategic Planning for Development and Policy Actions**

Strategic planning at the national level begins with the process of restitution, and culminates in the preparation of Strategic Plans for Phase I of Vision Sahel 21. The process is proposed to guide the stages from restitution to mobilizing additional partners and developing specific actions. Phase I would define priorities in the "Monde Rural" in an integrated manner with relevant actions from other priorities. Phase II would focus on business development and economic diversification, also in an integrated manner, and operate concurrently with continued Phase I implementation. Phases III and IV would progressively expand and consolidate the breadth and depth of VSV coverage throughout rural and urban areas. By the end of Phase IV, VSV activities and values would be expected to continue on a self-sustainable basis, reflecting a federated, democratic and peaceful Sahel with a coherent and integrated process of governance based on democratic values and supported through a strong civil society and private sector.

The following steps are recommended for the process of strategic planning:

1. **Restitution at the National Level.** Participants in the Sahel 21 process will integrate the results of the Banjul Forum into a national Sahel 21 document. This document will reflect the preliminary Vision Sahel 21 at the national level, which will subsequently be validated and confirmed through an expanded national process. The process of restitution will initiate two additional tasks: 1) expanding participants, partners, projects and resources; and 2) defining the focus and priority actions for the strategic plan for Phase I activities. Attendees would bring information on key national partners to the restitution meeting, and discuss potential partners and projects which should be tapped or integrated into Sahel 21.

2. **Partnership Expansion: Partners, Projects and resources.**

The Vision Sahel 21 process must be expanded beyond the 600 or so persons contacted within each country. The VSV must organize effectively, and benefit from, the finest talents, technical knowledge, intellectual capital and entrepreneurial skills available in each country. Before the VSV process begins to focus its efforts, key national actors should become involved, including government officials responsible for development planning and technical implementation, donors, NGOs, IGOs and civic, intellectual and business leaders. Each of these partners will have different roles to contribute at different stages.

Not all partners should be on each sub-commission, but each should feel that they can access the sub-commissions. At the technical level, it will be critical to include leading experts, both academic and technical, in strategic discussions, so that meetings are "informed" with state of the art knowledge.

Along with the restitution, sectoral sub-commissions should identify:

- other appropriate partners, governmental, civic, IGOs and donors. Some partners may be important at the technical level, while others are key for planning and mobilizing actions and resources. Thus, the list of potential partners must be reviewed strategically to target those essential for participation at each level. Effective diplomacy will be required to engage participants at the appropriate level without alienating them. A flexible and supple process will have to be established for coordination, to assure that contributors feel supported rather than impeded, and that their contributions are acknowledged and valued. A strategy is required for enlisting partners, including a plan for demarches to engage additional partners and a strategy for enlisting them.
- relevant projects among donors, IGOs, NGOs and civil society. This list can be expanded, but it will be important to know the best examples of success and technical innovation in order to support the best interventions. There will later have to be opportunities to present and share projects and approaches, so that agreement is reached on priority actions.
- other resources available in the country or region, such as financial; scientific, economic or social research; technology; networks and information; and proven approaches or processes for successful participation and local management of community activities.

**3. Regional Strategic Focus.** The national Vision Sahel 21 strategies will be consolidated into a regional strategy based on national priorities. This focus will become the Vision Sahel 21 Regional Strategy Plan (RSP). The RSP will set broad strategic objectives, to accommodate possible divergences or inconsistencies which could theoretically emerge among national SPs.

**4. National Strategic Focus.** Based on the regional VSV guidance, the national groups will meet with expanded partners to validate and refine the National VSV Strategy, and to develop implementation recommendations for presentation to a National Vision Sahel 21 Conference. Ministries of Plan should be an integral part of this process, as well as Ministries of Agriculture and other technical Ministries. Key donors should also be involved. The organizational setup is extremely important, as it will determine the quality of work and coordination. The use of existing institutions and resources (for example, University professors and civil society representatives) will enhance professional skills and reduce the requirement for financial resources. To the extent possible, VSVCs should aim at minimizing costs while assuring a high professional quality of work. Consultants may be hired as required to supplement the process.

The Sahel 21 Vision planning process can build on important ongoing regional activities and processes such as the International Desertification Convention, which is important to the CILSS and the region. It should also take into account national structural adjustment programs and

activities of relevant regional organizations. Sahelians and representatives of regional organizations and processes should be integrated into the VSV process as expanded partners.

Sectoral sub-commissions can be established under the direction of an appointed chairperson to establish recommendations for a focus with a set of country- and region-specific priorities. These groups or a variation thereof can be formalized as sub-commissions of the VSV Strategy Planning process, and could continue their work in the context of the VSV Launching Conference proceedings. Their recommendations would be presented to the VSV Commission or the VSV Conference at a plenary representing all groups, so that a coherent set of coordinated actions can be agreed upon in a participatory fashion.

Strategic Plans (SP) developed for Sectoral Sub-Commission would address the following:

- \* Overall objectives and priority interventions;
- \* Strategy by priority for achieving goals over 10-15 years;
- \* Overall approach to mobilize participation, sustainability considerations, policy/administrative constraints, etc.;
- \* Partners: current and proposed, and brief description of nature of involvement;
- \* Monitoring/field visits by Sectoral Commission or delegees;
- \* Media/Public Awareness strategy: Opportunities to share information;
- \* Plans for Annual review to assess progress, specific accomplishment/results, constraints; action plan for future; policy reform priorities; action plan for policy reform (through comite restraint)
- \* Means required, means available, and proposal to mobilize resources.

For each priority action within their Strategic Plans, the Sectoral Sub-Commissions shall provide the following information:

- \* Naming of leader and membership of sub-groups to implement action;
- \* General plan for 3 years, and detailed plan for first year, including participation, monitoring and feedback, and sharing information and experience among activities;
- \* Description of current partners/activities and strategy for expanding partners;
- \* Monitoring/field visits by Sub-commission or delegees;
- \* Means required, means available, and how team proposes to mobilize resources. (This discussion will include cost effective considerations, such as : participants and members financing their participation through their employee agencies; holding meetings in central locations to minimize travel and per diem requirements; integrating the implementation of VSV objectives into on-going activities; and coordinating informally as part of on-going networking.

##### **5. National Conference to Launch Vision Sahel 21.**

A conference in each country would bring together the key partners for the VSV: 1) rural participants of the Sahel 21 process, 2) representatives of civil society which developed platforms,

3) relevant Ministries and national government agencies, 4) donors, 5) national and international NGO partners and 6) Inter-government organizations. The partners will discuss and debate the restituted National Vision Sahel 21 document, review and assess Sectoral Commission proposals, and debate and approve a final strategy for VSV, provisionally if changes are required. The VSV Strategy could be updated periodically as more actors and actions are included. Ultimately, over time, the VSV Plan could become an important component of the National Development Plan. The conference would also make recommendations on the focus and implementation plan for Phase I, discuss how collaboration will occur, approve a framework for coordination and concert, approve the composition and organization of VSV Commissions and Sectoral Commissions and establish guidelines, standards and procedures for monitoring and evaluation.

## **B. National Vision Sahel 21 Vision Structures**

The structures to implement the Vision Sahel 21 should be staffed with leaders from civil society, government and donors who work in related fields in their official functions, and can provide time to carry out the objectives of the VSV. The structures should be supple and flexible, so that they can be adapted to challenges as they arise. Individuals should be selected for their competence and commitment, rather than their official position. They should continue to function in their official positions, and carry out the work of the Commissions part time. Commissions should contract out work as necessary, or use their own members on a reimbursable basis, if oversight and transparency governs the contracting process. Commissions may seek funds from donor and government sources, as did the Sahel 21 process prior to Banjul.

The following structures are recommended:

1. **Vision Sahel 21 Commissions at national level.** Each CILSS member state will have a structure for implementing Vision Sahel 21, building on and expanding the structures which coordinated the preparation for Banjul. The national Vision Sahel 21 Commissions (VSVC) will be restructured and expanded to include top level government officials and donors, as well as civil society and NGO leaders. Members should be selected based on competence and commitment as well as official positions. The Commission could be lead by a triumvirate of leaders representing civil society, a key Ministry such as the Ministry of Plan and a key donor. These positions could rotate every 1-3 years, perhaps alternate years to provide change as well as continuity. The triumvirate could be appointed by its own representatives of civil society, government and donors respectively, so that accountability and quality of leadership would be assured by these various constituent representatives on the VSV Commission. Each of these leaders would be required to serve on at least one Sectoral Sub- Commission, e.g. for priority development areas, policy, media, and public awareness. Thus they would be well informed participants of VSV activities. The Commission would be formalized in each country, and be responsible for establishing coordinating mechanisms and sub-commissions as necessary. Since VSVC members will represent key national and donor organizations, the administrative work of the Commission would ideally be handled by their offices, with little or no need for a permanent staff.

The VSV Commission should be representative of the key actors from civil society, government and donors. The membership would be weighted in favor of civil society, from which the majority of the members should be drawn, representing the key elements of civil society in the Sahel 21 process (but not necessarily the same individuals over time). These members would also serve on sectoral Sub-Commissions for priority development areas, policy, media, and/or public awareness.

The VSV Commission will coordinate the development of National Vision Sahel 21 Strategic Plans, synthesizing and summarizing strategic plans from the Sectoral sub-commissions. Sectoral plans will prioritize actions and elaborate implementation arrangements.

With respect to implementation, the Commission will approve plans of all sub-commissions, and will provide oversight for the coordination of VSV development activities with the work of the Media and Public Awareness Sub-Commissions to assure a coordinated approach to building knowledge, support and participation in the Vision Sahel 21 process. The Commission will assure that coordination continues as appropriate for implementation among the various Strategic Plans. It will establish procedures for addressing problems or conflicts which may arise, both within and among sectoral sub-commissions. It will meet quarterly to review the status of key activities and to assess overall progress and to make adjustments as necessary in media, public relations and conference schedules.

The Commission will also provide overall guidance, orientation, coordination and review of progress and results to assure that the Vision Sahel 21 process remains targeted, effective and builds increasing popular and donor support.

**2. Secretariat and Coordinating Mechanism.** A Secretariat would serve as the overall coordinating mechanism for VSV, making recommendations and reporting to the VSV Commission. The Secretariat structure will remain light, carry out the planning, synthesis and preparatory work between meetings, and report to the VSV Commission and its high-level representation. The Commission would resemble the steering committee which guided the pre-Banjul. Initially, the Secretariat may be composed of part-time volunteers or staff on detail from other organizations.

### **3. Framework for Vision Sahel 21 Cooperation and Partnership.**

A Framework for VSV Coordination and Partnership is recommended to integrated local, NGO and donor programs into the VSV process. This could best be accomplished through a flexible agreement which commits partners to respect key VSV values and priorities within the context of their autonomous activities, and to participate as appropriate in information-sharing, planning and media/public awareness activities. Based on the principles which confirm the efficacy of federated and decentralized structures and management, the VSV 's cooperation framework will be flexible and supple to maximize the efficiency and minimize the "weight" of bureaucratic structures. Thus, information exchange could function through brief reports or Internet exchanges, rather than meetings. Most partners will be experienced development agents, and bring valuable experience and resources to the VSV. The framework for cooperation and partnership will

respect the autonomy and skills of all partners. It will focus on commitment to values and processes which support the participatory and democratic evolution of the Sahel along the lines described in the Vision Sahel 21 Strategic Plan. Partners will have complete autonomy to implement their programs, with coordination and information sharing for the enrichment of all. The Framework agreement will also commit to providing central support at the level of the VSV Commission and sub-commissions sub- for administrative and policy issues which programs may encounter, and for sharing the state of the art information and technology from other programs. The objective of the Framework for VSV Cooperation and Partnership is to build a cohesive and integrated movement toward common objectives, with complete respect for differences so long as key values are respected. Partners are intended to be supported rather than impeded, and know that their contributions will be acknowledged and valued.

The Framework will attempt to coopt as many local groups, NGOs and donors, with their activities, as possible into the VSV implementation process. The Framework approach allows the CILSS to build towards a nation-wide and eventually region-wide harmonization of approaches and values.

**4. Sectoral, Media and Public Awareness Sub-Commissions.** The national VSV Commission will establish sub-commissions for development, policy reform, media, public awareness and other priority action areas or variations thereof, as logical and efficient to implement priorities efficiently. Sub-commissions will be responsible for the coordination and monitoring of actions to implement their components of the VSV Plans. Their responsibilities will include, but not be limited to, assuring that appropriate actions are initiated, information on "best practices" is available, resources are mobilized, support is obtained, progress is maintained on implementing actions, policy and other constraints are identified, assessed and addressed coherently, and that their programs expand throughout the country over time.

The VSV Commissions may, at the recommendation of sectoral sub-commissions, establish additional sub-groups or sub-commissions. Sectoral sub-commissions may establish working groups to manage specific subject areas, such as policy/administrative issues, land tenure, infrastructure, facilitation/training, coordination with other priority areas, researching special requirements, mobilizing resources, or additional constraints or themes which may arise. Working groups will be established as appropriate and necessary for the participatory, efficient and coherent preparation and implementation of VSV actions.

The VSV Commission may establish monitoring and reporting requirements for project participants, commensurate with their capacity to carry them out, to assure feedback and the efficient flow of information. Within projects, participants will be encouraged to integrate a system for monitoring and evaluating program impact. This system can be used for planning corrective actions and additional phases of assistance. Brief field reports and field visits will be used to monitor progress within their priority area. Sectoral sub-commissions will meet at least quarterly to review progress and plan next steps, and to prepare a brief, but consolidated progress report for the VSVC. They will also organize support for their groups as required, e.g.

assist with networking with other partners, provide contacts for curriculum and program development, facilitate contacts for training of trainers, access to technology, assistance with fund-raising, proposal preparation, and other implementation needs of Sahel 21 local actions.

Sectoral sub-commissions will prepare periodic reports, no less than once per year, on policy and administrative constraints encountered in program implementation. They will establish policy groups as appropriate to address these constraints, in tandem with other sectoral sub-commissions as appropriate, and will provide networking support and fund-raising support to these groups.

Each sectoral sub-commission will develop a strategic plan to prioritize actions and elaborate implementation arrangements. Strategic plans will outline the working groups created for specific tasks, approximate dates and agendas for meetings and other coordination actions, plans to integrate relevant resources groups (those not included to date or present at the Conference), review and synthesis of "state of the art" information or processes which have been successfully applied through experience in the country, and other pertinent information.

Sectoral sub-commissions will organize an annual national conference or seminar to share experiences among projects and programs in their sectors, review progress and constraints, assess policy and administrative constraints, and develop an annual work plan within the context of an updated 3-year strategy framework. The purpose of the conference will be to bring together the key actors involved in implementing programs, along with other resource persons and/or training opportunities.

Sectoral sub-commissions will encourage one of the partners within their sector who has sufficient capacity and resources to develop an overall Monitoring Plan (MP), with a data base and information monitoring developed with key program managers. The MP, if it materializes, would will use available data; establish a plan for participatory monitoring and base-line data collections; and use GIS if possible and pertinent. Sophisticated GIS and other data bases, along with computer capacity, exist in most countries, and should be used to monitor not only food security but progress in implementing the VSV. The CILSS through AGRHYMET can support this aspect of program monitoring.

Every second year, the CILSS will organize a regional conference for sectoral areas, so that each country can present their agenda and accomplishments, and can share their experiences with other like-minded actors throughout the region.

## VII. THE ROLE OF CILSS

### A. Coordination of VSV Implementation.

The focal point for the coordination and implementation of all aspects of the Vision Sahel 21 strategy is the CILSS. The Heads of State in Banjul, on September 12, 1997, charged the CILSS and the Club du Sahel to "research the approaches and means, within the same spirit of a broad consensus, to implement effectively the recommendations of the Declaration of the Forum of Sahelian Society and the Banjul Memorandum."

The fundamental mandate of the CILSS is expressed through the Vision Sahel 21. The Vision is designed to lift the Sahelian region out of poverty and food security challenges, into a dynamic and sustainable economic growth scenario where people's needs are met in the context of a just and equitable social and economic order, consistent with respect for Sahelian values.

The Sahel 21 Vision represents a bold attempt to address food security in a coherent and integrated manner. It should be viewed through the *raison d'être* of the CILSS, which is to assure food security through avoiding future famines. Food security has been defined as the ability of a country (or a household unit) to either grow sufficient food or to purchase it through income gained from other sources. The Sahel remains a fragile ecological zone, perhaps more stressed and vulnerable than ever owing to increased population and natural resource pressures. The overall development and economic diversification of the Sahelian countries since 1973 has not been so great as to assure food security. The five priorities and all associated actions defined by the Sahelian people in the context of Sahel 21 can be viewed in terms of their concern to overcome their ecological and economic vulnerabilities, so as to ensure food security. Natural resource management is another optic for viewing food security, since the majority of Sahelians continue to derive their income and consumption through agriculture (broadly defined to include livestock), and collectively, agriculture remains the backbone of the economy. Thus, the five areas of priority actions defined in Sahel 21 do not move away from food security, but represent a comprehensive effort to organize development efforts in support of food security in a broad sense. Food security can be achieved through agricultural growth and broad-based, equitable economic diversification, built with the productive and remunerative employment of all Sahelians.

### B. New Cadre of CILSS

While Vision Sahel 21 represents a continuation of CILSS' mandate, it also requires an evolution to enhance CILSS' capacity to implement this bold and ambitious initiative. The key responsibilities of the CILSS, to which its institutional capacities and structure should respond, include the following:

1. **Vigilance re Food Security/Monitoring.** The CILSS must continue to assure that famine does not occur in the Sahel, with the devastation and economic set-backs that accompanied previous famines, especially the 1973 famine. This role constitutes a critical preventive function which must not be dropped until the economic security and resilience of the Sahel and its poorest citizens is assured.

2. **Vision Sahel 21 at National Level:** Oversight, facilitation, support, management and evaluation of strategy process and implementation. In this regard, the participatory process is as important as the final strategies for actions, media and public awareness. The successful outcome of Vision Sahel 21 may, over the long term, provide not only food security and economic security, but political evolution along democratic, participatory lines, and the evolution of civil society development within a context of sound democratic principles. To this end, the CILSS must coordinate the development of an operational framework for the Sahel 21 Vision Strategy and Action Plans at the country level. It must provide continual guidance and monitoring for the implementation of this framework, and pay particular attention to the regional aspects of the strategy.

Several distinct aspects of the VSV require CILSS' management:

- **VSV Strategy Plans.** The CILSS must coordinate the development of operational frameworks for the Sahel 21 Vision Strategy Plans at the country and regional levels;
- **Resource Mobilization.** The CILSS must support and facilitate each national VSV Commission to mobilize resources for strategic planning and monitoring, through local donors and other mechanisms. The CILSS must also support and facilitate national VSV Commissions to mobilize resources to implement its action plans. The CILSS must prepare the way and facilitate coordination with appropriate national ministries and contacts with donors and the Club du Sahel. A key challenge for the CILSS is to assist Sahelian groups to mobilize resources locally and internationally.
- **Pilot Activities and Development Actions.** The CILSS must continue to develop regional "cutting edge" pilot activities and development actions, to support the National VSV Plans, with the goal of implanting the best of these activities into bilateral programs in a sustainable way. The CILSS has in the past, and must continue to serve as a leading edge for key policy and program areas related to food security and food security monitoring and famine early warning systems, along with related environmental sustainability; regional and international trade; population policy and family planning; and socio-economic considerations related to agricultural production. The CILSS is well situated to continue this process as a neutral forum for strategic planning and policy debate. The CILSS Programmes

Majeurs can be updated and rationalized to support VSV. Significant work has been accomplished in the CILSS regional programs, in economic policy and cutting-edge pilot activities such as food processing and solar-powered water pumps. This work is relevant to the Sahel 21 Vision and should be factored into focus priorities for the national programs;

- **Policy Debate and Consensus-building.** The CILSS provides an effective and proven forum for focusing policy issues and debating reforms. Many policy constraints must be alleviated to achieve a just economic and social order, and to harmonize policies over time toward a coherent regional policy framework based on Sahelian values which protects fundamental human and economic rights. An appropriate role of the CILSS, which no other regional or national institution currently possesses, is to assure that policy issues are identified through the national level programs; identify and organize issues from country actions, coordinate participatory assessment of options, organize regional debate, coordinate national debate, and support consensus-building for policy reform;

3. **Vision Sahel 21 at Regional Level.** Priority 5 is logically an area to be addressed at the regional level. As the regional instigator of the VSV, the CILSS should take responsibility for coordinating national participants in this aspect of the VSV implementation. The CILSS should develop a specific strategy for the fifth priority, with appropriate participation from member states, and based on inputs and opinions at the national level. A special unit could be created in the CILSS to coordinate and implement the Regional Integration aspects of the VSV.

- **Regional VSV Commission.** The CILSS should create a Regional VSV Commission to address regional integration. This group, with CILSS support, could collaborate with OIG's such as ECOWAS and UEMOA which embrace many West African countries and have a regional integration mandate. The implementation of specific regional actions could also be delegated to a lead country which CILSS could appoint for this purpose.
- **Economic Policy Coordination.** The Regional VSV Commission or a sub-commission should coordinate the regional aspects of economic policy and agricultural policy coordination for the VSV, which should collaborate with national Commissions which address agricultural and economic policy reform.

## VIII. TECHNICAL ASSISTANCE FOR STRATEGIC PLANNING

Technical assistance proposals for strategic planning are set forth below. These requirements should be subject to the local availability of resources, and appropriate adjustments made. The consultant has attempted to minimize assistance requirements, and has assumed that some work will be performed by permanent staff of CILSS and Sahelian countries who serve as members of Commissions and sub-commissions, and of the organizations that they represent. Consultants are proposed to assist sectoral sub-commissions. Many government and donor participants will have the capacity to carry out discrete information gathering functions and partners will be encouraged to provide some functions to less well-endowed actors such as local communities and NGOs. These functions could include information-exchange, training, monitoring and evaluation systems and other resources. The VSV implementors should rely on contributions by national and donor programs to the maximum degree possible.

Sahelian consultants should be hired whenever possible, to take advantage of their knowledge of the Sahel, and to build capacity which resides in the Sahel and remains available. The proposed plan should be reviewed with this objective in mind. Where possible, training should be organized for Sahelians in areas where skills already exist but are not yet "state of the art." or Training should also be provided through sectoral sub-commission programs where significant demand and capacity will be required, e.g. for facilitation and participatory team building, water resource management and infrastructure construction and maintenance (including solar pumps), sustainable environmental practices and many other discrete areas. Existing national or donor programs should be encouraged to provide training in relevant sectors. Sahelian consulting firms should be tapped to carry out training, and they in turn should receive state of the art "topping off" training where possible to assure that they stay up to date with the most effective techniques.

**Table 4: Technical Assistance Plan for Vision Sahel 21**

<b>Purpose/Date (est):</b>	<b>Sahelian/Person Months (PM)</b>	<b>Expatriate/PM</b>
<b>Restitution National/ Resource Profile/ Focus for Phase I / 1998</b>	<b>2 PM/country to participate in Restitution and Phase I Focus, and Coordination of Resource Profile = 18 PM total</b>	<b>Club du Sahel staff and counselors to CILSS participate as available (In-kind)</b>
<b>Restitution CILSS/ Focus of Strategy/1998</b>	<b>2 PM (or use CILSS staff incl. Programmes Majeurs): participate in focus workshop and write regional focus strategy</b>	<b>2 PM (or use Club du Sahel staff): participate in focus workshop and write regional focus strategy</b>
<b>Sectoral Focus and Implementation Planning/1998</b>	<b>12 PM to support Sectoral Commissions upon request</b>	<b>12 PM to support Sectoral Commissions upon request</b>
<b>Regional Programme Majeur Strategy/ 1998</b>	<b>3 PM to review PMs, prepare and facilitate CILSS regional workshop and advise on Regional Strategy</b>	<b>3 PM to review PMs, prepare and facilitate CILSS regional workshop and advise on Regional Strategy</b>
<b>Media Strategy/ 1998</b>	<b>4 PM to visit CILSS countries, participate in workshop, advise on and draft Media Strategy; 2 PM polling expert to plan media testing/surveys TOTAL 6 PM</b>	<b>4 PM to visit CILSS countries, participate in workshop, advise on and draft Media Strategy; 2 PM polling expert to plan media testing/surveys TOTAL 6 PM</b>
<b>Public Awareness Strategy/ 1998</b>	<b>2 PM to visit CILSS countries, participate in workshop, advise on and draft Public Awareness Strategy</b>	<b>2 PM to visit CILSS countries, participate in workshop, advise on and draft Public Awareness Strategy</b>

<b>Purpose/Date (est):</b>	<b>Sahelian/Person Months (PM)</b>	<b>Expatriate/PM</b>
<p><b>Preparation of Focus Resource Papers for VSV Strategy/ 1998</b></p> <p>(Joint Sahelian and expatriate teams to cover all countries, after Sectoral Commission has initiated work, and also to make recommendations at regional level.)</p>	<p>-- 2 PM for state of art paper on integrated focus on water and soil fertility</p> <p>-- 2 PM Population/Health: integrated focus and demand for FP (CERPOD)</p> <p>-- 3 PM (with expat team) to review &amp; recommend Small Business and Microenterprises strategy: credit and business incl. youth and women</p> <p>-- 2 PM to review &amp; recommend strategy re transport &amp; communications</p> <p>-- 3 PM to review policy re access to land and recommend strategy</p> <p>-- 3 PM to review policy re business environment and recommend strategy</p> <p>-- 2 PM (CILSS staff?) to review regional trade and competitive transportation and propose strategy</p> <p><b>TOTAL = 17 PM</b></p>	<p>-- 2 PM for state of art paper on best practices in participatory facilitation techniques</p> <p>-- 2 PM for regional IC campaign re demand for FP (CERPOD)</p> <p>-- 3 PM (with expat team) to review &amp; recommend Small Business and Microenterprises strategy: credit and business incl. youth and women</p> <p>-- 2 PM to review &amp; recommend strategy re transport &amp; communications</p> <p>-- 3 PM to review policy re access to land and recommend strategy</p> <p>-- 3 PM to review policy re business environment and recommend strategy</p> <p>-- 2 PM (CILSS staff?) to review regional trade and competitive transportation and propose strategy</p> <p><b>TOTAL = 17 PM</b></p>
<p><b>Regional Policy Strategy/ 1998-9</b></p>	<p><b>2 PM to review policy work, prepare and facilitate regional policy workshop and advise on Regional Policy Strategy</b></p>	<p>2 PM to review policy work, prepare and facilitate regional policy workshop and advise on Regional Policy Strategy</p>
<p>National Conference to Launch Strategy: 1998-9</p>	<p>-- 2 PM (4 x .5 PM) to facilitate Conference</p> <p>-- 10 PM (10 x 1 PM) to serve as Resource Persons and synthesize final strategy (person who prepared Focus paper)</p> <p><b>TOTAL = 12 PM</b></p>	<p>-- 1 PM (2 x .5 PM) to facilitate Conference</p> <p>-- 10 PM (10 x 1 PM) to serve as Resource Persons and synthesize final strategy (person who prepared Focus paper)</p> <p><b>TOTAL = 11 PM</b></p>
<p><b>SUBTOTAL for Restitution/Focus</b></p>	<p><b>58 PM</b></p>	<p><b>53 PM</b></p>

<b>Purpose/Date (est):</b>	<b>Sahelian/Person Months (PM)</b>	<b>Expatriate/PM</b>
<b>Phase I : 1999-2003 Implementation Start-up/ 1998-9</b>	<b>12 PM to support Sectoral Commissions upon request</b>	12 PM to support Sectoral Commissions upon request
Polling Assistance/ 1999	12 PM to initiate polls and surveys (1.5 PM/country)	5 PM to initiate polls and surveys (.5 PM/country)
Polling Surveys Annual/2000-03	18 PM (2 PM/country)/year TOTAL: 72 PM	3 PM (Oversight/feedback)/yr TOTAL: 12 PM
Mid-term Evaluation of Phase I: 2001	4 PM per Sector, plus Policy, Media, Public Awareness, regional program = 36 PM	4 PM per Sector, plus Policy, Media, Public Awareness, regional program = 36 PM
Final Evaluation of Phase I: 2003	4 PM per Sector, plus Policy, Media, Public Awareness, regional program = 36 PM	4 PM per Sector, plus Policy, Media, Public Awareness, regional program = 36 PM
Subtotal: Phase I	168 PM	89 PM

<b>Purpose/Date (est):</b>	<b>Sahelian/Person Months (PM)</b>	<b>Expatriate/PM</b>
Phase II: 2003-2007 Strategic Planning (Continue Phase I Actions)	-- 4 PM for review/strategy of agro-industry and economic diversification -- 4 PM for review/strategy on urban poverty: focus on youth and women -- 4 PM for review/strategy of Business Development: credit and enabling environment -- 4 PM for review/strategy of infrastructure for agriculture and industry -- 4 PM for review/strategy of policies to remove impediments to economic participation -- 4 PM for review/strategy of regional economic integration: harmonize economic policy TOTAL = 24 PM	-- 4 PM for review/strategy of agro-industry and economic diversification -- 4 PM for review/strategy on urban poverty: focus on youth and women -- 4 PM for review/strategy of Business Development: credit and enabling environment -- 4 PM for review/strategy of infrastructure for agriculture and industry -- 4 PM for review/strategy of policies to remove impediments to economic participation -- 4 PM for review/strategy of regional economic integration: harmonize economic policy TOTAL = 24 PM
<b>Phase II Sectoral Implementation Startup: 2003</b>	<b>12 PM to support Sectoral Commissions upon request</b>	12 PM to support Sectoral Commissions upon request
Polling Surveys Annual/2004-08	18 PM (2 PM/country)/year TOTAL: 90 PM	3 PM (Oversight/feedback)/yr TOTAL: 15 PM
Mid-term Evaluation: Phase II & residual Phase I: 2005	4 PM per Sector, plus Policy, Media, Public Awareness, regional program = 52 PM	4 PM per Sector, plus Policy, Media, Public Awareness, regional program = 52 PM
Final Evaluation of Phase II & residual Phase I: 2007	4 PM per Sector, plus Policy, Media, Public Awareness, regional program = 52 PM	4 PM per Sector, plus Policy, Media, Public Awareness, regional program = 52 PM
Subtotal: Phase II	230 PM	155 PM

<p>Phase III: 2008-2012 Strategic Planning</p> <p>(Joint Sahelian and expatriate teams to cover all countries and also to make recommendations at regional level.)</p>	<p>-- 4 PM for review/strategy of rural world: agriculture and economic development and integration of values</p> <p>-- 4 PM for review/strategy of urban world and integration of values</p> <p>-- 4 PM for review/strategy of business environment and respect for individuals' economic rights</p> <p>-- 4 PM for review/strategy of regional economic integration: harmonize agricultural policy</p> <p>-- 4 PM for review/strategy of regional integration: federation and political integration</p> <p>TOTAL = 20 PM</p>	<p>-- 4 PM for review/strategy of rural world: agriculture and economic development and integration of values</p> <p>-- 4 PM for review/strategy of urban world and integration of values</p> <p>-- 4 PM for review/strategy of business environment and respect for individuals' economic rights</p> <p>-- 4 PM for review/strategy of regional economic integration: harmonize agricultural policy</p> <p>-- 4 PM for review/strategy of regional integration: federation and political integration</p> <p>TOTAL = 20 PM</p>
<b>Phase III Sectoral Implementation: 2008</b>	<b>12 PM to support Sectoral Commissions upon request</b>	12 PM to support Sectoral Commissions upon request
Polling Surveys Annual/2009-12	18 PM (2 PM/country)/year TOTAL: 90 PM	3 PM (Oversight/feedback)/yr TOTAL: 15 PM
Mid-term Evaluation of Phase III and prior Phases: 2010	4 PM per Sector, plus Policy, Media, Public Awareness, regional program = 56 PM	4 PM per Sector, plus Policy, Media, Public Awareness, regional program = 56 PM
Final Evaluation of Phase III and prior Phases: 2012	4 PM per Sector, plus Policy, Media, Public Awareness, regional program = 56 PM	4 PM per Sector, plus Policy, Media, Public Awareness, regional program = 56 PM
Subtotal: Phase III	234 PM	159 PM

<b>Purpose/Date (est):</b>	<b>Sahelian/Person Months (PM)</b>	<b>Expatriate/PM</b>
Phase IV: 2013-2018  (Joint Sahelian and expatriate teams to cover all countries and also to make recommendations at regional level.)	-- 4 PM for review/strategy of integrated rural and urban growth with stabilized population -- 4 PM for review/strategy of transparent and participatory governance, based on democratic values -- 4 PM for review/strategy of free and participatory civil society, with no undue restraints on economic participation -- 4 PM for review/strategy of infrastructure to be developed and expansion to be continued -- 4 PM for review/strategy of economic and political integration TOTAL = 20 PM	-- 4 PM for review/strategy of integrated rural and urban growth with stabilized population -- 4 PM for review/strategy of transparent and participatory governance, based on democratic values -- 4 PM for review/strategy of free and participatory civil society, with no undue restraints on economic participation -- 4 PM for review/strategy of infrastructure to be developed and expansion to be continued -- 4 PM for review/strategy of economic and political integration TOTAL = 20 PM
<b>Phase IV Sectoral Implementation Startup: 2013</b>	<b>12 PM to support Sectoral Commissions upon request</b>	12 PM to support Sectoral Commissions upon request
Polling Surveys Annual/2013-18	18 PM (2 PM/country)/year TOTAL: 90 PM	3 PM (Oversight/feedback)/yr TOTAL: 15 PM
Mid-term Evaluation of all Phases: 2015	4 PM per Sector, plus Policy, Media, Public Awareness, regional program = 56 PM	4 PM per Sector, plus Policy, Media, Public Awareness, regional program = 56 PM
Final Evaluation of all Phases: 2018	4 PM per Sector, plus Policy, Media, Public Awareness, regional program = 56 PM	4 PM per Sector, plus Policy, Media, Public Awareness, regional program = 56 PM
Subtotal: Phase IV	234 PM	159 PM
TOTAL: All Phases	924 PM	615 PM

## IX. RESOURCE AND BUDGET CONSIDERATIONS

### A. Resource Mobilization Approach

As noted in Section II.D. above, the implementation of the Sahel 21 Vision could and should integrate all the resources that Sahelians can muster, and that all partners and donors can provide. Donor partners will be requested to join the VSV implementation effort through a flexible cooperative framework which integrates VSV values and objectives, and shares information and experience, without altering development objectives. Private resources and Sahelian counterpart contributions (in cash and in kind) will constitute perhaps the most important component of VSV resource mobilization, since these are the lasting contributions which will assure the efficiency and sustainability of VSV actions.

The discussion of means in this section focuses on planning and start-up at the national level, and regional support and conferences to maintain the momentum of the Sahel 21 Vision. The means required for the implementation of VSV strategic plans should be addressed by expanded VSV Commissions at the country level, through donor and government partners, in collaboration with CILSS and the Club du Sahel.

As in the past, national VSV participants will mobilize local resources to the extent possible for the strategic planning process. The CILSS will support and facilitate each national VSV Commission to mobilize resources through local donors and other mechanisms. The CILSS will also support and facilitate national VSV Commissions to mobilize resources to implement its action plans. The mobilization will include coordination with national ministries as appropriate as well as contacts with donors. A key part of the process will be to assist Sahelian groups to mobilize resources, both locally and internationally. Both national and local level representation will be included in key demarches planned for the mobilization of resources.

The CILSS will raise funds required for the implementation of the regional strategy, in collaboration with IGOs, to carry out their respective responsibilities.

### B. Resource Mobilization Requirements

The following activities will require resource mobilization for strategic planning and launching the Vision Sahel 21:

1. Technical Assistance, as set forth in Table 4. Technical assistance should be procured in a way which maximizes continuity. Where specific skills are required more than once (for polling, sector expertise, evaluation, it would be ideal to structure an institutional contract which provides continuity of services and support for strengthening Sahelian skills. In this manner, perhaps more Sahelians can participate in this work, phasing out expatriate assistance earlier.

The technical assistance component incorporates:

- a. **Monitoring/Evaluation.** This is a key aspect of a "learning" institution. Evaluation findings will be valuable for mid-course corrections, and to assure that impact is being made. Without this tool, the results of the VSV may not be known.
- b. **Media Commissions, Public Awareness and Polling Capacity.** This is recommended as regional activity to take advantage of economies of scale, assure comparability and quality, respect transparency and assure timeliness.
- c. **National and CILSS/Regional Strategic Plan Preparation**

2. Workshops re the following:

- a. **Restitution**
- b. **Annual Commission Meetings:** annual workshops to review progress and plan next steps for all Sectoral Commissions at national level (3 days for each Sectoral Commission plus 2 days full VSVC; consultants required for workshops will be funded under workshop budgets except for Restitution/Focus.)
- c. **Annual regional workshops re media, public awareness, policy and CILSS regional program.**

3. Conferences

- a. **Launching VSV Conferences in each country**
- b. **Regional Conference for each Sectoral Commission every second year.**
- c. **National Launching Conference for Phase II, III and IV.**
- d. **Combine conferences with Chief of State Meetings when appropriate (as Banjul)**

**Table 5: Resource Requirements for Vision Sahel 21**

Activity	Restitution/ Focus/Strat	Phase I	Phase II	Phase III	Phase IV	TOTAL
Technical Assistance	58 PM Sah 53 PM Exp 111 Total	168 PM Sah 89 PM Exp 257 Total	230 PM Sah 155 PM Exp 385 Total	234 PM Sah 159 PM Exp 393 Total	234 PM Sah 159 PM Exp 393 Total	924 Sahel 615 Expat 1539 Total
Workshops - National	9	36	45	45	45	180
- Regional	4	16	20	20	20	80
Conference	9	24	33	33	33	132

**C. Use of Sahelian Experts**

To the extent possible, Sahelians experts will be utilized for consultancies, to take advantage of their knowledge and skills and to retain their valuable knowledge in the region. Where necessary, training should be provided to assure "state of the art" Sahelian skills. By the implementation of Phases III and IV, the majority of consultants should be from Sahelian sources. For specific skills which will be required regularly, such as strategic planning, monitoring, evaluation, polling and training of trainers, private Sahelian consulting firms and institutions should be supported so that these functions become available broadly and routinely for all VSV partners, and integrated into on-going work as well as specific VSV activities.

## Attachment 1

### PARTICIPATORY APPROACH TO MONITORING AND EVALUATION

Monitoring performance and evaluation are most effective and useful when they are integrated as part of an ongoing participatory process. This is the definition of a "learning" institution, where feedback is regularly sought and integrated into program adjustment and implementation. Designed correctly, a monitoring and evaluation system can have an impact far beyond the provision of useful data. A participatory monitoring system can *empower local participants by making them responsible for routine monitoring and information gathering.*

Participation is key to a successful monitoring system, both in terms of the initial design of the system and its indicators and in data/information collection. In a participatory monitoring and evaluation (M/E) system, the purpose of participation is to empower the stakeholder. Thus, the process of monitoring becomes a key ingredient in the overall construct of the program activity. The establishment of sound M/E systems has the potential to reinforce the Sahel 21 Vision's empowerment of communities and their leaders.

The participatory M/E model generally begins with a process of inquiry and dialogue through which all participants share information and ideas in a fashion that permits them to have a multi-dimensional perception of their own expectations and performance. The participants are asked to identify, analyze and prioritize their needs through a cause-and-effect relationship. Based on this process, they develop an agenda for common action, including the identification of preliminary indicators for assessing progress. For each factor which the group considers to be determinant, it is essential to develop one or more indicators. Subsequently, the participatory M/E process becomes the key means for collecting and analyzing data to assess performance results and the needs for the future.

Participatory models should respond to the following elements:

WHO: All actors, participants and stakeholders should be represented in discussions

WHY: To track all indicators and assess performance results and needs

HOW: Through a five-step process:

1. All actors have to validate all indicators in relation to their knowledge and capacities;
2. Data must be collected and shared/released, through a two-way process;
3. Auto-evaluation of performance, with assistance of NGO or donor;
4. Identify the problems or constraints; and
5. Make decisions with respect to future implementation and problem-solving

Key questions include: who receives the information; who will use/integrate/apply the findings; what kind of information is needed; when is the information needed; and in what format should the information be delivered.

Other key aspects of a Performance Monitoring Plan (PMP) include:

**Indicators.** All indicators for strategic objectives and key intermediary results should be addressed, with base line data and performance targets for each. Critical assumptions should also be identified and tracked. Indicators should be identified to measure participation and progress in 1) decision-making/power process; 2) economic environment; and 3) socio-political dynamics.

**Sample Selection and Sites.** The choice of sites to perform the sampling is critical. Obviously, all activities and sites cannot be covered, as this is a management-intensive and costly process (in terms of time and resources). Thus, the choice of sites must be representative, and sites should never change in order to ensure methodological rigor.

**Actors.** An effective M/E identifies and involves key actors and audience on a representative basis.

**Interventions to be monitored/evaluated.** These must be identified and described. The list can be representative or indicative rather than exhaustive: it is better to evaluate a few critical areas effectively, than to evaluate all areas superficially.

**Questionnaire.** Formulation of potential questions of interest to all actors and audience. The review/discussion of questions and the feedback/reformulation process serve as a training ground for participants to carry out surveys, and to evaluate findings.

## Attachment 2

## TERMS OF REFERENCE

## Assistance to the CILSS

## I. Introduction

Since November 1995, the Permanent Interstate Committee for Drought Control in the Sahel has steered a process by which Sahelians have charted a course for the future. This future course, or vision, of Sahel 21 was approved by the Heads of State of the nine Sahelian states at their 12th triennial meeting, held in Banjul on September 11-12, 1997.

## II. Objective

The objective of this consultancy is to draft a plan for assistance in preparing a regional and state-by-state plan for implementing the vision embodied in Sahel 21. Included in this strategy would be a plan for the provision of assistance in strategic planning, implementation and monitoring at both regional and state levels.

## III. Task

The consultant will travel to Ouagadougou, Burkina Faso; Niamey, Niger; and Bamako, Mali to work with the CILSS Food Security Counselor and Planning Counselor to draw up a proposed strategy for assistance to the various entities in implementing the plan. That strategy document should be brief and schematic, but will serve as the basis for discussion with member state delegations and other key partners.

## IV. Duration

The Consultancy will be approximately 23 working days in length.

## V. Deliverable

A draft strategy for providing assistance to the states and other entities in strategic planning and implementation of the vision over the 18-24 month period following the Heads of State meeting in Banjul.