

# **SADC, RESTRUCTURING, PRIORITISATION AND DONORS 2006-2008?**

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## **Table of Contents**

<b>Introduction.....</b>	<b>3</b>
<b>The trajectories of restructuring and prioritisation - SADC and its Secretariat 2006-2008.....</b>	<b>3</b>
<i>August 2006: Ministerial task force and job evaluation study .....</i>	<i>4</i>
<i>March and August 2007: Priority programmes for regional integration .....</i>	<i>4</i>
<i>November 2007: From ICM to Ministerial Clusters .....</i>	<i>5</i>
<i>February 2008: Restructuring the Secretariat .....</i>	<i>6</i>
<i>April 2008: Poverty focus .....</i>	<i>7</i>
<i>August 2008: Framework for capacity building .....</i>	<i>7</i>
<i>Towards 2009: What is happening?.....</i>	<i>9</i>
<b>SADC, foreign donors and thematic groups .....</b>	<b>10</b>
<i>Water Sector Reference Group .....</i>	<i>10</i>
<i>Politics, defence and security co-operation.....</i>	<i>12</i>
<b>Conclusion.....</b>	<b>15</b>

## **Introduction**

At the consultative conference between SADC and their international cooperating partners (ICPs) in Windhoek in 2006 agreement was reached on the *Windhoek Declaration on a New Partnership* between SADC and its donors. 2 years later, in Port Louis in April 2008, a new consultative conference took place between SADC and its donors. This time civil society and non-state actors were also invited.

A previous study has examined the nature of the Windhoek Declaration and made an effort to chronicle evolving relations between SADC and its international cooperating partners, including the role of emerging powers and SADC's new partners.<sup>1</sup> This paper provides an update, but more significantly also seeks to look at the bigger picture: Is SADC's capacity to advance regional co-operation and integration improving? How is SADC responding to calls for institutional improvement and a sharper focus? And how are donors responding to SADC's efforts?

## **The trajectories of restructuring and prioritisation – SADC and its Secretariat 2006-2008**

SADC has made a number of major decisions to ensure that its institutions and activities can advance regional co-operation and community building. Important milestones here were the 2001 Summit decision to centralize the coordination and implementation of SADC's programmes to a strengthened Secretariat in Gaborone together with the adoption of new strategic frameworks and priorities for action through the 2004 *Regional Indicative Strategic Development Plan* (RISDP) and the *Strategic Indicative Plan for the Organ on Politics, Defence and Security Cooperation* (SIPO).

However, it became increasingly clear that neither the restructuring nor the new priorities were sufficient to put SADC on a new course. SADC's "engine room" – the Secretariat – remained particularly weak in human and financial management capacity and in its ability to facilitate strategy development and policy harmonization. Furthermore, the RISDP and SIPO as blueprints for development were far too broad in its list of strategies, priority interventions and activities. Finally, there was a growing mismatch between SADC's institutional structures, financial resources and priorities.<sup>2</sup>

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<sup>1</sup> See E. N. Tjønneland, *From Aid Effectiveness to Poverty Reduction. Is foreign donor support to SADC improving?* (Foprisa Research Report no 4, Gaborone: Botswana Institute for Development Policy Analysis 2008) (available from [www.foprisa.net](http://www.foprisa.net)).

<sup>2</sup> For a background and further discussion see E. Tjønneland & G. le Pere, *Which Way SADC? Advancing co-operation and integration in southern Africa*, Johannesburg: Institute for Global Dialogue (*Occasional Paper No 50*, October)

Over the last two years a number of steps have been taken to address these shortcomings and failures. The chronology of discussions and decisions made by SADC's governing structures and institutions provides a good introduction to an understanding of SADC's efforts to deal with these issues.<sup>3</sup>

### ***August 2006: Ministerial task force and job evaluation study***

The first important steps were made at the *SADC Summit in Maseru in August 2006*. The discussion led to two important decisions. One was the decisions to establish a ministerial task force on regional economic integration. The task force comprised ministers responsible for finance, economic development, trade and industry. They were to advise on measures to scale up and to accelerate the implementation of RISDP with special attention to deeper economic integration issues. Furthermore, the Summit recommended a strengthening of the Secretariat, a review of the role of the Integrated Committee of Ministers, and called for a focus on selected priorities. The Council of Ministers instructed the Secretariat to carry out an evaluation of all staff positions with a view to realign the Secretariat's organisational structure to SADC's priorities. This "job evaluation study" was carried out by KPMG.

Parallel to the job evaluation study two related studies were carried out. The European Commission, through Ernst & Young, did a major institutional assessment of the Secretariat focusing on operating policies and procedures. Germany (through GTZ and inWent) in co-operation with the Secretariat commissioned a study of the capacity needs of SADC (which produced two reports; one on the Secretariat and one on SADC National Committees). These studies were to have an important impact upon subsequent efforts to deal with capacity constraints.<sup>4</sup>

### ***March and August 2007: Priority programmes for regional integration***

In *March 2007 the Council of Ministers* at a meeting in Lusaka invited the Standing Committee of Officials to reprioritise SADC programmes and projects abiding by the RISDP principles of "additionality" and "subsidiarity". The Committee met in

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<sup>3</sup> The discussion is based on two previous monitoring reports by the author, *SADC and Donors – Ideals and Practices. From Gaborone to Paris and Back* (Foprisa Research Report No 1, Gaborone: Botswana Institute for Development Policy Analysis 2006) and *From Aid Effectiveness to Poverty Reduction. Is foreign donor support to SADC improving?* (Foprisa Research Report no 4, Gaborone: Botswana Institute for Development Policy Analysis 2008), communiqués and briefings from Summit's and meetings of the Council of Minister's (usually available from [www.sadc.int](http://www.sadc.int)) and an important recent paper by H. Muller-Glodde & L. Giuffrida, "Making SADC work - Capacity Development: Key to SADC Secretariat's effectiveness", 25 pages, October 2008 (to be published by Trade Law Centre for Southern Africa).

<sup>4</sup> See KPMG, *Job Evaluation Report*, unpublished report commissioned by the SADC Secretariat (August 2007); Ernst & Young, *Institutional Assessment of the SADC Secretariat*, unpublished report commissioned by the Delegation of the European Commission in Gaborone (August 2007); E. Corne, *Institutional Capacity Development Needs of the SADC National Committees*, unpublished report commissioned by the SADC Secretariat supported by Germany through inWent (June 2007); and J. Kasanga et al., *Institutional Capacity Development Needs of the SADC Secretariat*, unpublished report commissioned by the SADC Secretariat supported by GTZ (July 2007).

August to review the 12 interventions areas listed in the RISDP and to prioritise them according to their added value for regional economic integration and contribution to poverty reduction. The *Council of Ministers meeting in August 2007* then approved four priority programmes in support of regional economic integration

1. Peace and security co-operation as a pre-requisite for economic integration;
2. Trade and economic liberalisation through progressive market integration;
3. Infrastructure in support of regional integrations; and
4. Special programmes (regional dimensions of education and human resource development; health, HIV/AIDS and communicable diseases; Food Security and Transboundary Natural Resources; Statistics; Gender Equality; Science and Technology).

Interventions in these core areas were expected to have a greater impact on regional integration and should be managed at the central level through the Secretariat. Interventions in other areas should be considered areas for regional integrations to be co-ordinated at the level of Member States.

The Council furthermore decided that these reprioritised areas should be the focus for the Secretariat's activities; that the Secretariat's financial and human resources should be aligned to these priorities; and that member states should strengthen SADC institutions by building SADC National Committees and exchange best practice on how to integrate the RISDP into national programmes and policies.

The role of the ICM was also discussed. Subsequently a task force was appointed to review the mandate and functions of this institution.

### ***November 2007: From ICM to Ministerial Clusters***

In *November 2007 the Council of Ministers* held an extraordinary meeting in Lusaka. Several decisions were made. It was decided to abolish the ICM and to replace it with six Ministerial Clusters.

1. Cluster for Trade, Industry, Finance and Investment (currently constituted as Ministerial Task Force for Regional Integration);
2. Cluster of Infrastructure and Services in Support of Regional Integration;
3. Cluster for Food, Agriculture, Natural Resources and Environment;
4. Cluster for Social, Human Development and Special Programmes;
5. Cluster for the Organ on Politics, Defence and Security Cooperation; and
- a  
6. Cluster on cross-cutting issues related to Science & Technology and Gender.

In addition the Council at this meeting also approved a series of technical and administrative initiatives to improve management capacity of the Secretariat.

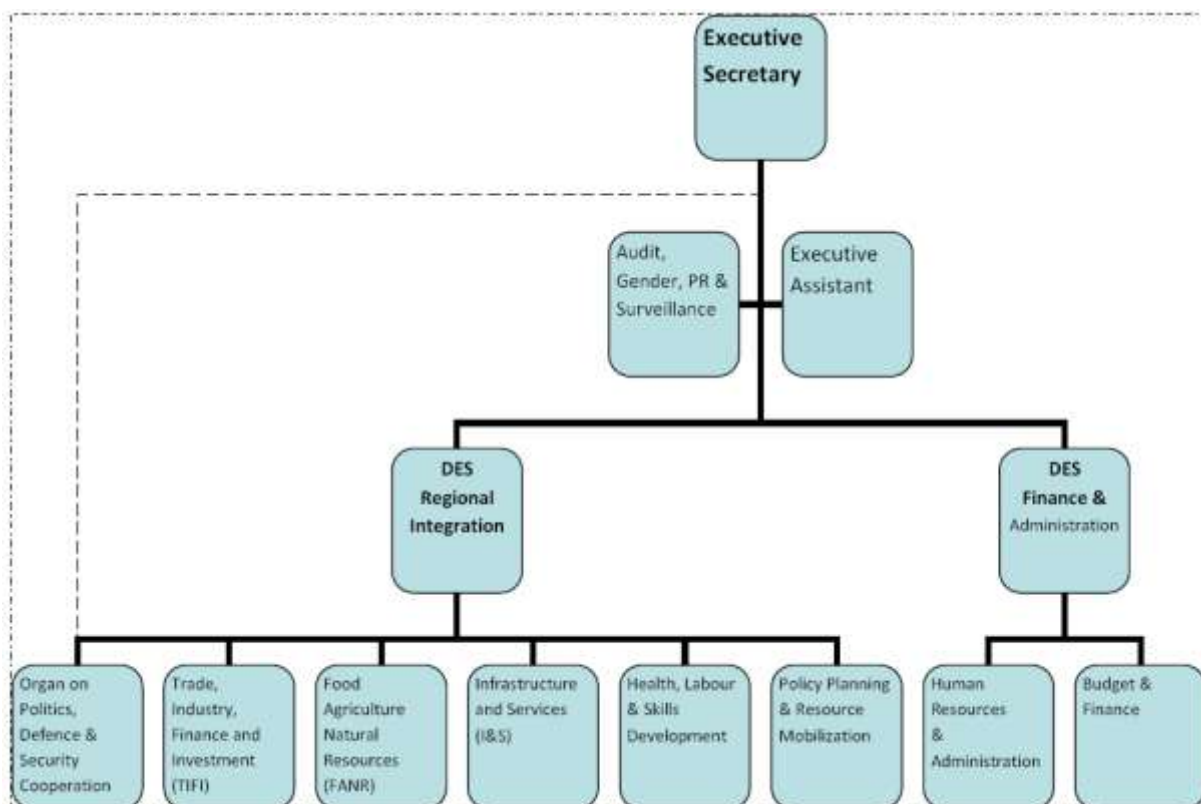
### February 2008: Restructuring the Secretariat

The SADC Council of Ministers meeting in February 2008 approved a number of changes in the organogram of the Secretariat. They are reproduced in Fig. 1 below. The key purpose was to bring clarity into the lines of authority and improve co-ordination in senior management. The post of Chief Director was abolished and the Executive Secretary (ES) was to be assisted by one additional Deputy Executive Secretary (The ES and the two Deputy ES' are Treaty positions and appointed by the Summit). This was intended to give the ES more time to focus on strategic and sensitive issues.

The new Deputy ES for Regional Integration is responsible for overseeing the programmes of regional integration of all the technical directorates (including the Organ directorate) as well as the work of the new directorate for policy planning and resource mobilization. The latter, previously a unit, is of great importance because it shall provide strategic direction to the Secretariat, recommend regional policies and coordinate with other Regional Economic Communities.

The Deputy ES for Finance and Administration is responsible for the two new directorates: Human Resources & Administration and Budget & Finance. The new organisational structure is intended to streamline the support functions of the Secretariat.

Fig. 1: Organogram of the new SADC Secretariat



Source: adapted from H. Muller-Glodde & L. Giuffrida, "Making SADC work - Capacity Development: Key to SADC Secretariat's effectiveness", 25 pages, October 2008 (to be published by Trade Law Centre for Southern Africa).

### ***April 2008: Poverty focus***

In April 2008 in Mauritius SADC held a *Consultative Conference* followed by a *Summit on Poverty and Development*. One important outcome was the *Declaration on Poverty Eradication and Sustainable Development* signed by the SADC Heads of States and Governments. In this Declaration SADC resolved to work towards the establishment of a regional Poverty Observatory. The Secretariat's background paper on the *Poverty Observatory* calls for the establishment of a regional mechanism to monitor the implementation of RISDP's poverty reduction objectives. It seeks to supplement SADC's monitoring through the regional statistics programme and macro economic convergence programme. The observatory is intended as a multi-stakeholder consultative forum to monitor objectives, targets and actions.

Another background paper outlined a proposed *Regional Poverty Reduction Framework*. This was essentially an effort to operationalise RISDP's poverty reduction interventions in such a way that activities are identified that will have an impact on poverty in the short to medium term. Such activities are not sufficiently addressed in the current implementation of SADC's strategies and policies. The new framework seeks to translate RISDP's poverty intervention objectives into an implementation framework. It wants to do this by identifying the bridge between national poverty reduction strategies and regional interventions. It focuses on high impact areas where a regional approach is expected to complement and bolster national interventions. To this effect the draft framework also pays more attention to cross-border issues in order to improve consistency between national strategies and programmes on the one hand and the regional strategies and programmes on the other. This shall also enhance the visibility and relevance of regional interventions to country policy makers.

The poverty reduction framework also identifies intervention areas where SADC can have high impact with poverty focused interventions.<sup>5</sup>

### ***August 2008: Framework for capacity building***

The Mauritius conference also saw the unveiling of the Secretariat's proposed *SADC Capacity Development Framework* which summarises the status of SADC institutions, identifies the needs for change in capacities, technical skills and management, outlines a framework for capacity building support and presents a business plan and budget for implementation. The framework was based on the findings and recommendations from the job evaluation study, the institutional assessment and the capacity need studies.<sup>6</sup> The trust of the framework is based on the recognition that if the Secretariat shall be able to run with priorities outlined in the RISDP and SIPO it must to a much greater extent be able to function as a:

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<sup>5</sup> See more on this in the SADC Secretariat's *The Regional Poverty Reduction Framework: Background document*, SADC International Conference on Poverty & Development, 18 – 20 April, Port Louis, Mauritius.

<sup>6</sup> See here the SADC Secretariat's, *SADC Secretariat Capacity Building Framework*, unpublished (27 pages), March 2008 (first presented at the *SADC International Conference on Poverty & Development*, 18 – 20 April, Port Louis, Mauritius).

- *'Think tank'* with capacity to strategically advise and guide the Member States on the implementation of the SADC Common Agenda;
- *Principal regional coordinator* of policies, strategies and programmes of the deeper regional integration process;
- *Provider of support services*, to provide legal, administrative, financial and procurement services to technical directorates, and to convene annual consultative conferences and meetings of the SADC decision-making structures; and
- *Professional 'programme manager'*, to strategically plan & budget, facilitate the implementation process, monitor prioritised programmes, and systematically report on progress in close coordination and cooperation with SADC stakeholders.

The framework lists a series of interventions areas to strengthen the Secretariat's capacities:

- Leadership skills development & review of management processes;
- Policy and Strategy Development;
- Programme Management;
- Implementation of Secretariat Performance Management and Appraisal System;
- Internalisation of the Secretariat vision, mission and values;
- Human Resource Development;
- Development of Administrative Management Competencies;
- Financial Management Development;
- Accounting and Procurement of Services; and
- Implementation of SADC/ICP Partnership Framework

For each of these interventions a business plan with activities, time frames, results and budgets have been developed. The capacity building framework also calls for the establishment of a Bridging Facility as a way of securing funding in the spirit of the Windhoek Declaration.

Capacity building requires additional funding and donors are encouraged to channel funding for the implementation of such activities through the proposed Bridging Facility. The intention is that the Bridging Facility should cover short- to medium-term requirements starting from the 2008/09 financial year. Initially the Bridging Facility should focus towards supporting capacity needs of the Secretariat, other SADC Treaty established Institutions such as the SADC Tribunal, SADC subsidiary institutions such as the RPTC and DFRC. Later the support should also be channeled towards Member States and SADC supported institutions whose mandate is to implement RISDP/SIPO specific priorities. Such institutions include SADC National Committees, SADC National Contact Points and respective Sector Ministries.

In August 2008 the Council of Ministers met and endorsed the Capacity Building Framework presented in Mauritius. However, the Council also directed the

Secretariat to review the structure of the budget with a view to reduce the proportion of the technical assistance component.

### ***Towards 2009: What is happening?***

By November 2009 a number of steps have been taken to begin the implementation of the restructuring and capacity building as well as to give SADC's work a sharper focus. Much of this revolves around the hiring of external consultants to help implement activities outlined in the capacity building framework. This includes consultants to undertake a skills audit.<sup>7</sup> Consultants are also hired to help develop and strengthen the Secretariat's capacity in financial management. Other consultants are being hired to develop the modalities for the proposed poverty observatory and how to monitor the poverty reduction impact of the RISDP/SIPO.

Importantly some of the technical directorates have also made good progress in preparing one and five years business plans with budgets and identification of funding gaps. This is perhaps most strongly developed in the case of the TIFI-directorate. The main changes in the organisational structure are however, not likely to be felt before the new Deputy Executive Secretary is in place (and he/she will be appointed by the SADC Summit).

A special Project Preparation Facility or Fund is also in the process of being established. Already in 2005 the SADC Council of Ministers decided to set up a mechanism that could help prepare projects and take them to a "bankable" stage. In early 2007 the first request for expressions of interests were issued by the Secretariat Institution in the regions were invited to host such a facility. A primary objective of the facility is to play a catalytic, intermediary role that can facilitate development of projects up to the point at which they could be taken to the market. It is also expected that project preparation functions currently performed by the directorates could be shifted to this new facility. In 2008 South Africa's Development Bank of Southern Africa was selected as the host institution. It is expected that it will become operational in 2009 once various legal issues related to the status of the facility have been sorted out. Initial funding is provided by Germany through KfW.

Special mention must be made of the Secretariat of the SADC Organ on Politics, Defence and Security Co-operation. It is now in the process of being fully integrated in the SADC Secretariat as one of the technical directorates. However, its mode of operation is still somewhat different from the other directorates. This reflects the Organ's special origins in the Front Line States and its successor - the Inter-State Defence and Security Committee.

The Organ directorate is primarily servicing the SADC Organ, its Troika and its elaborate network of committees (primarily under the Inter-State Defence and Security Committee). These governing structures often provide the Organ directorate

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<sup>7</sup> The study is intended as an important component in the capacity building plan: It is focused on the Secretariat's core staff (i.e. those funded by the member states through the regular budget) and not on technical assistants.

with a mandate and tasks which goes far beyond what is provided for in terms of budget and personnel allocated through the ordinary SADC Secretariat structures and the Financial Sub-Committee of the Council of Ministers. The Organ directorate has a far less developed business plan and budgets compared to the other directorates (see also more on this in the section below).

## **SADC, foreign donors and thematic groups**

SADC and its institutions have made a series of decisions which have put them on a path leading to improvement in the capacity to make priorities and to deliver. Improved capacity of the SADC institutions, and in particular its Secretariat, is a precondition also for enabling SADC to carry out its obligations under the Paris and Windhoek Declarations. The capacity building framework addresses these issues e.g., through efforts to strengthen financial management.<sup>8</sup> The major donors providing capacity building support to the Secretariat – GTZ and the European Commission – are also reportedly prepared to provide funding through the Bridging Facility that SADC wants to set up as a channel for mobilising external funds in the short-to-medium term.

Beyond this, progress since Mauritius has been more mixed. The Secretariat has hired a technical assistant (based in the new directorate on policy planning and resource mobilisation) focusing on SADC-ICP relations (the position is funded by the EC, but recruited in the region). There is also progress in data collection to feed into a new subsite on the SADC website on SADC-ICP relations. On the other hand, not much has happened when it comes to overall co-ordination and direction through the SADC-ICP core group and the wider Joint Task Force. They have not even met since the April 2008 consultative conference. However, the remnants of the core group – the Secretariat, GTZ, the European Commission and possibly others – may meet to deal with cross-cutting capacity building issues.

Most developments are taking place at the level of thematic groups. All thematic groups – except the one covering politics, defence and security co-operation – have now been formally constituted. Examples and illustrations from SADC-donor relations in two different areas may shed some light on what is happening and the challenges ahead.

### ***Water Sector Reference Group***

The Secretariat's Infrastructure and Service directorate has a small, but important water division (WD).<sup>9</sup> Its work in response to the RSDP objectives is guided by three key documents:

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<sup>8</sup> This is a major issue for the European Commission – the biggest financial contributor to SADC. Recommendations to bring financial management in SADC up to international standards were a major issue in the EC-commissioned institutional assessment of SADC. The EC is expected to commission a new institutional assessment in late 2009 to assess progress in the “four pillars” revolving around financial management.

<sup>9</sup> It should be added that certain water issues are also managed by the Food, Agriculture and Natural Resources directorate (FANR). This includes “irrigation” which accounts for the largest water use in the region. It is handled by FANR's land management sub-division.

- The 2000 *Revised Protocol on Shared Water Courses*. This creates the overarching framework for the transboundary management of shared water courses in the SADC region;
- The *Regional Strategic Action Plan* for Integrated Water Resource Management and Development is the framework for implementing the SADC water protocol. In the second phase (2005-2010) there are some 14 projects belonging to four strategic interventions areas: regional water resources planning and implementation, infrastructure development support, water governance, and capacity building; and
- The 2006 *Regional Water Policy* is a comprehensive SADC policy document which is aimed at providing a framework for sustainable, integrated and co-ordinated development, utilisation, protection and control of national and transboundary water resources in the SADC region, for the promotion of socio-economic development and regional integration and improvement of the quality of life.

The Water Division currently has one core staff (funded through the regular budget) and 2 technical advisors (funded by donor agencies). In addition there are a range of subsidiarity organisations in the form of shared water course institutions, mainly river basin commissions. The SADC region has 15 shared water courses and the aim is to have shared institutions for all of them.<sup>10</sup> The WD's capacity has been severely constrained by a gradual reduction of professional staff since 2003.

SADC established its water sector co-ordinating unit in Lesotho in 1996. It became the Water Division in the SADC Secretariat in 2003. In 1999 the donors providing support to the water sector, together with the Maseru unit, organised themselves into the *Water Strategy Reference Group* (WSRG). Following the 2006 Windhoek Declaration and the decision to launch a thematic group the WSRG was reconstituted. In 2007, Germany, through GTZ, was appointed the lead ICP in this group. Meetings of the group are co-chaired by the WD and the lead ICP. The WD is responsible for preparing minutes of meetings and to distribute them. It meets regularly twice a year with extra-ordinary meetings if and when required. Typically the meeting has two elements, namely a pre-meeting in the afternoon prior to the main WSRG meeting, where ICPs coordinate through the lead ICP, and the main WSRG meeting during which the WD reports back on progress in implementing the action plan and problem areas.<sup>11</sup>

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<sup>10</sup> See more in SADC's work in this field in B. Hollingworth & T. Chiramba (eds.), *Implementing the SADC Regional Strategic Action for Integrated Water Resource Management (1999-2004): Lessons and best practice*, Gaborone, Bonn: SADC Water Division, GTZ, inWent and UNDP 2005; SADC, *Regional Water Policy*, Gaborone: Infrastructure and Services Directorate, SADC Secretariat 2006; and P. Widmoser & H. Krugmann, *SADC Water Resources Management Project (April 2003 – March 2007), External Review 2007*, unpublished report prepared for the Swiss Development Cooperation 2007.

<sup>11</sup> See also the *Terms of Reference – Water Strategy Reference Group (WSRG)*, unpublished, 7 pages, adopted 6 May 2008.

The WSRG is intended as a strategic advisory group to the SADC Secretariat and the WD, and acts as an interface for a policy and technical dialogue between the WD and ICPs. It also provides input to specific strategic documents and processes. The task of the WSRG is to reduce transaction costs for SADC as well as for donors and to improve the quality and coherence of dialogue and support.

In mid-2008 the WSRG through the lead ICP (GTZ) in co-operation the SADC WD carried out a major survey of donor support to SADC's water programme. It identified 58 donor-funded programmes and projects in transboundary waters in the SADC region with a focus on river basins. 9 bilateral and 6 multilateral agencies provide funding in four major areas: water governance; water wisdom; urgent water and sanitation needs; and water resources financing.<sup>12</sup> A dedicated website has also been set up to keep track of external support. It is envisaged that this website will be moved to the SADC/ICP subsite on the SADC homepage once it is functional.

The SADC action plan provides the framework for mobilising external development finance in the water sector. The main donors also appear to adhere to this framework and seek to provide support to advance the implementation of this plan. Harmonisation beyond this and beyond information sharing remains limited. There is limited joint funding. The main exemption is DFID support which is now channelled through GTZ. Within the significant capacity building support - crucial because of the limited capacity of the WD - donors have failed to agree on a common approach. Currently GTZ is providing funding to the directorate for the hiring of technical advisors, while the Danish support for technical assistance is provided on different terms. Despite the political will to do so the donors have so far found that the transaction costs of harmonising such support have been too high.

### ***Politics, defence and security co-operation***

The new directorate servicing the Organ on politics, defence and security cooperation is in a different situation and operates in another context. This partly reflects its origins in the Frontline States and its successor (the Inter-State Defence and Security Committee) and its role as unit more directly servicing the immediate needs of its governing structures (the Troika and its elaborate network of regional committees). See more on this above.

The Organ directorate has a small core staff. It is headed by a Director and has some 10 persons on secondment from member countries to work on issues related to the Standby Force (planning element, early warning, etc). Those persons are however, representatives of member countries working on specific issues and are as such not directly working on other Organ issues. To help with these the director is assisted by two technical advisors and two interns (mainly working on mediation in Lesotho,

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<sup>12</sup> The draft report from consultants is available as *Activities of International Cooperating Partners in transboundary water cooperation in the SADC Region – Results of a mid 2008 survey, Technical Report*, September 2008, commissioned by the SADC Water Division and implemented by GTZ. A short draft executive summary is also available as a separate document.

Zimbabwe and DRC, and on election observation). In addition the directorate has two secretaries.

The Organ also has two subsidiary organisations, both located in Harare. One is the *Southern African Regional Police Chiefs Coordinating Organisation* (SARPCCO). It became fully constituted as a SADC structure in 2008. It promotes and facilitates technical co-operations between police agencies in the region and also acts as the regional office of Interpol. In addition it performs various tasks for SADC, most importantly as a technical body related to the implementation of SADC's protocol on small arms. SARPCCO is largely funded by member countries. The *SADC Regional Peacekeeping Training Centre* (RPTC) is a training institution which used to run regional training courses to strengthen capacity for participation in peace support missions. It was originally established with significant financial and technical support from Denmark, but with the end of external donor funding the RPTC is now largely dormant.

The work of the Organ directorate falls in two broad areas. One is peace and security which is dominated by the preparations for the stand-by force and by SADC's mediation efforts (Lesotho, Zimbabwe, DRC). The other is politics and governance issues which are mainly dominated by deployment of election observer missions in member countries. The directorate has had little time or capacity to set its own agenda and has been pre-occupied with servicing the needs of governing structures. Sensitive political issues, such as the mediation efforts, have dominated the agenda.

In 2008 the Organ directorate supervised the completion of two commissioned studies. One was on how mediation efforts could be professionalised and the second on how to focus and strengthen training related to peace support missions. The directorate has not had any capacity to deal with an issue like anti-corruption, which was high on the agenda when the responsibility was located in a member state (Namibia).

The level of donor-funding to or through the Organ directorate remains very limited. It is mainly provided by Germany through GTZ (which provides funding for technical advisors in the Secretariat and for some project support). UNDP provided some funding for election observation in Zimbabwe. The Organ has also accessed funding from the AU provided by the EU peace facility.

The SADC Organ has been ambivalent in their position regarding external funding. The Frontline States and the Inter-State Defence and Security Committee have always managed without foreign funding (although there are significant exemptions such as the establishment of the RPTC). The reluctance to engage with external donors has remained a feature of the Organ's approach to external funding. There are also divergent opinions among member states. However, there is now a clear recognition that the SADC Organ needs to engage with donor agencies and to secure additional funding to facilitate implementation of SIPO and the Organ agenda. It has been decided that a thematic groups shall be established. The group is not yet constituted

(and that may only happen in 2009) but Austria is expected to be elected as the lead ICP in this thematic group.

The traditional donor countries are all funding various regional projects in the politics, defence and security area. Much of this is channelled through various NGOs. Most of these funders are also keen to provide funding for such projects through SADC and inter-governmental organisations. Donors have met informally to exchange information and discuss challenges and opportunities. Donors active in the governance/human rights area have met over the last few years (this has included traditional donors as well as new and special purpose agencies such as the Open Society). Donor countries active in the peace and security have also met in Pretoria over the past year (this has included representatives from donor agencies as well as officials – such as defence attaches – representing defence and foreign policy interests).

The forthcoming thematic group and the donors working through the lead ICP (Austria) will have to bring these agencies together and work with the Organ directorate in developing a work/business plan with a budget and which identifies areas where external funding is required. In this process there are two additional challenges. One, especially evident in the peace and security field, is that many ICPs are approaching SADC both as aid donors and as representatives of defence and foreign policy institutions in their home countries. The thematic group needs to be clear about their role which is primarily related to the delivery of aid based on the principles of the Windhoek Declaration. Political dialogue and consultations takes place at other levels.

Secondly, many traditional donor agencies have provided significant aid funding to civil society active in this and has helped build strong capacities and competence among a few strong NGOs (mainly, but not solely based in South Africa).<sup>13</sup>The thematic group must help ensure a better distribution of funding and also to ensure that the funding channelled to NGOs also more strongly can benefit SADC and SADC institutions in this area.

A third challenge may also be added. A number of new powerful South countries, spearheaded by China, India and Brazil, are entering Southern Africa presenting new challengers and new opportunities for development as well as for aid effectiveness. They are rapidly becoming important partners for several SADC member countries. So far there has been limited or no engagement with SADC (and other subregional organisations) but India is emerging as a partial exemption to this. It has been active in SADC-ICP meetings; a special SADC-India Forum was set up in 2005 (following a 1997 MoU); and recently India has had delegations in Gaborone to explore possibilities for technical assistance and co-operation. Most recently and highly

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<sup>13</sup> See also more on donor trends here in E. Tjønneland & Nobi Dube, *Aid Effectiveness: Trends and Impacts of Shifting Financial Flows to Civil Society Organisations in Southern Africa*. Midrand: Southern Africa Trust 2007 (a summary is also published as *How can we make aid to civil society organisations more effective in overcoming poverty?* Southern Africa Trust Policy Brief vol. 1, June 2007 (available from [www.southernafriatrust.org](http://www.southernafriatrust.org)).

relevant for our discussion here was the India-Africa Summit in Delhi in April 2008. The Forum adopted the *Delhi Declaration* as well as the *Africa-India Framework for Co-operation*.<sup>14</sup> The framework outlines new areas of co-operation. This includes commitments by India to work with the AU and Africa on post-conflict reconstruction; enhancing the civilian component of peacekeeping operations; policing; human trafficking; disaster management and humanitarian intervention. India has been a major contributor to peacekeeping operations in Africa. Under its technical assistance programme it has also provided training to armed forces of – mainly Anglophone – African countries. So far, there has been limited Indian co-operation with pan-African and regional institutions in the area of peacebuilding, e.g., in support of the emerging African stand-by forces. The Delhi Summit signals a possible shift which may open up new opportunities and challenges also for the SADC - ICP thematic group in this area.

## **Conclusion:**

Efforts by SADC to strengthen institutional capacities and to sharpen priorities have created a momentum for improvement. There are numerous challenges ahead. Three shall be mentioned here. One is technical: will the Secretariat aided by the capacity building framework improve its ability to deliver? Will it become more results oriented? Will the Secretariat acquire additional capacity and competences in programme management, planning, monitoring, finance, procurement and administration?

Secondly, will SADC member states provide the SADC Secretariat and the Executive Secretary with a sufficient mandate and resources that will enable SADC to advance regional cooperation and integration? The SADC region has a common history and members remain committed to SADC. However, implementation of SADC's trade policy as well as its responses to the crisis in Zimbabwe have revealed divisions within the organisation. These divisions reflect divergent views and priorities on economic integration issues as well as differences in political values. This will constrain SADC's ability to manoeuvre. Still, there are scope for increasing Secretariat's role and to provide the ES with additional policy and strategic development capacities.

Thirdly, the progress in improving SAD-ICP relations remains uneven. One major challenge lies in communication, dialogue and alignment between what is happening at the level of thematic group and what is happening at the overall level (core group/Joint Task Force). A failure to make improvement may lead to a weakening SADC leadership and we may end up with a range of donor-directed project management units.

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<sup>14</sup> An informative presentation and discussion of the Forum Summit and its outcomes can be found in S. Naidu & H. Herman, "India in Africa. No "Sleeping walking" in Africa", *Global Dialogue. An international affairs review*, vol. 13, 2008, No 2 (August) (available from [www.igd.org.za](http://www.igd.org.za)). See also the discussion of emerging powers and Southern Africa in E. N. Tjønneland, *From Aid Effectiveness to Poverty Reduction. Is foreign donor support to SADC improving?* (Foprisa Research Report no 4, Gaborone: Botswana Institute for Development Policy Analysis 2008) (available from [www.foprisa.net](http://www.foprisa.net)).