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WEST AFRICA INSTITUTIONAL ASSESSMENT CILSS

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WEST AFRICA INSTITUTIONAL ASSESSMENT CILSS



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Africa Leadership Training and Capacity Building Program

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ABBREVIATIONS

ACMAD	African Centre of Meteorological Applications for Development
AFA	Administration, Finance, and Accounting
AGRHYMET	Centre Regional de Formation et d'Application en Agrométéorologie et Hydrologie Opérationnelle
ARC	AGRHYMET regional center
AU	African Union
CAADP	Comprehensive Africa Agriculture Development Program
CGIAR	Consultative Group on International Agricultural Research
CIDA	Canadian International Development Agency
CILSS	Permanent Inter-State Committee for Drought Control in the Sahel
COASem	West African Seeds Committee
CONACILSS	Permanent Secretariat National Committee of CILSS
CoP	Community of Practice
CORAF/WECARD	<i>Conseil Ouest et Centre Africain pour la Recherche et le Développement Agricoles/</i> West and Central African Council for Agricultural Research and Development
CPS/PSU	Comité de Planification et Statistiques/ Ministry of Agriculture Planning and Statistics Unit
CRPS/RPMC	<i>Comité Régionale de Programmation et Surveillance/</i> Regional Programming and Monitoring Committee
CSA/FSC	<i>Commission de la Sécurité Alimentaire/</i> Food Security Commission
DAI	Development Alternatives, Inc.
DANIDA	Danish International Development Agency
DNA/NDA	<i>Direction Nationale de l'Agriculture/</i> National Direction of Agriculture
ECOWAS	<i>Economic Community of West African States</i>
ECOWAP	ECOWAS Agricultural Policy
ES	Executive Secretariat
EU	European Union
FAO	Food and Agriculture Organization of the United Nations
FCPN	Food Crisis Prevention Network
FEWSNET	Famine Early Warning Systems Network
FTF	Feed the Future
GMO	Genetically Modified Organism
GTP	<i>Groupe Technique Pluridisciplinaire</i>

HR	Human Resources
ICT	Information and Communication Technology
IDF	Institutional Development Framework
IER	<i>Institut d'Economie Rurale</i>
IITA	International Institute of Tropical Agriculture
INSAH	Sahel Institute
M&E	Monitoring and Evaluation
MDG	Millennium Development Goal
MSI	Management Systems International
MSU	Management Support Unit
MYS	Multi-Year Strategy
NARS	National Agricultural Research System
NEPAD	New Partnership for Africa's Development
NGO	Nongovernmental Organization
NRM	Natural Resource Management
PAO	Professional Agricultural Organizations
PREGEC	Food Crisis Prevention and Management Unit
PRC/CBP	<i>Programme de renforcement des capacités/ Capacity Building Program</i>
PRI	Program for Regional Investment
PROSE	Participatory Results-Oriented Self-Evaluation
PRRD/SRRP	<i>Plan de Relance et Reprise Durable/ Sustainable Revival and Recovery Plan</i>
REC	Regional Economic Community
RIP	Regional Investment Plan
RSP	Regional Support Program
UNICEF	United Nations Children's Fund
UN/OCHA	United Nations Office for the Coordination of Humanitarian Affairs
USAID/WA	United States Agency for International Development/West Africa Office
WASA	West African Seed Alliance
WAMU	West African Monetary Union
WFP	World Food Program

EXECUTIVE SUMMARY

Introduction

Under the Feed the Future Initiative (FTF) Initiative, the United States Agency for International Development/West Africa Mission (USAID/WA) has prepared a Multi-Year Strategy for 2011–2015. Through the FTF initiative and former initiatives, USAID/WA is receiving substantial resources for food security related programming. This programming aims to contribute to the realization of the Comprehensive African Agriculture Development Program (CAADP) under the African Union New Partnership for Africa's Development (NEPAD). The main objective of CAADP is to raise agricultural productivity by at least six percent per annum.

In support of CAADP, USAID/WA has prioritized broad categories of activities, namely promoting science-based agriculture and food security, under the coordination of select sub-regional organizations. This assessment will focus primarily on the institutional capacity of one organization in particular, the Permanent Inter-State Committee for Drought Control in the Sahel (CILSS).

CILSS has now embarked on a new long-term mission, Vision 2010, which is a 10-year strategic plan that aims to bring about a gradual consolidation with ECOWAS in which CILSS will serve as the technical implementing agency on matters relating to food security, land management, and water management, expanding its mandate from 9 to 17 countries.

Assessment Objectives

As one of the Mission's main partners in the region, USAID/WA proposed an assessment of CILSS' institutional capacity as a way to determine better means for collaboration.

The overall purpose of the CILSS assessment is to:

- Refine CILSS' proposed role in FTF/CAADP
- Examine CILSS' relationships to ECOWAP/CAADP Focal Points
- Assess CILSS' human resource capacity to perform its proposed role, including technical skills, number of personnel, staffing structure, etc.
- Review CILSS' mandate, thematic areas, operational plans, organizational structure, and other relevant aspects as they relate to CILSS' proposed role in FTF/CAADP
- Identify key areas in which CILSS requires improvement in order to achieve FTF/CAADP standards

Findings

The assessment team summarized key findings across the three categories of the institutional capacity assessment as detailed below. The assessment team also had the responsibility to evaluate the degree to which CILSS' capacities matched the skill areas needed to implement the ECOWAP/CAADP program.

STRUCTURE AND CULTURE

- A culture of adaptive management, transparency, reflexive learning, and participatory decision-making
- A comprehensive strategic plan (Vision 2020) and clear long-term mission to address concerns of sustainability within the organization
- Relatively neutral political posture vis-à-vis governance ideology of the member states

- Flexibility in working with multiple donor strategies and ability to serve in a coordinating/facilitating capacity under the ECOWAP/CAADP framework
- Limited visibility and public awareness of CILSS outside the immediate sphere of governmental and non-governmental partners/stakeholders
- Governance style is sometimes bureaucratic and interferes in the technical execution of programs
- Sense of low morale within CILSS due to chronic financial uncertainty and low pay scales relative to comparable regional and intergovernmental organizations
- Poor visibility of CILSS among member states (outside of Burkina Faso, Mali, and Niger)

TECHNICAL AND PROGRAM FUNCTIONS

- Food security and natural resource management (particularly regarding the prevention of desertification) are the two leading areas of program progress and quality
- Active support to development of bio-security regulations efforts in the Sahel and West Africa
- Deliberate integration of the nutritional program component into the food security information system
- Commendable support of seed policy and regulation activities and scientific research Inadequate capacities to manage early warning information systems and monitor food security
- Insufficient monitoring and diagnostic tools at the ground level
- Lack of comprehensive, updated information across INSAH and AGRHYMET databases
- Limited representation of water management, market access, and management and steering staff resulting in limited sharing of perspectives and minimal documentation of technical achievements
- Inability to coordinate M&E data across technical agencies or train technical arms and stakeholders on an M&E framework
- AGRHYMET is perceived as making superior technical contributions in relation to the other agencies
- Inadequate website with poorly established links to databases
- Thematic area of population and development is neglected, despite importance as a contextual factor for agricultural research

ADMINISTRATIVE AND SUPPORT FUNCTIONS

- Adequate financial accounting, budget, and audit systems in place
- Demonstrated ability to develop detailed work plans, operational plans, and results-based performance management metrics
- Organization restructured in 2004 to create more effective administrative and programmatic operating units
- Administrative, technical, and reporting coordination across the three institutions are sometimes ambiguous and top heavy
- Communications/knowledge management systems weak with low functionality and interactive capacity, and limited public outreach strategy
- Fund mobilization efforts are heavily donor-driven, lack dedicated full-time fundraising staff, and generate relatively little market-based cost recovery through user fee revenue streams
- Major shortage of personnel in junior assistant positions and heavy reliance on only one senior cadre in most administrative and technical units
- Significant delays in salary payments due to chronic financial arrears of member states
- Lack of dedicated staff to carry out M&E functions within INSAH and AGRHYMET
- Lack of gender balance in senior management and technical positions
- Limited opportunities for professional development and in-service training among staff

In summary, CILSS exhibits sufficient leadership and a culture of transparency, adaptive management, and institutional learning. CILSS has also successfully coordinated efforts to forge alliances and partnerships and has significant experience in workshop facilitation and management. There is, however, much more room to improve coordination and coalition-building efforts.

While CILSS has established itself as a catalytic force in formulating and influencing food security policy in the Sahel region, it could more actively mobilize stakeholders and raise the general public's awareness of food

security. Additionally, CILSS is relatively adept at conducting internal evaluations and identifying areas in need of improvement. Soliciting adequate financial support for the organization, however, is a recurrent problem. Behavior change and the development of staff are critical areas that need attention, especially at the Executive Secretariat (ES) level.

CILSS has assisted in elaborating a Regional Investment Plan to work within the CAADP framework and has experience conducting policy and program analyses. This has yet to translate into substantial concrete support in the technical execution of activities with ECOWAS collaboration. Project design and management are also strengths within CILSS, benefiting from CIDA funded capacity building in this area. CILSS is well poised to apply these skills under the CAADP framework.

The assessment team was unable to review submitted proposals, but CILSS has had some success generating funds from an increasing array of donors, and has received training in the technical elements (work plans, budgets, log frames, etc.) necessary for proposal submission. INSAH's project portfolio and funding opportunities, however, continue to decline.

CILSS demonstrates the capacity to carry out M&E and reporting to donors. The system is too centralized, however, and needs to be devolved to include more M&E supporting staff housed at INSAH and AGRHYMET. The development of results-based strategies is still not altogether apparent, but CILSS' documentation of results in select thematic areas is encouraging.

CILSS has limited information dissemination capacity and relies largely on e-mail and hard copy mailing lists. The websites have little interactive capacity and are not well designed or utilized. There is much room for improvement and upgrading of information sharing and for mobilization of interactive communication with constituents and other user groups.

Recommendations

There is a unanimous feeling that the organization—although a leader in food security, early warning systems, and natural resource management—is in a state of decline and requires immediate interventions. Based on feedback and program documentation, CILSS is slowly declining as a regional leader of scientific and technical excellence. Overall, this is mostly due to critical management and administrative gaps that prevent the organization from functioning across the three centers.

The following swift and strategic institutional capacity interventions will help to preserve the valuable historical and institutional knowledge of the organization.

I. Communications/Knowledge Management

The visibility and coordinating capacity of CILSS could be significantly improved by investing more resources in the communications outreach and knowledge management capability of the organization. There is a critical need to improve information sharing and collaborative efforts in research, training, and the diffusion of new diagnostic tools, models, and databases.

The CILSS websites have limited functionality and do not appear to be well networked with larger bilateral and multilateral partners and stakeholders (international donors, NARs, CGIARs, etc.). External communications and diffusion of information through the Permanent Secretariat National Committee of CILSS (CONACILSS) representatives in member countries appears to be very weak. Websites in the respective countries are not well developed to highlight the role of CILSS or showcase their contributions in the region.

Finally, more financial resources should be dedicated to digitizing, archiving, and uploading CILSS' large inventory of documents, research reports, and studies to the respective websites, with links to a proposed global platform such as the USAID resource management portal.

2. Human Resources

Given the modest salary scales relative to other comparable organizations, morale and motivation is low and turnover of key positions is high. In addition to supporting more competitive salary scales, USAID should explore creative mechanisms to introduce a viable junior cadre internship program across all three CILSS institutions that recruits post-graduate university students within CILSS member countries, and establish a program of international interns through universities in the US, Canada, and Europe.

CILSS senior staff frequently expressed frustration about their inability to access new skills in research methodology, modeling, diagnostic tools and frameworks, software, database access, etc. Targeted recruitment of MSc and PhD level students from international degree programs in the US, Canada, and Europe who represent CILSS bi-/multi-lateral donor countries could prove to be a cost effective means by which to address many of the technical and administrative hurdles that CILSS has identified.

As CILSS moves forward to build a future partnership with ECOWAS, foreign language skills, particularly in English and Portuguese, among some senior officials will need to be improved.

Other areas of HR policy, such as equitable and fair benefits packages, should be reviewed by an independent, external committee or by a technical HR consultant, with recommendations to establish more equitable, internal HR policies.

3. Fund Mobilization

Fund mobilization is presently conducted by the Executive Secretary and the Director Generals of INSAH and AGRHYMET. Multiple responsibilities of these senior officials may not allow for sufficient time, energy, and resources to be devoted to proactive fund raising across the three institutions. CILSS also needs to adopt a more proactive strategy of cost recovery through the delivery of products and services on a user fee basis. Other creative revenue generating streams need to be explored, such as subscription fees for use of specialized portal services (e.g., e-journal subscriptions).

4. CILSS Executive Secretariat

CILSS is advised to streamline the administrative functions of the ES to allow for more decision making and management autonomy of technical managers in INSAH and AGRHYMET. Also, areas of technical implementation within the ES need to be reviewed and redundancies reduced by eliminating or improving linkages of technical positions and functions across the three institutions.

5. Monitoring and Evaluation

CILSS should fulfill its original plan to establish at least one full-time dedicated person in INSAH and AGRHYMET, respectively. With this infrastructure in place, CILSS can then integrate M&E databases, reporting functions, and information cataloging across the three institutions by establishing a virtual M&E working unit on one centralized portal site (such as portal.net) where M&E managers can work collaboratively using online interactive tools.

6. USAID Budgeting

CILSS' monthly budget accounting and reporting system to USAID poses major impediments to timely program administration and implementation by CILSS. At this time, USAID is limited to the current process by the U.S. Treasury and has no flexibility to change the process to account for the additional internal processing time between CILSS and INSAH and AGRHYMET. However, in order to reduce delays due to multiple bank transfers, USAID could bypass the ES and send funds directly to INSAH and AGRHYMET. It is important to note, however, that the responsibility for clearing these advances would still be with the ES and USAID would expect the same reporting timeline.

CILSS has the potential to significantly improve its financial programming and reporting to USAID by adhering to USAID Advance Procedures. CILSS is advised to submit a set of Standard Forms 1034 on a quarterly basis. This could significantly reduce delays in the transfer of funds from USAID to the ES and the technical centers.

7. USAID Annual Employment Contracts

The current one-year contracting system serves as a disincentive for recruitment of talented candidates, who are generally attracted to multiyear employment contracts from competing donors or other development institutions.

CILSS should offer employment contracts structured on a multiyear basis of at least three years. USAID should consider providing multi-year funding agreements so that CILSS could issue multi-year contracts within the limits of the agreement. CILSS is advised to come up with a standard contract with multi-year funding and request USAID concurrence on the language.

8. INSAH Funding Priorities

INSAH has historically received less funding than the ES and AGRHYMET, and their budget support from USAID has shrunk considerably in 2011. INSAH may need to evaluate the impact of USAID's decision to consider CORAF as the regional organization for research coordination. This may require a reevaluation of INSAH's role and how it may continue to add value to research coordination efforts.

Also, as USAID has not included population development initiatives within its areas of focus and support, INSAH may need to find alternative sources of funding for these initiatives.

Finally, CILSS may need to evaluate Chad and Mauritania's limited seed and bio-safety funding in relation to the other 15 countries that are receiving support.

9. AGRHYMET Funding Priorities

Financial support for AGRHYMET is needed to vastly improve coordination, sharing, and integration of databases. Improved coordination and a clearer understanding of data sharing roles and responsibilities should be established with ACMAD.

10. Partnership Relations

More consistency, in the form of more precise, unambiguous working protocols, is needed to harmonize CILSS' working relations with its various partners. As noted, formal contract agreements are established in some instances where clear products and services are needed, while in others collaboration occurs on an informal, ad hoc basis.

I. BACKGROUND OF CILSS

Introduction

Under the Feed the Future Initiative (FTF) Initiative, the United States Agency for International Development/West Africa Office (USAID/WA) has prepared a Multi-Year Strategy for 2011–2015. FTF is the US government’s global hunger and food security initiative, through which the United States works with partner countries, development partners, and other stakeholders to sustainably tackle the root causes of global poverty and hunger. Through the FTF initiative and former initiatives, USAID/WA is receiving substantial resources for food security related programming. This programming aims to contribute to the realization of the Comprehensive African Agriculture Development Program (CAADP) under the African Union New Partnership for Africa’s Development (NEPAD). The main objective of CAADP is to raise agricultural productivity by at least six percent per annum.

In support of CAADP, USAID/WA has prioritized broad categories of activities, namely promoting science-based agriculture and food security under the coordination of select sub-regional organizations. This assessment will focus primarily on the institutional capacity of one organization in particular, the Permanent Inter-State Committee for Drought Control in the SAHEL (CILSS).

CILSS has been a primary partner of USAID/West Africa for over 30 years, and USAID/WA expects to collaborate with CILSS when implementing key aspects of the new FTF initiative. In order to identify how CILSS might best contribute, USAID/WA has decided to conduct an institutional partner assessment to confirm the strengths and weaknesses of sub-regional organizations.

Assessment Objectives

As one of the Mission’s main partners in the region, USAID/WA proposed an evaluation of CILSS’ institutional capacity as a way to determine better means for collaboration.

The overall purpose of the CILSS assessment is to:

- Refine CILSS’ proposed role in FTF/CAADP
- Examine CILSS’ relationships to USAID/CAADP Focal Points
- Assess CILSS’ human resource capacity to perform its proposed role, including technical skills, number of personnel, staffing structure, etc.
- Discuss CILSS’ mandate, thematic areas, operational plans, organizational structure, and other relevant aspects as they relate to CILSS’ proposed role
- Identify key areas in which CILSS requires improvement in order to achieve FTF/CAADP standards

Coherence with Regional Policies and Strategies

CILSS’ programs align with the frameworks provided by CAADP and ECOWAP, taking into consideration the Africa-wide historical context of policy development. Figure 1 outlines the evolution of a regionally appropriate CAADP/ECOWAP policy and CILSS’ compliance with this policy.

CAADP

NEPAD is a program of the African Union (AU) adopted in 2001 with four main objectives: reduce poverty; put Africa on a sustainable development path; halt the marginalization of Africa; and empower women. NEPAD’s CAADP Program was adopted in 2003. Under this program African governments commit to allocate at least 10 percent of national budgets to development of the agricultural sector to achieve an annual

growth rate of at least 6 percent through investment in four thematic pillars, was adopted in 2003. Striving to improve food security and increase the continent's predominantly rural-based economies, CAADP is guided by the following principles:

- The principle of agriculture-led growth as a main strategy to achieve the Millennium Development Goal (MDG) of poverty reduction
- The pursuit of a 6 percent average annual sector growth rate in agriculture at the national level
- The allocation of 10 percent of national budgets to the agricultural sector
- The exploitation of regional complementarities and cooperation to boost growth
- The principles of policy efficiency, dialogue, review, and accountability, shared by all NEPAD programs
- The principles of partnerships and alliances to include farmers, agribusiness, and civil society communities
- The implementation principles, which assigns program implementation roles and responsibilities to individual countries, coordination to designated regional economic communities (RECs), and facilitation to the NEPAD Secretariat

Using these principles as a foundation, CAADP introduces four pillars as the focus of interventions to promote agricultural growth and food security (See Figure 1).

1. Land and Water Management
2. Market Access
3. Food Supply and Hunger
4. Agricultural Research

ECOWAP

NEPAD's implementation at a regional level in West Africa is spearheaded by the Economic Community of West African States (ECOWAS). Through this agency, the ECOWAS Agricultural Policy (ECOWAP) was adopted in 2005. The policy was developed to guide the implementation of CAADP in West Africa based upon six Priority Fields of Action (See Figure 1):

1. Improved water management
2. Improved management of other natural resources
3. Sustainable agriculture development at the farm level
4. Developing agricultural supply chains and promoting markets
5. Preventing and managing food crises and other natural disasters
6. Institution building

In 2008, however, in response to a major meeting, the six Priority Fields of Action became the three Mobilizing Programs of the Regional Initiative for Food Production and Fight against Hunger:

1. Promotion of strategic food value chains for food sovereignty
2. Promotion of an overall environment favorable to regional agricultural development
3. Reduction of vulnerability to food crises and promotion of stable and sustainable access to food

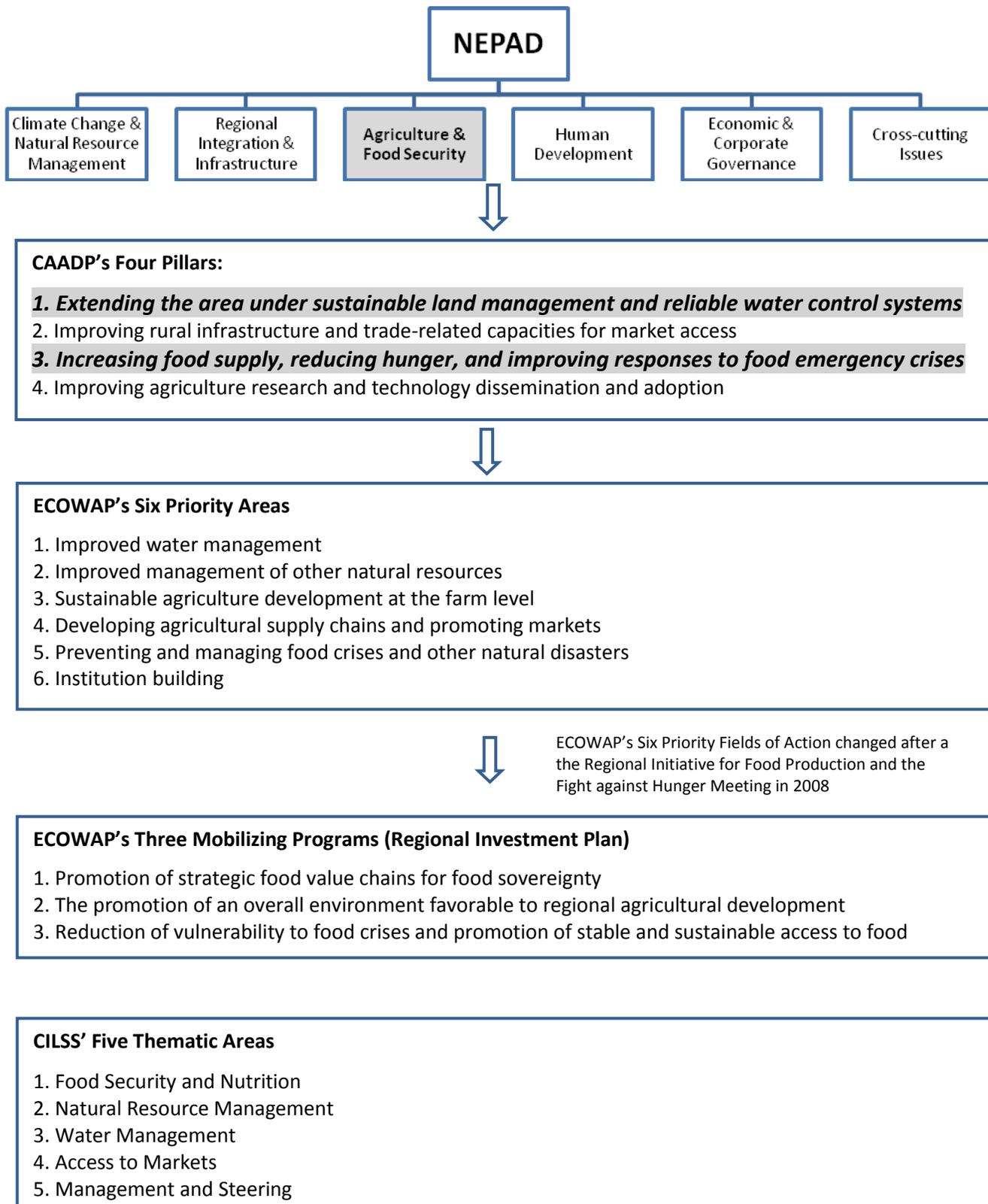
CILSS

CILSS organizes its work into five major thematic areas:

1. Food Security and Nutrition
2. Natural Resource Management
3. Water Management
4. Access to Markets
5. Management and Steering

CILSS' thematic areas align with more than half of CAADP's and ECOWAP's 2010-2011 Work Plan activities. Table I provides a comprehensive crosswalk of policies, programs, and activities. ECOWAS has identified CILSS as its technical arm for implementing Pillar 3 of CAADP. The CILSS program of work also supports CAADP's Pillar 1, pertaining to land and water management. In addition to implementing programs that fall under CAADP and ECOWAP's key pillars/programs, CILSS also contributes to CAADP and ECOWAP by organizing national roundtables in CILSS member states, launching motivating regional and national operational programs, facilitating communication in the region, and coordinating regional meetings.

Figure 1: Evolution of a West Africa–Centered Comprehensive Africa Agriculture Development Program (CAADP)



Institutional Overview of CILSS

Overview

In the wake of severe, protracted drought in the early 1970s and extensive loss of life and livestock in the West African Sahel, a new intergovernmental body, the Permanent Inter-state Committee for Drought Control in the Sahel (CILSS), was created in 1973. The mission of the institution, comprised of nine West African nations, was to build new coordinating capacity to confront the deleterious effects of drought and desertification and to bolster the food security status of affected member states in the Sahel region.¹

Headquartered in Ouagadougou as the Executive Secretariat (ES), CILSS established two technical arms soon after its creation: (1) the AGRHYMET Regional Center (ARC), founded in 1974 as a regional center of excellence in agro-meteorological and hydrological research applications and training; and (2) the Sahel Institute (INSAH), founded in 1976 as an applied research unit engaged in policy formulation and analysis on agricultural development, food security, and natural resource management. Over the years, CILSS ES has established some modest operational capacity to implement technical programs, such as recent work in nutritional analysis, natural resource management, and food security. However, the ES serves primarily as the political and coordinating body that provides administrative and fiscal oversight of the two other technical research centers.

As a dynamic, evolving organization, CILSS has undergone some changes in operational and programmatic focus over time. The initial years from 1973 to 1976 were characterized by emergency response and immediate attention to the calamitous effects of the Sahelian Drought, as well as the setup of the two technical centers in Mali and Niger. Work from 1977 to 1985 focused largely on sectoral project activities addressing drought, desertification, and degradation of the natural resource base throughout the Sahel. Broader, regional-scale programs and maturation of human resource capacity within CILSS has occurred steadily since 1985.

Two notable periods of structural and programmatic transformation have marked the past two decades. The first occurred in 1994 under the framework of the Sustainable Revival and Recovery Plan (PRRD) at the 11th Summit Conference of the Heads of State held in Praia, Cape Verde. At this time, the Heads of State adopted a revised CILSS mandate “. . . to ensure food security and to combat the effects of drought and desertification for a new ecological balance.” This mission was to be achieved through the following main axes of programmatic activity:

- Strategies and policy formulation, analysis, coordination, and harmonization
- Support for policies and program implementation
- Data collection, processing, and dissemination on food security and natural resource management
- Strengthening of scientific and technical cooperation
- Capacity building of the various stakeholders (states, civil society, private sector, etc.)
- Capitalization and dissemination of experiences and knowledge

¹ CILSS is comprised of the following West African member states: Burkina Faso, Cape Verde, Chad, Gambia, Guinea Bissau, Mali, Mauritania, Niger, and Senegal.

A second significant restructuring and reorientation of program focus occurred in 2004, with the creation of Regional Support Programs (RSP). As CILSS positions itself as a leading regional actor within a new constellation of bilateral and multilateral partners and more multifaceted program interventions, it has restructured its operational efforts around three core domains of policy formulation:

- Food Security, Desertification Control, Population, and Development
- Access to Markets
- Water Management and Control

The operational portfolio and donor base of CILSS has expanded and diversified over time. While USAID continues to serve as a primary stakeholder and key donor source of CILSS' institutional operations, CILSS has in recent years begun to turn toward new funding horizons to ensure its continuing financial viability and sustainability through elaboration of a long-term strategic plan (Vision 2020) that will lead to the eventual integration and coordination of technical program activities under the umbrella of the Economic Organization of West African States (ECOWAS) and the West African Monetary Union (WAMU).

Within these broad axes of policy analysis, several areas of thematic orientation have taken on progressively greater importance within the institution. These include (1) policy advocacy for more efficient trade and harmonization of regional markets; (2) a reformulation of food security policy that identifies and acknowledges the essential role of nutrition as a key component of more complex and sophisticated modeling of famine early warning systems; and (3) new analyses of the impacts of climate change vulnerability and adaptation as a critical intervening variable to be incorporated within future policy instruments and guidelines to be articulated for the Sahel region.

Organization of CILSS Executive Secretariat

As noted, CILSS is comprised of three institutional bodies, with administrative oversight and overarching governance functions housed within the ES located in Burkina Faso. The political structure and general governing of CILSS entails five administrative bodies, which include

- The Conference of the Heads of State and/or Government
- The Council of Ministers
- The Regional Programming and Monitoring Committee
- The Executive Secretariat
- The Management Council

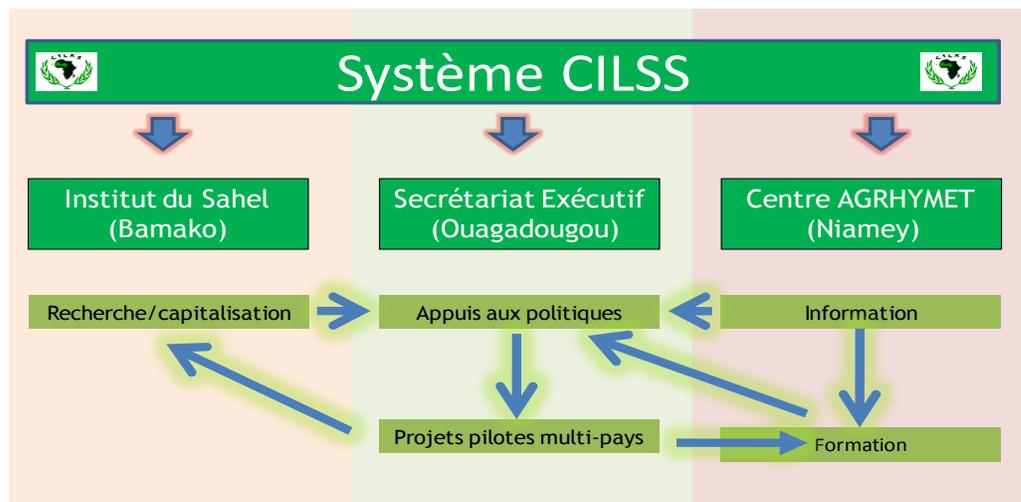
The Executive Secretariat provides oversight of INSAH and AGRHYMET through three regional support programs (RSP) and four management support units (MSU). The management units include:

- Monitoring-Evaluation, Planning, Strategic Alert, and Gender (MSU/MEPSAG)
- Administration, Finance, and Accounting (MSU/AFA)
- Communications, Information, Documentation (MSU/CID)
- Human Resource Management (MSU/HRM)

The relationship among the three CILSS institutions in Figure 2 highlights the different areas of expertise and foci of each unit:

- Executive Secretariat—oversees the political and administrative functions of the overall institution while carrying out a few small-scale operational pilot projects
- INSAH—conducts policy research primarily in the areas of food security and natural resource management (NRM) that feeds back into the political advocacy and stakeholder coordinating role of the ES
- AGRHYMET—conducts agro-meteorological and hydrological research for food security forecasting applications purposes, and serves as a lead training center on climate and food security-related technical areas that also feed into the advocacy and coordinating functions of the ES.

Figure 2: Structure of CILSS System

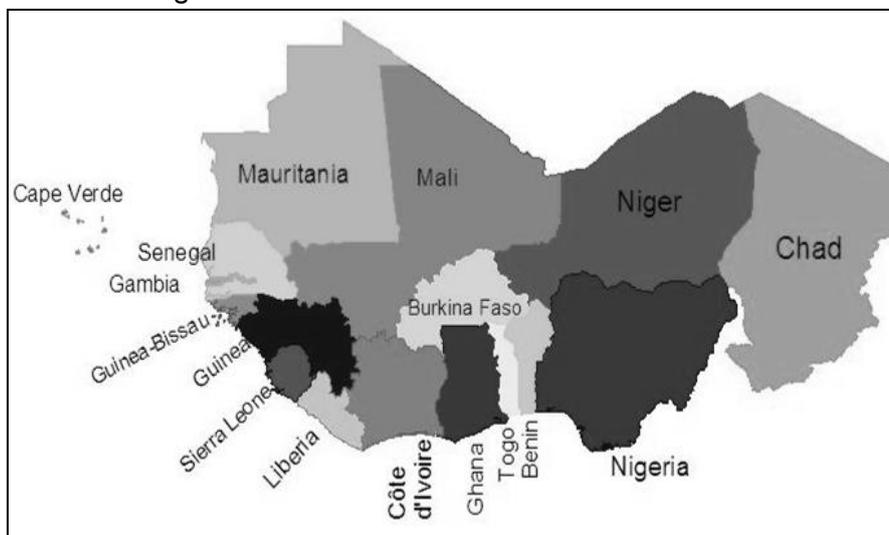


Additional details on the program units of CILSS and its technical arms are provided in Appendix D.

The Future of CILSS

CILSS has embarked on a new long-term mission –Vision 2020 – which is a 10-year strategic plan that aims to bring about a gradual consolidation with ECOWAS in which CILSS will serve as the technical implementing agency on matters relating to food security, land management, and water management, expanding its mandate from 9 to 17 countries (Figure 3).

Figure 3: CILSS and ECOWAS Member Countries



With USAID backing, CILSS is being called upon to work closely with ECOWAS and WAMU on a regional scale in support of the ECOWAS Agricultural Policy (ECOWAP) Regional Investment Plan (RIP) and the Comprehensive African Agricultural Development Program (CAADP), new initiatives authorized by the African Union under the New Partnership for Africa's Development (NEPAD). In 2007, CILSS was designated by NEPAD as a regional center of excellence and invited to assist with the implementation of Pillars 1 and 3 under CAADP. On a continental scale, CILSS now serves as a lead agency in the implementation of CAADP and is working in partnership with the University of Zambia under Pillar 1 (NRM and water resource management), and the University of Kwazulu Natal under Pillar 3 (food security). Other key partners under the CAADP/NEPAD initiative include the FAO, WFP, UNICEF, FEWSNET, and UN/OCHA.

Vision 2020 is to be instituted in three phases from 2009 to 2020, involving five axes of strategic development in food security, NRM, water management, access to markets, and governance. Phase I (2009–13) is to be marked by a period of major institutional transformation and capacity building that will enable CILSS to establish a viable partnership with ECOWAS. Emphasis will be placed on strengthening capacity in the following areas:

- Training—in the form of new master's degree programs such as climate change adaptation
- Information systems—upgrading of ICT capacity in nutrition, NRM, etc.
- Inter-state pilot projects—diffusion of innovative regional-scale projects and creation of new partnerships and professional networks
- Research—greater emphasis on applied research with a greater analytical focus

Phase 2 (2014–18) is to be characterized by the emergence of CILSS as the premier lead technical arm of ECOWAS in the areas of food security, NRM, and sustainable development.

Phase 3 (2019–2020) is to mark the consolidation of CILSS long-term strategic vision under CAADP, working in close collaboration as an integral partner and member of the ECOWAS community.

As CILSS moves forward, it will confront many challenges as it tries to build sufficient human resource capacity so as to be able to work with ECOWAS at the regional level. These challenges are explored in more depth below.

A Summary of the USAID/CILSS relationship

CILSS and USAID have been working together for over 30 years in the field of agriculture, food security, population, and development across the nine CILSS countries. Thus, CILSS has received a wide range of support packages. Focusing on the last ten to eleven years (1999–2010), CILSS has received support from USAID in the areas of:

- Food security²
- Natural resource management and bio-safety
- Population and development
- Health issues
- Development and implementation of select aspects of CAADP/ECOWAP
- Support for CILSS management
- Training

CILSS' activities initially covered nine states, but CILSS has now been mandated to support 15 countries in the ECOWAS region, with Mauritania and Chad as members of CILSS.

CILSS plays an integral role in disaster preparedness and early warning systems in support of agriculture, hydrology, and meteorology. The majority of CILSS' work centers around three complementary components:

1. Information systems related to food security
2. Mechanisms for dialogue, consultation, and coordination
3. Implementation of specific interventions and tools to prevent crises

At an international level, CILSS created and currently orchestrates the Food Crisis Prevention Network (FCPN), a broad, operational mechanism for food crisis management across Sahel countries. Stakeholders hold meetings to review the overall food and agriculture situation of Sahel countries and contribute to information systems, charters, and instrumentation to support food security.

At the sub-regional level, CILSS monitors the rainy season to detect crises at an early stage. Food security data is analyzed, and interventions are carried out based on regional consultative meetings that take place throughout the year.

Currently, CILSS has created an operational plan from 2009–2013 that addresses all aspects of its five thematic areas (i.e., Food Security and Nutrition, Natural Resource Management, Water Management, Access to Markets, and Management & Steering). The progress and short-term impact of these activities will be discussed in the findings section of this assessment.

Since the inception of CILSS, USAID has played a steady, vital role in supporting its operations and program activities. USAID support of CILSS since 2001 has totaled \$33,771,135, with CILSS ES receiving 37 percent of the total budget, AGRHYMET receiving nearly 35 percent, and INSAH receiving 28 percent (See Table 1). CILSS' ES and AGRHYMET have generally received the larger

² Food Security topic areas include early warning system, market information system, regional and national seed regulation, regional and national bio-safety regulations, a harmonized framework for vulnerability assessment, etc...

proportion of funds on an annual basis, with INSAH's share dropping to roughly 15 percent in the current 2011 budget.

Table 1: Evolution of USAID Support to CILSS, 2001–2011

Year	CILSS ES	AGRHYMET	INSAH	Total
2001	\$834,000	\$1,592,793	\$836,834	\$3,263,627
%	25.6	48.8	25.6	100.0
2002	\$915,209	\$1,100,000	\$680,000	\$2,695,209
%	34	40.8	25.2	100.0
2003	\$735,000	\$1,200,000	\$680,000	\$2,615,000
%	28.1	45.9	26	100.0
2004	\$885,000	\$1,200,000	\$665,000	\$2,750,000
%	32.2	43.6	24.2	100.0
2005	\$645,000	\$700,000	\$679,885	\$2,024,885
%	31.8	34.6	33.6	100.0
2006	\$953,158	\$1,451,553	\$1,343,641	\$3,748,351
%	25.4	38.7	35.9	100.0
2007	\$1,312,309	\$1,220,249	\$1,312,405	\$3,844,963
%	34.1	31.8	34.1	100.0
2008	\$1,615,307	\$1,453,210	\$1,271,594	\$4,340,111
%	37.2	33.5	29.3	100.0
2009	\$1,735,542	\$652,373	\$707,455	\$3,095,370
%	56.1	21	22.9	100.0
2010	\$1,016,311	\$409,891	\$935,057	\$2,361,259
%	43	17.4	39.6	100.0
2011	\$1,906,232	\$677,867	\$448,261	\$3,032,360
%	62.9	22.3	14.8	100.0
Total	\$12,553,068	\$11,657,936	\$9,560,132	\$33,771,135
%	37.2	34.5	28.3	100.0

Financial Overview of CILSS

Since 2006, the CILSS estimated budgets have grown from roughly \$15.5 million in 2006 to \$23.5 million in 2011.³ CILSS Executive Secretariat has operated with the largest proportion of funds annually (>50 percent, with the exception of 2010), while the budgetary operations of AGRHYMET and INSAH have been substantially less (Table 2). The 2011 budget for the ES has risen two-fold from 2010, while it has increased by 15 percent for AGRHYMET, and declined by 39 percent for INSAH. After a decline in the overall budget of AGRHYMET from 2007–2009, there has been a sizeable increase for years 2010 and 2011, while INSAH has seen a relatively constant, low level of support over the years in relation to the other two institutional units.

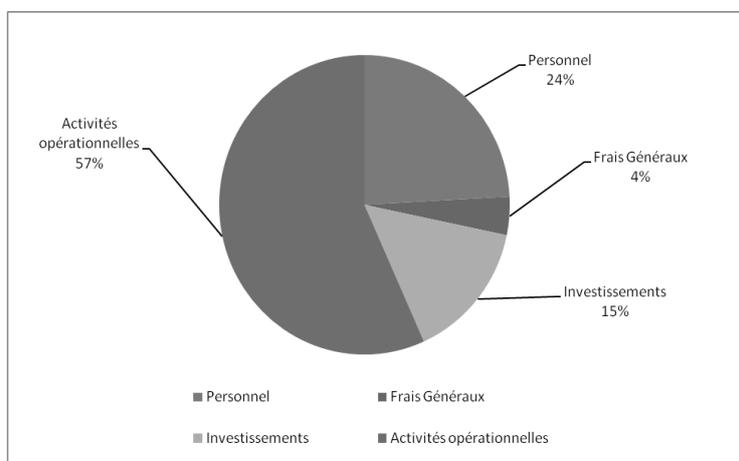
³ All budget figures obtained in FCFA have converted to US\$, using the current conversion rate of \$1 = FCFA 450.

Table 2: Evolution of CILSS Budget, 2006–2011

Institution	2006	2007	2008	2009	2010	2011	Balance	%
CILSS ES	\$7,195,123	\$10,598,086	\$11,772,869	\$9,709,772	\$6,052,490	\$12,108,608	\$6,056,118	100
AGRHYMET	\$6,336,229	\$4,111,686	\$3,609,509	\$5,150,763	\$8,132,986	\$9,342,263	\$1,209,277	15
INSAH	\$1,956,044	\$2,643,600	\$1,788,522	\$2,560,699	\$3,281,294	\$2,008,308	\$(-1,272,986)	-39
Total Budget	\$15,487,396	\$17,353,372	\$17,170,900	\$17,421,234	\$17,466,770	\$23,459,179	\$5,992,409	34

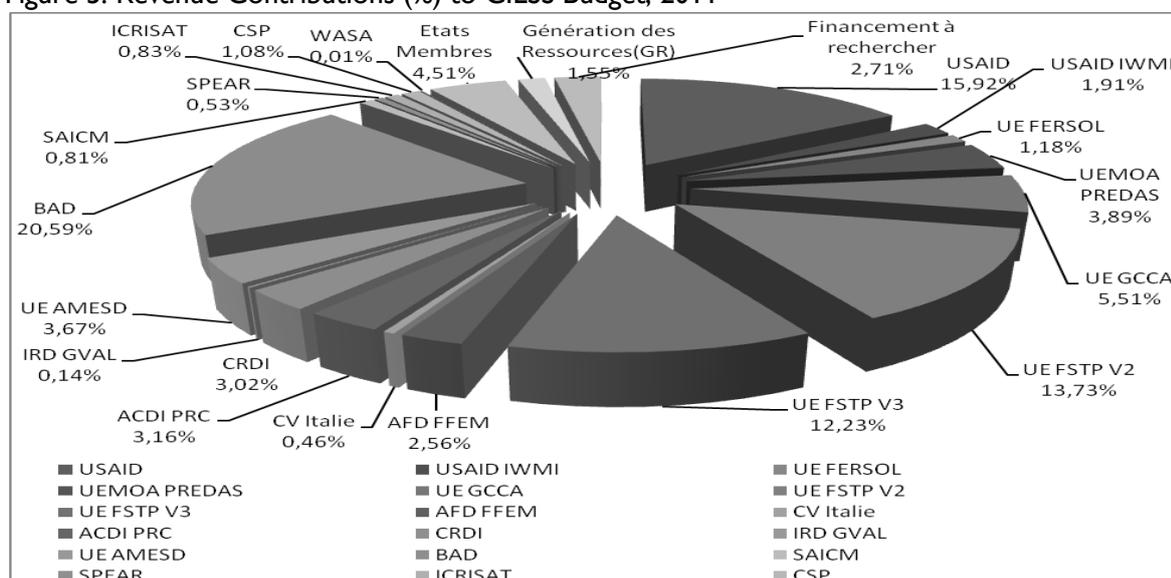
Figure 4 below also presents a breakdown of the anticipated CILSS budget for 2011, in the following four general categories: (1) operations (57 percent), (2) personnel (24 percent), (3) investments (15 percent), and general costs (4 percent).

Figure 4: Breakdown of CILSS' Budget Categories, 2011



For 2011, the USAID portion of the CILSS total budget will shrink to about 18 percent, as the European Union assumes responsibility for a greater share of the budget (36.3 percent). Other key contributors for 2011 include the African Development Bank (20.6 percent), CILSS member states (4.5 percent), and the West African Monetary Union (3.9 percent). Figure 5 highlights the diversification of donor sources now supporting CILSS in 2011.

Figure 5: Revenue Contributions (%) to CILSS Budget, 2011



Figures from Table 3 reveal that the CILSS revenue stems from three sources: (1) annual contributions of the nine member states, (2) CILSS internally generated revenues from services and products, including training revenues from the AGRHYMET center, and (3) donor contributions. It is important to note that Table 3 illustrates CILSS' heavy reliance on external donor funds in order to maintain its operations; these funds make up roughly 70 to 90 percent of the overall revenue received between 2007 and 2010. There have been some improvements in reducing dependency on donor sources in 2010, with the overall amount shrinking to about 72 percent, while internally generated revenues (18 percent) and member state contributions (10.4 percent) have improved considerably over previous years.

Table 3: CILSS Revenue Received, 2007–2010

Revenue Source	2007	%	2008	%	2009	%	2010	%
CILSS Member States	\$311,412	2.5	\$457,444	3.2	\$669,537	6.0	\$669,876	10.4
CILSS Revenues	\$599,197	4.7	\$775,274	5.4	\$778,522	7.0	\$1,158,349	18.0
Donor Contributions	\$11,745,058	92.8	\$13,176,944	91.4	\$9,691,320	81.0	\$4,610,915	71.6
Total Budget	\$12,655,667	100.0	\$14,409,662	100.0	\$11,139,379	100.0	\$6,439,140	100.0

II. SCOPE OF THE ASSESSMENT

Assessment Overview

Using a selection and recruitment process, USAID selected DAI/MSI to conduct three broad West African Institutional Assessments (CORAF/CILSS/ECOWAS) in both Anglophone and Francophone countries. Independent sub-teams were established to conduct the assessments. The USAID/Food Security COTR provided technical guidance to the sub-teams throughout the assessment on the scope of work, methodology, approach, and expected deliverables.

The assessment team was expected to examine the following:

- Assess to what extent CILSS can accomplish the USAID/WA-specific planned results/outputs. This includes looking at progress against planned outputs, milestones, results, and outcomes. Issues involving indicators, baselines, and targets were also to be discussed.
- Assess CILSS' efficiency and effectiveness in obligating, managing, and accounting for USAID/WA funds.
- Map out donor support and plans for future support.
- Make recommendations regarding the nature and level of future support including:
 - The role CILSS could play in implementing the FTF Multi-Year Strategy (nutrition monitoring, crop production/food security status in the region, climate change issues and related programs; implementing ECOWAP/CAADP regional actions, regional capacity building, etc.);
 - CILSS's role in and capacity for supporting various agricultural enabling environment activities (policy harmonization work); and
 - CILSS' capacity to provide regional information on food security, nutrition, and vulnerable rural groups.

The outcome of this assessment will contribute to plans to improve CILSS' overall institutional capacity in support of FTF/CAADP implementation plans.

Methodology Framework

The structure of the assessment and its interview questions were based upon a combination of USAID-approved frameworks and strategies, namely:

- The USAID Center for Development Information and Evaluation, Associated Guidance on How to Measure Institutional Capacity
- The Institutional Development Framework (IDF)
- The Participatory, Results-Oriented Self-Evaluation (PROSE)
- The CAADP Capacity Development Framework
- The multi-year FTF strategy

The following three-part framework served as overarching framework to categorize and analyze data on the institutional performance of CILSS:

Structure and Culture

- Organizational identity and culture
- Vision and purpose
- Leadership capacity and style

- Organizational values
- Governance approach
- External relations

Technical/Program Functions

- Service delivery system
- Program planning
- Program monitoring and evaluation
- Use and management of technical knowledge and skills

Administrative and Support Functions

- Administrative procedures and management systems
- Financial management (budgeting, accounting, fundraising, sustainability)
- Human resource management (staff recruitment, placement, support)
- Management of other resources (information and infrastructure)

Summary of Planned Data Collection Methods

The assessment team developed the following qualitative and quantitative methods in order to meet the assessment requirements:

Table 4: Summary of Data Collection Methods, Target Groups, and Sources

Quantitative (QT) or Qualitative (QL)	Planned Data Collection Method	Data Collection Tools	Target Groups and Sources
QT/QL	Semi-structured questionnaire	Anonymous survey via web-based survey	29 respondents representing CILSS and stakeholder organizations
QL	Open-ended questionnaire	Key informant interviews in-person	16 key senior management of CILSS and stakeholder organizations
QT/QL	Semi-structured questionnaire	Individual competency questionnaires via e-mail	10 respondents representing CILSS and stakeholder organizations
QL	Focus group	Focus group discussion guide administered in person	47 participants representing CILSS and stakeholder organizations
QL	Direct observation	Direct observation through field visits	CILSS-AGRHYMET offices/CILSS- INSAH offices/ 12 partner and stakeholder offices
QT/QL	Literature review	Desktop review of secondary data	CILSS program documents/ partner and stakeholder program documents

The assessment team reviewed and finalized field visits summarized in Table 5. Those who could not be interviewed in-person were invited via email to respond to an online survey about CILSS' institutional capacity.

Table 5: Summary of Field Visits

Venue of Interviews	Dates	Organizations	Contact Person
Mali	April 13	CILSS INSAH	7 senior managers
Ghana	April 28	USAID/WA	1 senior manager (USAID/WA COTR)
Mali	May 3	CILSS ES CILSS INSAH CILSS AGRHYMET	16 senior managers
Mali	May 4	CILSS ES CILSS INSAH CILSS AGRHYMET	10 senior managers
Mali	May 5	CILSS ES CILSS INSAH CILSS AGRHYMET	8 senior managers
Mali	May 5	METEO	5 senior managers
Mali	May 5	Food Security Commission (CSA)	3 senior managers
Mali	May 5	Ministry of Environment AEDD	5 senior managers
Mali	May 6	Ministry of Agriculture Plant Protection (PV)	3 senior managers
Mali	May 6	Ministry of Agriculture Institute of Rural Economics (IER)	4 senior managers
Mali	May 6	CILSS ES	Executive Secretary
Mali	May 6	Ministry of Agriculture Planning and Statistics Unit (CPS)	Director of CPS
Mali	May 6	Ministry of Agriculture National Direction of Agriculture (DNA)	3 senior managers
Mali	May 6	Ministry of Agriculture	Secretary General
Niger	May 9	CILSS AGRHYMET	2 senior managers
Niger	May 9	CILSS AGRHYMET	4 senior managers
Niger	May 9	CILSS AGRHYMET	1 senior manager
Niger	May 10	CILSS AGRHYMET	2 senior managers
Niger	May 10	DANIDA	1 senior manager
Niger	May 11	CIDA	1 senior manager
Niger	May 11	ACMAD	1 senior manager
Niger	May 11	WFP	1 senior manager
Ghana	June 24	USAID/WA	Debriefing

Limitations

Several limitations of the evaluation may have affected outcomes:

- 1) **Views and perspectives may not be equally representative of all participating member states**—the assessment team was not able to visit all 9 member states to obtain viewpoints, therefore the conclusions of the report may not be equally representative of all Sahelian member states.
- 2) **Inability to conduct onsite visit to CILSS headquarters**—the assessment team planned to visit the CILSS-Headquarters in Burkina Faso. A variety of changes had to be made to original travel plans due to political unrest, national/world holidays, and team member availability. Therefore, the independent evaluators did not get on-site access or direct observation of the Executive Secretariat and headquarters office environment.
- 3) **Limited timeframe to conduct in-depth key informant interviews**—as a way to offset changes in schedules due to political unrest, interviews coincided with CILSS planning meetings in Mali. Given the scope of the agenda in Mali, the independent evaluators had limited time to conduct in-depth key informant interviews and conducted focus groups to determine general perceptions instead.

III. KEY FINDINGS

The Key Findings section presents feedback from the independent assessment team as a reflection of the CILSS Executive Secretariat, its two technical arms (CILSS-INSAH and CILSS-AGRHYMET), and its partners/stakeholders. These findings are supported by focus group feedback, key informant interview data, and an extensive desktop literature review as well as anonymous online questionnaire data. Where possible, the assessment team drew observations in relation to the ECOWAP/CAADP implementation plan, and within the overarching objectives of FTF.

The assessment team summarized key findings across the three categories of the institutional capacity assessment:

Structure and Culture

- A culture of adaptive management and transparency, reflexive learning, and participatory decision making
- A well-elaborated strategic plan (Vision 2020) and clear long-term mission to address concerns of sustainability within the organization
- Relatively neutral political posture vis-à-vis governance ideology of the member states
- Flexibility in working with multiple donor strategies and an ability to serve in a coordinating/facilitating capacity under the ECOWAP/CAADP framework
- Limited visibility and public awareness of CILSS outside the immediate sphere of governmental and non-governmental partners/stakeholders
- Governance style is sometimes bureaucratic, interfering in the technical execution of programs
- Sense of low morale within CILSS due to chronic financial uncertainty and low pay scales relative to comparable regional and inter-governmental organizations
- Poor visibility of CILSS among the member states (outside of Burkina Faso, Mali, and Niger)

Technical and Program Functions

- Food security and natural resource management (particularly desertification) are the two leading areas of program progress and quality
- Active support of bio-security regulation development in the Sahel and West Africa
- Deliberate integration of the nutritional component into the food security information system
- Commendable examples of activities regarding seeds policies and regulations, and supporting scientific research
- Inadequate capacities to manage information systems designed to provide early warning and food security
- Insufficient monitoring and diagnostic tools at the ground level
- Lack of comprehensive, updated information across INSAH and AGRHYMET databases
- Limited documentation of achievements as relates to Water Management, Market Access, and Management and Steering
- Lack of coordinated M&E data across technical agencies and inadequate training of technical arms and stakeholders on an M&E framework
- AGRHYMET is perceived as making superior technical contributions in relation to the other agencies
- Inadequate website with poorly established links to databases
- Neglected thematic area of population and development, although this is an important contextual factor for agricultural research

Administrative and Support Functions

- Adequate financial accounting, budget, and audit systems in place
- Demonstrated ability to develop detailed work plans, operational plans, and results-based performance management metrics
- Restructuring of the organization (2004) created more effective administrative and programmatic operating units
- Administrative and technical coordination and reporting lines across the three institutions is sometimes ambiguous and ES top heavy
- Relatively low functioning and minimally interactive communications/knowledge management systems, and a limited public outreach strategy
- Fund mobilization is heavily donor-driven, and there is a lack of dedicated staff to do full-time fundraising, and relatively little market-based cost recovery through generation of user fee revenue streams
- Major shortage of personnel in junior assistant positions and heavy reliance on only one senior cadre in most administrative and technical units
- Internal disparities in remuneration and benefit levels among senior and junior staff
- Significant delays in salary payments due to chronic financial arrears of the member states
- Lack of dedicated staff to carry out M&E functions within INSAH and AGRHYMET
- Lack of gender balance in senior management and technical positions
- Limited opportunities for professional development and in-service training among staff

The sections below provide specific details on key findings.

4.1 Structure and Culture

Organizational Identity and Culture, Vision and Purpose, and Organizational Values

The assessment team first examined internal staff perceptions of the clarity of mission and vision within CILSS as well as the relative cultural identity of the organization through focus group sessions. Partner institutions in Mali and Niger were asked to share their views on whether the core mission and goals of the institution have been cogently transmitted across a broad spectrum of public, private, civil society actors. In discussions with senior management across all three CILSS institutions, the assessment team found that CILSS administrators had an apparent and common understanding of the overarching mission, goals, and future vision of the institution. The assessment team also determined, however, an inefficient and redundant view of administrative relationships, roles, and responsibilities between the ES and the technical arms in Bamako and Niamey. Although the three agencies share a clear understanding and common agreement on the theoretical division of programmatic responsibilities, they realize that there are significant strengths and weaknesses in the working relationships between them.

The programmatic strength within the organization is rooted in the ability of CILSS to provide timely information and to influence policy decision makers at high political levels within key Ministries of the CILSS member states. The Heads of State and the lead Ministries of Agriculture and the Environment often call upon CILSS for guidance and critical 'big picture' information when making important legislative decisions concerning food security and NRM for the Sahel region. Conversely, a major area of programmatic concentration where CILSS could benefit significantly from increased donor support is in the area of population and development, where efforts appear to be waning since 2004, when donor support began to drop off. As USAID has not included population development initiatives within its areas of focus and support, INSAH may need to find alternative sources of funding.

A greater sense of identity and mission regarding population dynamics in relation to other development concerns, such as food security, needs to be reinforced through greater donor assistance. At present, there is no clear lead institution with regional-level expertise across the Sahel capable of conducting policy analyses on demographic trends and the implications of these for other key sectors of health, education, agriculture, NRM, etc.

While CILSS sees the importance of carrying out policy analyses on population demography in relation to other key development sectors, there is recognition that no donor institutions have provided the means to embark upon such a mission. CILSS is therefore presently engaged in an internal dialogue to assess whether it is best to address the gap in demographic analysis across the Sahel by promoting population dynamics as a clear stand-alone program of institutional focus and expertise, or to integrate demographic analyses in to a more integrated, holistic understanding of how population dynamics impacts upon food security, NRM, health, and other key development sectors.

The organizational culture of CILSS appears to be relatively transparent, flexible, and open to reflexive learning and institutional change. Retreats are held twice annually, at which time both administrative and programmatic matters are shared and discussed openly and working plans and strategies are revised. There appears to be a process of adaptive management and a culture of learning in place, much like that found in university and similar research settings.

This relatively open cultural style of the organization contrasts considerably with that of ECOWAS, which appears to operate in a more rigid and centralized top-down hierarchical structure, commonplace in many political institutions. This juxtaposition of contrasting organizational styles may explain difficulties that CILSS is currently experiencing in this initial phase of rapprochement and emerging partnership with ECOWAS.

CILSS has shown leadership and vision in adopting a longer-term strategic plan, known as Vision 2020, that is intended to address chronic underlying structural problems of fiscal solvency and sustainability of the organization. Due in part to a lack of sustained commitment by the member states who are frequently in arrears in payment, CILSS has engaged in a 10 year strategic planning exercise that seeks to remedy the chronic nature of financial instability and dependency on external donors, by pursuing a new institutional vision in which the long-term survival of the organization will hinge upon a growing collaboration and absorption of fiscal responsibilities by ECOWAS. It is envisioned that an interdependent and synergistic relationship will evolve, in which ECOWAS will serve as the institutional fulcrum to shape vital policies for more effective political and economic integration of the West African states, while CILSS will assume the role of lead technical body responsible for coordinating and formulating policy for the region as it pertains to matters of food security and effective management of natural resources and the environment.

To achieve this vision, CILSS established a cabinet to develop the strategy with the support of a technical consultant in 2008. The strategic planning process was participatory in nature, involving the various heads of units within CILSS. As CILSS moves forward in sharing their future vision of institutional collaboration and consolidation of efforts, problems of a technical nature around program execution and the transfer of funds from ECOWAS to CILSS to carry out their technical mandate have begun to emerge. The nature of these problems will be examined in more depth further below.

Leadership Capacity and Governance Approach

CILSS senior staff and partners interviewed express mixed views concerning the leadership capacity and governance structures of the organization.

The strength of CILSS is its capacity to engage in a process of adaptive management and to conduct review of policies and procedures on a regular basis. In 2004, CILSS underwent an internal process of restructuring and set up three Regional Support Programs (RSP) to be managed by technical coordinators. This effort helped to bring more coherence and harmonization of programs and to raise the visibility of CILSS core areas of strength in the eyes of donors, partners, and key stakeholders. In response to growing demands for more effective and timely decision making, an important decision was taken in 2010 by the governing bodies for the Conference of the Heads of State to convene every two years instead of three, and for the Council of Ministers to meet every six months, instead of annually. The Permanent Secretariat National Committee of CILSS (CONACILSS) will also now meet on a semi-annual basis.

CILSS has put into place legal policies on governance that minimize potential conflicts of interest and assure that there is a periodic change in upper-tier management by mandating limited terms of tenure for the senior administrators. The key management positions of Executive Secretary, Executive Secretary Assistant, Internal Controller, and the two Director Generals are all politically appointed by the Council of Ministers and approved by the Heads of State. However, political monopoly by these key administrators is limited, as they are permitted only two terms of three years each. Additionally, the Director Generals and the Executive Secretary cannot be of the same nationality of the countries where they are working. An independent cabinet is selected to review the resumes of each candidate for senior positions and provide recommendations, which are then presented to the Council of Ministers for appointment.

Annual operational plans and budgets are formulated with the direct participation of the heads of technical divisions, who then present their work to the Regional Programming and Monitoring Committee (CRPS) for review and approval. Budget and plans are then approved by the Council of Ministers on a six month basis (previously annual). This is evidence of CILSS' attempts to streamline and improve more timely decision making on the most critical operations of the organization.

Within the various technical divisions, CILSS has also instituted a system of results-based management. INSAH and AGRHYMET hold coordination meetings of the technical division heads with the Director Generals on a weekly basis. The divisions themselves meet on a monthly basis to review progress toward results. On a six-month basis, each division reviews progress toward achievement of global indicators for their respective programs or projects.

While CILSS has taken measures to improve the governance superstructure within the organization by making it more responsive (by for example, improving meeting frequency among the overarching political bodies), some internal problems were noted by individual staff concerning recruitment of the most well-qualified individuals at the highest administrative levels of the ES and DG positions. One critical observation made was that, despite HR policy that seeks to minimize subjective bias or political influence in the recruitment process by adopting objective procedures and criteria for hiring, there remains nonetheless a considerable degree of political influence in hiring that does not always assure that a system of meritocracy and employment of the most qualified individuals takes place.

Another problem noted undermining the governing capacity of the organization is the issue of decision making and administrative relations between the ES and the two technical arms. There is a perception that the ES has begun to take on some technical program functions (e.g., food security, soil fertility) in the past 2–3 years that duplicate efforts and create redundancy between the two technical institutes. In the case of AGRHYMET, it was opined that some reporting lines with the ES in areas of technical responsibility have become blurred and fall outside the mandate of the ES, imposing unnecessary work burdens and an added layer of bureaucracy for the AGRHYMET technical managers. The matter remains unresolved between the two institutions at present, according to one source.

Another governance concern expressed is that recommendations made by external, independent review commissions are sometimes ignored or no concrete action taken by senior officials in the ES. One such example involves a review committee on science and pedagogy set up in 2005 to review the scientific mission of AGRHYMET. Recommendations to adopt a more scientific research mission with a merit system based more on scientific contributions (e.g., published research results, performance review based on academic metrics) were never put into place. Thus, there is some perception that a more academic, scientifically based culture should be inculcated within CILSS that determines professional advancement based on scientific contributions and focuses less on outputs derived from administrative capacities.

External Relations

CILSS partners interviewed appear to have somewhat divergent views from those of CILSS management regarding CILSS' identity and mission, particularly regarding general public's perception.. A number of problems in public perception and in the relations of stakeholders with CILSS were raised during key informant interview sessions.

A common perception is that the scope and influence of the CILSS mission, and thus their overall institutional credibility, has eroded over the past decade, in large part due to the weak fiscal environment and ambiguous financial foundation of the organization. Many stakeholders interviewed were aware of the chronic problem of wavering financial support and ongoing arrears in budget payments by the CILSS member countries. There was also a sense of low staff moral and motivation due to recurrent delays in salary payment and the low pay scale of CILSS staff in relation to other comparable regional organizations.

There was also a sense among some partners that a clear organizational identity and mission is not always apparent. Moreover, CILSS' physical presence and efforts in three different countries was not a widely known fact outside the immediate sphere of political and professional actors who serve as the core constituency of CILSS. A clear sense of institutional identity and branding does not appear to be widely shared, particularly by the general public. One key bilateral partner in Niger observed that the general public does not associate AGRHYMET as a unit or entity linked to CILSS. They also noted that in Niger, the role and mission of INSAH in Mali is not well known among various partners and government authorities in Niamey. Among the three institutions, INSAH appears to be the arm of CILSS with the most serious public visibility problem, largely due to ongoing budgetary problems and a diminishing financial status over the past decade.

DANIDA in Niamey, who provided a two-phased training grant from 2000–2003 and 2003–2008, identified two major problems within CILSS:

1. Lack of long-term sustainability
2. Lack of a proactive marketing strategy to reduce dependency on project-based, donor-led programming.

While the training objectives of the project were well achieved, a strategy to develop a sustainability plan and establish a marketing unit did not produce tangible results in the opinion of the donor.

By the end of project, CILSS was not able to clearly articulate an exit strategy nor were they able to achieve a significant level of proactive marketing to generate internal funds. Thus, the donor still feels a sense of donor dependency and caution concerning the longer-term viability of the organization. In this example, a lack of ownership of CILSS by the member states was underscored, as the states demonstrated limited ability to absorb basic operational costs for utilities, rental fees, etc., cost that normally should be a cost share contribution of host government institutions.

The outreach and communications capacity of CILSS has been called into question by at least one donor that conducted a program evaluation in 2010. CIDA, which has been instrumental in providing major capacity building support to CILSS, funded the Capacity Building Program (PRC), a five-year initiative (2004–2009), to strengthen planning and management capacity by providing training in the development of work plans, results-based frameworks, baselines, targets, indicators, etc. An example of the inherent weakness in communications outreach capacity was the apparent lack of leadership and coordination demonstrated by CILSS during the Niger food crisis of 2005. CIDA also reported experiencing delays in the execution of projects under the PRC initiative.

The weak communications capacity of CILSS (AGRHYMET) was echoed by a representative of the World Food Program (WFP) who felt that AGRHYMET diffusion of forecasting information has weakened in quality and frequency. Historically, a seasonal forecast was issued by AGRHYMET prior to the rainy season in April, but this is no longer the case.

Perhaps the weakest element of outreach efforts concerns the marked lack of visibility of CILSS in the member states outside of Burkina Faso, Mali, and Niger. More than one partner noted that the representative body in each member state, CONACILSS, is barely visible outside their immediate host Ministries of Agriculture and the Environment. A CILSS representative serves as a member of CONACILSS which meets every six months, and coordinates with the CRPS. An interdisciplinary team of meteorological, agronomic, and hydrological technicians in each country, the *Groupe Technique Pluridisciplinaire* (GTP), provides information on various biophysical parameters (rainfall, crop yields, stream flow, etc.) for the agricultural season, which is shared with the CONACILSS representative. The representative has a hard copy mailing and email distribution list and distributes out information shared by the GTP and other CILSS-related program activities. However, there appears to be no clear link of the CONACILSS structure to a dedicated website that warehouses information on ongoing activities or programs. Thus, the public outreach capacity of the CILSS country representatives appears to be highly circumscribed within a very limited sphere of public domain and is in need of much strengthening to build communications channels and increase general public awareness of the CILSS mission and program activities within the various member countries.

Palpable evidence of the lack of visibility of CONACILSS is the chronic absence of the representative in Niger at key weekly meetings (*Table de Concertation*), where the *Cellule de Crises Alimentaires*, housed within the Prime Minister's office, holds regular coordination sessions with donors and key stakeholders on food security issues.

Senior management in CILSS acknowledge that the key coordinating role of the organization with external partners has become increasingly complex, as a diverse range of new actors (e.g., FAO and WFP) have begun work on food security and NRM activity and execute operational field projects at the community level that fall increasingly outside the jurisdiction of CILSS' mandate. CILSS has very modest administrative capacity to manage or oversee a burgeoning number of field-based project activities. Thus, they feel that their institutional mandate is increasingly being circumvented and undermined by primarily larger international or inter-governmental organizations that do not see the necessity to coordinate their development strategies and agendas with those of CILSS. In some instances, CILSS is bypassed as a key institutional reference on food security issues, and their data findings are contested or ignored by major international stakeholders.

In conclusion, CILSS officials feel that there is a growing competition for financial resources, and that chronic deficiencies in fund mobilization and financial stability erode their ability to influence policy in the region. As a result, many of the larger international and regional institutional actors (e.g., WAMU, INGOs, and CGIARS) are circumventing the coordinating function and regional mandate of CILSS, which is contributing to a growing lack of harmonization and coordination of policies and programs by CILSS in the Sahel region. There appear to be redundancies and overlap in the research roles of the growing number of institutions in the region. With regard to the role of CORAF, CILSS

representatives feel there has been very little effort by CORAF to coordinate their research efforts with the mission of CILSS.

Current Working Relations with ECOWAS

In an increasingly complex environment, more technologically sophisticated actors will make it difficult for CILSS to assert its position as the lead technical actor and coordinator of ECOWAP/CAADP goals in close consort with ECOWAS. A number of concerns in the emerging relationship between CILSS and ECOWAS have been cited during the course of interviews and focus group sessions and are highlighted here.

As noted earlier, ECOWAS' mission is political and economic in nature and covers the coastal nations of West Africa, while CILSS' institutional profile is technical in nature, and designed to address longstanding concerns about drought and desertification and the implications for food security and NRM in the Sahel region. Thus, in many ways, there is little thematic or geographical convergence of the missions of the two regional entities. Nonetheless, both institutions have agreed in principle to work together and to support each other's respective areas of technical and political expertise.

In 2006, both institutions signed a protocol to establish a working relationship. However, after five years, the operational details of how the two bodies will execute specific programs under the ECOWAP/CAADP accord remains vague and poorly articulated.

CILSS senior management cites instances where ECOWAS has contracted technical tenders to individuals or institutions outside of CILSS that should fall within the purview of CILSS' mandate, with no formal communications that such contracting activities have taken place. In instances where coordination meetings are now held between the two organizations, CILSS notes a consistent pattern of delay and difficulty in the transfer of funds from ECOWAS to cover expenses of attending representatives. This problem appears to be widespread, occurring with other institutional partners as well, such as IITA and the CGIARs, who are working closely alongside CILSS and ECOWAS under the ECOWAP/CAADP initiative.

ECOWAS has only five individuals at present who are capable of fulfilling the technical functions of CILSS in the areas of environment and NRM. Therefore, honest discussions among the senior representatives of both institutions will need to be held in the near future if a clear set of operational procedures for the technical execution of activities are to be established between the parties involved.

CILSS' ability to carry out the objectives of ECOWAP/CAADP in accordance with the objectives of FTF under USAID will necessitate a streamlining of budgetary transfers across institutions, or a reassessment on the part of USAID about how best to allocate funds to ensure that the technical mission of CILSS is fulfilled under the larger umbrella structure of the ECOWAP/CAADP program.

Technical/Program Functions

The assessment team reviewed the 2009–2013 CILSS five-year work plan, the 2011 Operational Plan, and reports on deliverables achieved in 2009/2010. The assessment team then analyzed these supporting documents for evidence of sustainable food production; transformation and marketing; capacity strengthening of actors at the community and the technical support levels; management of natural resources; improved use of water for human use as well as for agriculture; and improved commercial exchanges and networks. Viewpoints within the Technical/Program Functions section are limited to a paper-based review of program indicators, targets, results, and deliverables.

Table 6 provides a summary of six key activities within CILSS' plan of work in 2009/2010. Overall, the assessment team confirmed that Activity 1 is a leading strength of the organization, and its sub-activities were well-documented with achieved milestones and deliverables. Activities 2 and 3, capacity to coordinate stakeholders and reinforce dialogue, were also strengths of CILSS. However, sub-activity A2.2, the completion of the extension of the system of putting databases on the website, is weak and not apparent on the website at this time. Within Activity 4, there was considerable and visible progress made concerning the advancement of WASA. However, Activity 5, relating to bio-safety, lacked detail on the program accomplishments. The most concerning of all activities was Activity 6: it lacked achievement in terms of credible changes in management and lacked documented progress.

Table 6: Summary of CILSS 2009/2010 Activities

Activity 1: Support the States in the Implementation of Strategies Aimed at Reducing the Vulnerability of the Households	A1.1: Strengthen and extend the regional surveillance system on prevention and management of food crises in the Sahel and in the ECOWAS member countries A1.2 : Organize the regional food and nutritional security surveillance system A1.3 : Strengthen the capacity of the systems of information on food security and early warning A1.4 : Extend the methodology of the Harmonized Framework to all countries
Activity 2: Contribute to the Implementation of the Activities of the CAADP/Pillar 3	A2.1: Support the implementation of the PRIA/PREGEC-ACN and AGRIS. A2.2 : Complete the extension of the system of putting databases on the web site as regards expertise, technologies and the background document http://www.insah.org/
Activity 3: Contribute to the Implementation of the Activities of the CAADP (ECOWAS)	A.3.1: Continue to support the preparation of national round tables A.3.3: Select and launch motivating operational programs A.3.3: Pursue and reinforce the communication and dialog dynamics in the region A3.4 / Pursue the orientation, planning, technical follow-up and assessment regional meetings
Activity 4: Contribute to the Implementation of Activities of the West African Seeds Alliance (WASA)	A4.1 : Strengthen the capacities of the Professional Agricultural Organizations (PAO) in the marketing of seeds; A4.2 : Support the countries in the implementation of the regional common regulation on seeds; A4.3: Ensure the functioning of the West African Seeds Committee (COASem).
Activity 5 : Élaborate and Support the Implementation of a Common Regulation on Bio-Safety in the Sahel and in West Africa	A5.1 : Pursue the putting in place of a regional regulatory framework on bio-safety within the ECOWAS and CILSS sub-space A5.2 : Support the countries in the elaboration and adoption of their national regulations on bio-safety; A5.3: Pursue the actions on information and training of the national stakeholders for the regulation of bio-safety within the CILSS and ECOWAS sub-space.
Activity 6: Improve Administrative, Financial and Monitoring-	A6.1 : Carry out a common financial audit for all donors A6.2 Improve the administrative and financial

Evaluation Management of CILSS	management of CILSS A6.3 Train the CILSS officials on management based on results
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The first key finding was that food security and natural resource management (particularly desertification) are the two leading areas of program progress and quality. CILSS is well-known and recognized for its multidisciplinary approach to food security and natural resource management. Planning documents, particularly the 2011 Operational Plan and appendices, outline food security and nutrition results and activities with precision and detail. CILSS staff and stakeholders are confident in the regional system of crisis prevention and management and their ability to convene stakeholders regularly for forums/workshops. There remain some deficiencies, however, in strengthening the capacities of information systems designed to provide early warning and food security. Although the national and regional systems are in place for the prevention and management of natural disasters, CILSS needs better/stronger monitoring and diagnostic tools at the ground level. CILSS should continue to strengthen monitoring mechanisms, such as the production and dissemination of agro-hydro-meteorological bulletins, the quality and availability of agricultural surveys, food balance sheets, and cross-border communication of early warning system concerns. CILSS staff and stakeholders also need more training on diagnostic tools for decision making, particularly in the prediction of food crises and the management of national food stocks.

Through a review of operational plans, work plans, and budgets, the assessment team also found some evidence of CILSS actively supporting the development of bio-security regulation in the Sahel and West Africa (e.g., participation in regional and international consultations on bio-security and seeds, the development of official texts on national bio-security regulations, training parliamentarians on bio-security regulation, and the endorsement of the adoption of bio-security protocols.)

There was also a successful and deliberate integration of the nutritional component to the food security information system and program of work. CILSS stakeholders confirmed the integration of nutritional indicators, the organization of workshops to provide technical support, the administration of nutrition surveys, the facilitation of trainings on nutrition surveillance, and ongoing evaluations of national public policies on nutrition.

The assessment team also found commendable examples of activities in the implementation of seeds policies and regulations and supporting scientific research. Outputs in support of the West Africa Seed Alliance are visible and appreciated within the scientific community. CILSS strengthens the capacities of the professional agricultural organizations in the marketing of seeds, supports countries in the implementation of the regional common regulation on seeds, and ensures the functioning of the West African Seeds Committee (COASem). Of the most notable accomplishments is the publication of the first beta version of a virtual catalogue of seeds along with a hardcover catalogue on seeds across West Africa. The manner in which the various CILSS agencies have contributed to seeds is a positive example of strong collaboration of CILSS technical agencies.

Although there are successful examples of CILSS achievements, there are an equal number of activities that fall short.

There is a general lack of comprehensive, updated information across INSAH and AGRHYMET databases. This causes frustration in the scientific community, as both technical agencies should have the capacity to update and maintain their information systems for the benefit of its stakeholders. One respondent stated, "CILSS databases are well appreciated and consulted by the actors but not actively updated due to limited financial resources." This perspective is representative of the viewpoints of many stakeholders consulted by the assessment team

The assessment team found limited documentation of achievements as it relates to Water Management, Market Access, and Management and Steering. While milestones and completed deliverables are abundantly available on food security and natural resources, there is limited attention to these other thematic areas. CILSS communicated in its work plans what it intended to do in these areas, but there was limited information and follow-up on specific accomplishments and achievements. Although there are some references to the dissemination of a continental strategic framework and Sustainable Land Management and Water Control plan, it is difficult to find descriptions of achievements across Water Management as well as Market Access and Management and Steering.

CILSS' monitoring and evaluation strategy and approach is another noted weakness within its technical program areas. CILSS stakeholders have vocalized the need for better M&E, but there is a lack of a coordinated effort to address these needs. This lack of capacity is most visible at the ES level of CILSS, where M&E data is compartmentalized and the three agencies often house their own data. The assessment team found that the ES currently lacks focus to coordinate M&E data across technical agencies or train its technical arms and stakeholders on M&E. Having a strong command of the M&E framework will help the ES to improve the administrative and financial management of CILSS and help CILSS officials manage program-based results, two critical activities requiring attention since the 2009/2010 Operational Plan.

In terms of overall public perception, AGRHYMET's technical contributions appear to be more valued by the scientific community than those of the other agencies. Its communication of results is more pronounced than that of INSAH and the ES and its technical contributions are more visible and readily available in the form of bulletins, assessments, and publications. This impression may be due to INSAH's role as a research unit that sometimes works behind the scenes to publish agricultural research results, analyze PREGEC data, and produce advocacy documents. Also, the ES' activities may not be as specific or concrete enough to be appreciated at the ground level or by all stakeholders. Its major activities are more high-level and include the provision of support to networks, the adoption of frameworks, and the institution of charters. Nonetheless, AGRHYMET has a more positive reputation in terms of technical contributions. This imbalance in terms of quality of output across agencies should be addressed.

Other ancillary points of weakness include:

- A lack of attention to population and development, although this remains a valued thematic area to stakeholders.
- The website is adequate but needs to be more user-friendly. More specifically, the primary issues that could be addressed are its poor bilingual access (English and French), outdated information, poor links to technical agency data (INSAH and AGRHYMET), and unclear links to databases. The website could benefit from a complete re-evaluation with ongoing site maintenance from a website technical coordinator.

Administrative and Support Functions

Administrative Procedures and Management Systems

Some concern was expressed amongst senior managers about the blurring of lines between the political functions being carried out by the ES and technical execution of programs which is perceived to be the responsibility of the two institutes in Mali and Niger. The administrative relationship among the three institutions appears to be somewhat ambiguous at times, with confusion in reporting lines and technical roles of the various institutes. One staff observation made was that there is some redundancy in technical functions between the ES and the other two units, and that only political and administrative oversight should reside in the ES. There is a perception by some that the ES has begun

to take on more program responsibilities with a few new technical experts housed in the ES over the past 2–3 years, and that these roles should reside exclusively within the two technical institutes. Thus, a sense of resource competition and potential jealousies may be on the rise between the three facilities.

It was also noted in focus group discussion that working relations between the three entities has grown operationally more complex and difficult, and is becoming highly bureaucratic. An example given was the loss of autonomy that is occurring due to excessive oversight and control by the ES over areas of core program expertise in food security and NRM. When larger numbers of individuals are involved requiring the coordination of experts across the three units, approval and intervention by the ES is required. In essence, there is a perception that the political/administrative functions of CILSS often interfere with the operational side of those working laterally across the three institutions.

The end result is that excessive oversight has led to delays in implementation and decision making, which then has repercussions for the timely receipt of funds (particularly those of USAID, which are based on a monthly accounting and reporting system).

Under the current method of transferring funds, funds are transferred to the ES in accordance with CILSS' new management structure. This triple transfer process is leading to excessive delays in the receipt of funds and the ability to execute activities in a timely manner. After taking up to several days to transfer funds from USAID to the ES, another 7–10 days is then required to transfer funds to Mali and Niger. With delays in the receipt of funds, execution of activities is then delayed. In reporting on budgets and activities to USAID, any delays in execution then lead to further delays in the receipt of the coming month's funds from USAID and a spiral of late payment/late execution is set into motion. This recurrent problem in 2010 led to a five-month delay in payment of salaries at AGHRYMET due to a lack of justification of advances. This involved five experts and nine administrative staff. The delay in USAID salary payments and the fact that USAID-funded personnel contracts are for one year has served as a major deterrent in recruiting the most competent experts, according to those interviewed. It is reported that some senior experts have left CILSS-AGHRYMET for other more secure jobs due to the short funding horizon of USAID contracts and recurrent problems in the timely receipt of funds.

Individuals are generally offered multi-year contracts from other donors, and are thus more attracted to more promising employment opportunities with other bilateral and multilateral donors, NGOs, or other research centers.

If feasible, direct reporting to USAID from each unit would streamline reporting horizons and optimize efficiency in the transfer of funds. This is explored further below in the recommendations section of the report.

A final observation concerns the nature of working relationships between CILSS and its partners, which appear to vary widely from formal protocols and contract agreements to informal, voluntary forms of collaboration. While formalized contract agreements may not necessarily be appropriate for all collaborative partnerships, formal or informal, CILSS may nonetheless benefit by adopting a more systematic approach to working with a broad spectrum of stakeholders. Numerous instances exist, most importantly under the ECOWAP/CAADP collaboration, in which the lack of precision in articulating precise roles and responsibilities, and the terms of execution of an activity, has contributed to a sense of confusion and outright frustration on the part of CILSS senior administrators. It was noted that under the Program for Regional Investment (PRI), finalized in June 2010, no clear role has been elaborated for CILSS on the specifics of how program execution is to take place, with CILSS serving as the technical arm of ECOWAS. It was further noted that no formal document exists between the two partners that formally establishes the modus operandi for CILSS to serve as the technical support unit to ECOWAS under Pillar I.

Financial Management, Budgeting, and Accounting

The finance, budget, and accounting systems in CILSS employ software tools and protocols that adhere to industry standards of international accounting, budgeting, and reporting, with strong controls and auditing procedures in place.

Only one instance was raised of gross mismanagement of funds, in 2007, at which time the Director General of AGRHYMET was alleged to have misappropriated funds. He was summarily dismissed, along with the head accountant. An internal audit alerted the ES to the problem, and strong action was taken by the ES. An external audit by USAID and CIDA confirmed the nature of the problem. More rigorous monthly accounting and reporting to USAID has been instituted since 2010.

As noted, the primary challenge for the AFA office is the need to report to a myriad of donors with different financing windows and reporting requirements, which demands a significant level of effort on the part of the AFA and others reporting to that unit. Funding cycles vary from 4–5 years for the EU, 5 years for the French, 3–5 years for the Canadians, and 1 year for USAID. The challenges inherent in the monthly accounting and reporting requirements of USAID have been noted above.

Fundraising and Sustainability

Throughout this report, the recurrent problem of fiscal viability and long term sustainability of CILSS has been raised. This is the central issue confronting CILSS and a key factor driving the new vision of the organization to become an appendage of ECOWAS in the near future.

High turnover of CILSS staff due primarily to low pay scales poses a serious challenge to the organization at present, and raises a number of concerns about CILSS implementation capacity to carry out the goals of ECOWAP/CAADP in harmony with the FTF mandate of USAID. A primary concern is whether donor dependency of CILSS on USAID and other external donors is now being transferred to ECOWAS, and whether such a strategy is positive over the long term, or whether it masks fundamental structural weaknesses inherent in CILSS in terms of their inability to adopt a more proactive, market-oriented approach to institutional growth and self-sufficiency.

A major problem for CILSS at present is that their heavily donor-driven orientation forces the institution to pursue donor agendas that may not necessarily converge with the overall objectives and needs of the organization, thus diluting their ability to work in a more concentrated fashion, building their expertise in a focused way.

CILSS officials note that the nature of their clientele has changed, and is no longer restricted to their member states, but increasingly involves a panoply of new actors, including NGOs, CGIARS, multi-lateral donors, etc. As such, the needs of a more diverse client base necessitates varied products and services, and more sophisticated methods and diagnostic tools to address the broader spectrum of stakeholders. Thus, fund mobilization strategy to meet the growing demand of an expanding set of actors necessitates new ways of thinking and a concerted effort to devise innovative approaches and strategies of resource procurement. New tools and modalities for fundraising are needed that build new partnerships and bridge public and private sector alliances. A call for concentrated resources and capacities in fund mobilization is urgently called for and proposed with more specifics in the final recommendations section of this report.

Human Resource Management (HR policies and procedures)

The administrative procedures of CILSS (i.e., administration, finance and accounting, and human resource management) are described in Appendix C. Policies and procedures conform to the norms of most institutions engaged in international development. CILSS is presently in the process of upgrading and improving its human resource standards by drafting a new HR manual in 2010 (now awaiting approval from the Council of Ministers).

Sharing a similar challenge with the other divisions in CILSS, the HR unit has very limited staffing and resources, and is hard pressed to meet the multiplicity of personal demands across the three institutions. There is only one HR representative in INSAH and AGRHYMET and the salaries of these individuals are provided by the contributions of the member states. Thus, they are vulnerable to the vicissitudes of unreliable government budget transfers, and long delays in salary payment are not uncommon. In the case of the head of HR in AGRHYMET, salary payment has been delayed four months in early 2011. Some member states have not yet made payments for the 2010 fiscal year and, in the case of Niger, a current budget deficit of CFA 500 million exists, according to one staff source.

As prefaced earlier, delays in salary are a main source of low morale in CILSS and contribute significantly to high staff turnover. The ES has lost approximately ten senior administrators to more remunerative positions over the past three years. Roughly five to six experts left CILSS in 2010.

The problem of major disparities in benefits packages of experts and other administrative staff was identified as a problem by one key informant. This includes disparities in supplemental support for schooling of children, and salary bonuses to subsidize transportation, housing, utilities, etc.

Budgetary constraints also provide little in the way of incentives for professional advancement in CILSS. There is no system in place to support professional development or advancement, although there is a meager budget for in-service training and nominal access to training or exposure to new research methodologies, analytical tools, software, modeling instruments, etc.

The most fundamental problem concerning human resource issues in CILSS, besides low pay scales, is the structural problem of severe understaffing of key administrative and technical positions that often have only one senior cadre, with no backup support from program assistants or junior-level managers and technicians. Apparently there was a significant loss of staff after 2003–2004, at which time an internal audit was conducted and a reduction in work force was instituted.

Presently, an internship program exists, but there is no budget support for the program, and interns are on-site for only a three-month period, which is insufficient for adequate mentoring, skills acquisition, and program support to take place. Thus, an innovative program to recruit younger, post-graduate level assistants to provide backstopping to key managers and technicians would be a positive investment of funds. This recommendation is taken up further in the final section of the report.

When asked the ideal number of individuals required to provide adequate support to the ECOWAP/CAADP initiative for coverage of all 17 countries, one senior manager estimated that a minimum of 40–50 technical experts and administrators would be needed.

A final observation concerns the nature of security policy and procedures in CILSS.⁴ It is not clear that measures to assure the safety of staff on-site or while traveling to interior areas of the Sahel region in the event of a major disaster event or emergency (e.g., fire, natural hazard, physical theft, or an attack) have been well communicated to employees. In light of recent events in Niger (kidnapping in Niamey and in the north central region), CILSS may wish to review policy on security procedures

⁴ The topic of security was broached only with a senior manager in AGRHYMET, and thus may not accurately represent precautions and procedures taken for the wellbeing of employees in the ES and at INSAH.

and take all necessary precautions to assure that a detailed plan for evacuation, communication, etc., is well articulated and shared with all employees of CILSS.

Management of Other Resources (Information and Communication)

The knowledge management system of CILSS entails an individual website at each of the three institutions, and a documentation center at the ES, established in 1976. The center houses a wide range of CILSS products available to the general public, including research reports and studies, project reports, student theses, travel mission reports, and other pertinent documents.

The majority of documents are currently accessible in hard-copy format. In the past five years, CILSS has undertaken the digitalization and cataloguing of all documents. Approximately 7,000 documents currently exist in hard copy, and a bibliographic database contains more than 6,000 references to CILSS reports, studies, workshop and conference proceedings, etc. More than 4,000 scientific publications are included in the database. A good portion of these documents are now catalogued and are available electronically (<http://www.cilss.bf/publication>).

INSAH houses an online portal that contains databases on food security, agriculture, livestock, and population and development. The NARS in the CILSS member countries contribute reports, studies and other key information to a database on pesticides that provides chemical characteristics, utilization, and legal status in the CILSS countries. Other databases include a list of experts in the areas of NRM, livestock production, and crop production and processing; socioeconomic profiles of the CILSS countries; and publications of interest to the NARS members.⁵

AGRHYMET also houses a significant amount of information on their website (www.agrhymet.ne) including a large database of agro-climatological information, student theses, annual reports, FEWS bulletins, etc. The center is presently in a process of digitalizing and cataloguing past research reports, publications, bulletins, etc.

CILSS communication and public outreach strategy entails the distribution of reports, publications, proceedings, and other relevant information to a wide range of stakeholders through both electronic and hard-copy mailing lists. In recent years, the improvement of the respective web sites within CILSS has enabled the three units to expand their outreach significantly to a wider, more diverse audience of stakeholders, as well as the general public. Improvements continue, including translation of key documents and information into English. The pace of this effort, and the financial resources required, however, remains slow and in need of much greater support.

CILSS uses both national and international media sources, such as television, to publicize their efforts. This includes a major public relations event, CILSS Day, held annually in each member country on September 12. CILSS is also now beginning to take advantage of new forms of social networking such as Facebook and Twitter to enlarge its audience of stakeholders and potential partners.

Despite the advances made by CILSS in their communications capabilities, the pace of progress remains slow. This is due in large part to a lack of financial and human resources. The current communications budget provides only the most basic support to develop websites, with no resources available to support creative audiovisual programming, filming, or photojournalism.

The ICT budget is centralized in the ES, with the two technical institutes having to finance additional communications through specific donor-supported projects. The digitalization of documents at AGRHYMET is severely underfunded, with only one individual dedicated to web support and the

⁵ The scientific publications and other documentation can be found at <http://196.200.57.138/insahpub/index.cfm?lng=fr§1=home&id=26>.

cataloguing of years of reports and research. A request for more funds from the ES to support conversion of documents into a digital library has not yet been acknowledged.

In accessing the three websites, overall functionality is limited, with minimal capacity to initiate an interactive virtual space where CILSS members and partners can actively share information in real time, or engage in more effective channels of dialogue and information sharing (chats, forums, etc.). Thus, the potential to engage partners in more collaborative efforts through growing numbers of Communities of Practice has not been established in any meaningful way. The capability of CILSS to coordinate efforts with a vast array of partners and to enhance their global visibility and mission could be significantly strengthened through a well-devised plan that harnesses the enormous power of the internet. The growing sophistication of a burgeoning number of global portals housing innovative platforms with interactive tools for information and data sharing should be tapped into, with significant resources being devoted to enhancing the knowledge management capacity and networking opportunities of the organization. This point is underscored as a key recommendation in the final section of the report.

The monitoring and evaluation system of CILSS is also centralized within the ES, with the two technical institutes having no full-time staff devoted to carrying out M&E responsibilities. Senior managers are often required to wear several hats and fulfill a broad range of responsibilities, including carrying out M&E tasks that would normally be handled by at least one full-time person. It is not apparent that the M&E function can be adequately performed by concentrating resources for such an important technical function within the ES. The day-to-day management and proximity of staff to the actual execution of a broad range of program activities is best served when at least one individual on-site is able to devote his or her full energies to monitoring, evaluating, and reporting.

IV. CAADP CAPACITY FRAMEWORK ANALYSIS

A key objective of this report is to assess areas of core capability of CILSS and to evaluate the degree to which those match with the skill areas needed to implement the ECOWAP/CAADP program. The CAADP skill areas in relation to CILSS capabilities are evaluated below.

Table 7: Assessment of CAADP Skills Areas

Leadership and Change Management	
<ul style="list-style-type: none"> • Leadership and change management skills • Team building and dynamics • Clarifying roles and responsibilities • Process management skills • Problem solving and conflict management 	CILSS exhibits some areas of adequate leadership, but it has yet to institute a culture of transparency, adaptive management, or institutional learning to carry out the objectives under CAADP.
Coalition, Partnerships and Alliance Building	
<ul style="list-style-type: none"> • Building and structuring coalitions • Cultivating partnerships and alliances • Workshop design and facilitation 	CILSS has successfully coordinated efforts to forge alliances and partnerships and has significant experience facilitating, designing, and managing workshops. However, there is much more room to improve coordination and coalition building efforts.
Advocacy and Policy Change	
<ul style="list-style-type: none"> • Engagement with stakeholders and public • Facilitation skills • Team building and group dynamics • Stakeholder management 	CILSS has established itself as a catalytic force in formulating and influencing food security policy in the Sahel region, yet could better mobilize stakeholders and raise awareness of the general public.
Organizational Development Management/Improvement	
<ul style="list-style-type: none"> • Conducting organizational self-assessments • Developing organizational improvement plans, including training/staff development plans • Development of training/human resource development plans 	CILSS is relatively strong in conducting internal evaluations and identifying areas in need of improvement. The recurrent problem is one of soliciting adequate financial support for the organization to grow and expand. Also, behavior change and the development of staff are critical areas that need attention, especially at the ES level.
Development of Investment Programs, Alliances and Partnerships	
<ul style="list-style-type: none"> • Designing investment programs/plans, e.g. CAADP Country Investment Plan • Feasibility/economic, social and institutional analysis and analysis techniques • Policy and program analysis 	CILSS has assisted in elaborating a Regional Investment Plan to work within the CAADP framework and has experience conducting policy and program analyses. This has yet to translate into substantial concrete support in the technical execution of activities with ECOWAS collaboration.

Project Design and Management	
<ul style="list-style-type: none"> • Development of objective hierarchies, e.g. logical framework or objective tree • Prioritizing projects, programs and investment portfolios • Participatory planning skills/approaches • Activity management and work plan development • Financial management • Budget and expenditure management 	Project design and project management are strengths within CILSS, benefiting from capacity building, funded by CIDA. They are well-poised to apply these skills under the CAADP framework.
Proposal Writing	
<ul style="list-style-type: none"> • Proposal writing skills, including defining objectives • Budget development 	The assessment team was unable to review submitted proposals, but CILSS has had some successes in generating funds with an increasing array of donors. The organization has also received training in the technical elements (work plans, budgets, log frames, etc.) necessary for proposal submissions. INSAH's portfolio of projects and funding opportunities, however, continue to decline in size.
Evidence-Based Monitoring, Evaluation, and Decision Making	
<ul style="list-style-type: none"> • Development of results-based strategies and projects • Development of M&E systems that link performance measures to results • Data collection and analysis 	CILSS demonstrates the capacity to carry out M&E and report to donors. However, the system is too centralized and needs more M&E supporting staff housed at INSAH and AGRHYMET. The development of results-based strategies is still not altogether apparent, but CILSS' documentation of results in select thematic areas is encouraging.
Knowledge Management: Learning and Sharing from Process and Practice	
<ul style="list-style-type: none"> • Identification, analysis, and dissemination of lessons learned • Knowledge management skills 	CILSS has limited information dissemination capacity and relies largely on email and hard copy mailing lists. The websites have little interactive capacity and are not well designed or exploited to their full potential. There is much room for improvement and upgrading of information sharing, and mobilizing partners and constituents in interactive online user groups.

Individual Capacity Building Needs

As part of the organizational assessment, respondents documented their individual capacity building needs. The three most important areas of need for CILSS ES and stakeholders were (1) Management (2) Funding and (3) Technology. Technical areas such as Agricultural Pest Management, Environment and Agriculture, Health, and Development Topics in Environment and Agriculture were less frequently mentioned than core management/administration capacity building needs.

It is important to note that CILSS' critical management issues are confirmed by this continued strong desire for training in management, funding, and technology.

Table 8 summarizes desired training topics versus training already received on the job.

Table 8: Capacity Building Topics Desired and Received

No.	Capacity Building Topic	Desired Capacity Building Topics	Capacity Building Training Already Received
1	Management	<ul style="list-style-type: none"> • Management and leadership • Project management • Managing for results • Strategic planning • Sectoral planning • Planning for sustainable development • Human resources management • Group dynamics and teamwork • Administration • Time management 	<ul style="list-style-type: none"> • Management and leadership • Management and organizational sustainability tool • Project management • Results based management • Strategic planning • Coaching and mentoring • Team work • Performance evaluation of staff • System administration facilities • Management guidelines for DANIDA aid • Preparation of government consultations
2	Funding	<ul style="list-style-type: none"> • Funds mobilization • Funding for research • Budgeting 	<ul style="list-style-type: none"> • Funding for research • Strategic funding for the fight against desertification • Sustainable financing • Public finance management • Developing relations with donors
3	Technology	<ul style="list-style-type: none"> • Applied computer training • Statistical analysis software • Agro-economic analysis software • Nutrition and population analysis software (Nutrisurvey, SPECTRUM, RAPID, SPSS, STATA, SAS, FANTA, etc.) • Geographic Information Systems • Image Processing RADAR • Information systems • Satellite communications and microwave telecommunications 	<ul style="list-style-type: none"> • Statistical analysis software • Microsoft Word, Excel, and PowerPoint • Information systems • Programming • BCH central portal and CHM portal • System administration using AMESD eStation EAMAC • System administration on Solaris 1 and 2 • Maintenance of SPARC systems • Interconnection on TCP / IP network • EUMETcast • Copier maintenance • Development of computer literacy • Use of microcomputers for socio-economic development • DOS, WordPerfect, and Lotus 1-2-3
4	Agricultural Pest Management	<ul style="list-style-type: none"> • Pests of fruit crops (mango, citrus) • Insect control • De-infestation of plants and plant products 	<ul style="list-style-type: none"> • Integrated pest management • Pest plagues • Vertebrate pests in the Sahel • Rodents • Acridology on the management of seed-eating birds • Trans-boundary pests • Pesticide management • Pesticides and persistent organic pollutants

No.	Capacity Building Topic	Desired Capacity Building Topics	Capacity Building Training Already Received
5	Environment and Agriculture	<ul style="list-style-type: none"> • Sustainable development for the environment • Natural resource management • Natural resource economics • Land information management • Climate change • Integrated climate risk • Sustainable development in agriculture • Farm business management • Bio-safety and biotechnology • Food security • Food crises • Plant protection • Environmental and agricultural policies • Phytosanitary legislation • Population interactions 	<ul style="list-style-type: none"> • Sectoral approach to rural development • Vulnerability and adaptation to climate change • Calendar tools for predicting crises • Sustainable land management • Reducing emissions from deforestation and degradation • Clean development mechanism • Policies for environmental and social safeguards • Food security • Agriculture and food economy • Value chain analysis • Promoting regional trade • Optimal livestock nutrition • Poultry development in rural areas • Bio-safety and biotechnology • Agricultural orientation law • Seeds regulations • Laws and regulations relating to quality control of vegetables
6	Health	<ul style="list-style-type: none"> • Health legislation 	<ul style="list-style-type: none"> • Detriments of health and mortality in Africa • HIV/AIDS and sexually transmitted diseases • Malaria • Nutrition • Bilharzia • Fertility in Africa • Economics and management of resources in health programs
7	Development Topics that Intersect with Environment and Agriculture	<ul style="list-style-type: none"> • N/A 	<ul style="list-style-type: none"> • Development in Africa • Crisis management • Anti-corruption • Gender and development • African demography • Interactive learning processes • Analysis approach of the household economy
8	Monitoring, Evaluation, and Assessments	<ul style="list-style-type: none"> • Monitoring and evaluation • Evaluating projects, programs, and policies, particularly in the areas of food security and research • Strategic environmental assessment • Environmental and biodiversity impact surveys • Environmental and social impact studies • Assessments of fields and agricultural markets • Intensive courses in monitoring and evaluation 	<ul style="list-style-type: none"> • Monitoring and evaluation • Monitoring and evaluation for results management • Monitoring of GMO testing • Strategic Environmental Assessment • Monitoring and evaluating population programs • Monitoring the Vegetation NDAA / NDVI Handbook • Environmental monitoring

No.	Capacity Building Topic	Desired Capacity Building Topics	Capacity Building Training Already Received
9	Communication	<ul style="list-style-type: none"> • Internal communications • Marketing and public relations • Communication techniques for the general public • Advocacy • Participatory communication • Negotiation skills 	<ul style="list-style-type: none"> • Marketing and public relations • Advocacy • Negotiation skills • Environmental communication • Communication in crisis management
10	Writing	<ul style="list-style-type: none"> • Scientific writing and publishing • Developing concept notes for projects 	<ul style="list-style-type: none"> • Scientific writing and publishing • Scientific journalism • Writing proposals and funding applications
11	Degree Programs	<ul style="list-style-type: none"> • Advanced degree programs • Master's degree in Natural Resource Economics • PhD in agricultural economics with a focus on policy analysis for sustainable development 	<ul style="list-style-type: none"> • Master's degree in Agricultural Entomology
12	Language	<ul style="list-style-type: none"> • English courses • Portuguese courses • Study tours in English-speaking countries 	<ul style="list-style-type: none"> • English courses

V. RECOMMENDATIONS

There is a unanimous feeling that the organization, although a leader in food security, early warning systems, and natural resource management, is in a state of decline and requires immediate interventions. Based on feedback and program documentation, CILSS is slowly declining as a regional leader of scientific and technical excellence. This is mostly due to critical management and administrative gaps that prevent the organization from functioning across the three centers. A second important factor is the organization's lack of capacity to mobilize resources and limited leadership being change the trend of diminishing budgets. In addition to these institutional capacity issues, the technical quality of programs is at risk if valuable human resources are not competitively compensated. Of primary importance is the need to strengthen management and administration, particularly at the ES level, which appears to have lost its focus on supporting its two technical arms and often operates in direct competition.

As CILSS prepares to scale up to enter into a new phase of engagement with ECOWAS in implementing the technical component of the ECOWAP/CAADP, a number of areas of institutional and human resource capacity will need to be strengthened.

The following swift and strategic institutional capacity interventions will help to revitalize the valuable historical/institutional role of the organization.

I. Communications/Knowledge Management

The visibility and coordinating capacity of CILSS could be significantly improved by investing more resources into communications outreach and knowledge management. There is a critical need to improve information sharing and collaborative efforts in research, training, and diffusion of new diagnostic tools, models, and databases. This could be greatly enhanced by bringing CILSS and a wide array of stakeholders together in one virtual working space. CILSS partners frequently lamented the lack of coordination and ability to access and share research, publish findings, etc.

The CILSS websites have limited functionality and do not appear to be well networked with larger bilateral and multilateral partners and stakeholders (international donors, NARs, CGIARs, etc.). USAID management of CILSS programs with organized working groups could significantly boost the working capacity of various institutions to share and learn from one another, and to increase their exposure to a wide spectrum of stakeholders. The exchange of databases, research results and key documents, as well as the creation of online e-journals for publications, and the organization of thematic working groups with interactive tools (including teleconferencing and real-time data sharing) could greatly facilitate the work of CILSS and their consortium of partners.

A distance learning platform currently exists on the USAID portal and could be adapted to meet the training and outreach needs of AGRHYMET and other web-based e-learning programs envisioned by CILSS in the future. (USAID has invested considerable time and resources to develop a natural resources management portal (rmportal.net) but has not proactively marketed its use with USAID missions and partners.) The portal currently has online translation capacity to access information in English, French, Spanish, and Portuguese. Thus CILSS' challenge to work with partners in three languages could be aided by the use of such a multilingual platform.

External communications and diffusion of information through the CONACILSS representatives in each member country appears to be very weak. Websites in the respective countries are not well developed to highlight the role of CILSS or showcase its contributions in the region. The CONACILSS members should be trained and actively engaged in CoP programs and outreach activities that could be initiated through an online portal.

Finally, more financial resources should be dedicated to digitalization and archiving of CILSS' large inventory of documents, research reports and studies, etc., for uploading to the respective websites, with links to a proposed global platform such as the USAID resource management portal.

2. Human Resources

The problem of understaffing, particularly of junior-level assistants who can backstop for senior managers and technicians (especially when they are absent for inter-regional or international travel) should be remedied. Many key administrative and technical units have only one senior official, and their workloads are considerable. Given the modest salary scales relative to other comparable organizations, morale and motivation is low and turnover of key positions is high. USAID is uniquely positioned to take on an advisory role and provide capacity building, particularly in obtaining interns and addressing the needs of mid-level staff.

In addition to supporting more competitive salary scales, USAID should explore creative mechanisms to introduce a viable junior cadre internship program across all three CILSS institutions that recruit post-graduate university students within the CILSS member countries, as well as establish a program of international interns through universities in the United States, Canada, and Europe. A university linkages program could serve as an ongoing in-service skills training program whereby CILSS cadre are introduced to current state-of-the-art approaches to administration, management, finance, ICT, knowledge management, M&E, and the core technical areas that serve as the cornerstone of CILSS programming.

CILSS senior staff frequently expressed frustration about their inability to access new skills in research methodology, modeling, diagnostic tools and frameworks, software, database access, etc. Targeted recruitment of MSc and PhD level students from international degree programs in the United States, Canada, and Europe who represent CILSS bilateral and multi-lateral donor countries could prove to be a cost effective means by which to address many of the technical and administrative lacunae that CILSS has identified. It would establish a more competitive edge for CILSS vis-à-vis other inter-governmental and regional research and policy institutions and would be mutually beneficial to both host and source countries, as post-graduate level young professionals would gain excellent international work experience. One possible model would be to link international and African junior interns in counterpart teams, whereby the African interns would continue to provide backstopping support to CILSS upon departure of the international junior professionals. In terms of funding, USAID might explore a collaborative funding mechanism with Canadian, European, and African universities in which the various bilateral and multilateral donors of the participating countries each contribute to a global funding mechanism that hosts the program.

As CILSS moves forward to build a future partnership with ECOWAS, foreign language skills, particularly in English and Portuguese, will need to be improved among some senior officials. This could be resolved in part through the above proposed university linkages program in which international post-graduates from Anglophone countries could arrange to provide some in-service training and technical support with a set number of hours dedicated to class or lab sessions in English and Portuguese. Another option might be to establish an inter-regional technical exchange of cadres for a 1–3 month period in which administrators or cadres from the respective CILSS country institutions participate in intensive training site visits conducted in the host language of that country.

Other areas of HR policy such as internal disparities in salary and benefits packages should be reviewed by an independent, external committee or by a technical HR consultant, with recommendations to establish more equitable, internal HR policies.

forecasting tools, while AGRHYMET capacity to translate forecasting data for impact assessments and applications of forecasting data directly to end user communities should be strengthened.

There appears to be too much overlap and duplication of efforts between the two institutions presently. In addition, a new accord is needed that allows ACMAD to access monthly data that is sent from the CILSS member states to AGRHYMET. ACMAD works with the same member states but is not presently permitted access to their national level data. Streamlining this process would assist in improving the efficiency, accuracy, and timeliness of forecasting analysis and the overall capabilities of ACMAD.

Some of the above needs can be met in part through support of the proposed university linkages intern program as well as more harmonization and coordination of efforts in data sharing and building of thematic working groups (CoPs) through a centralized portal platform.

A final area of proposed support is for upgrading of GIS capacity at AGRHYMET. At least one junior assistant support staff could help backstop support to the lead GIS technician. Subscription to the latest version upgrades of major GIS software systems is also needed.

10. Partnership Relations

More consistency is needed in the harmonization of CILSS working relations with their various partners in the form of more precise, unambiguous working protocols. As noted, formal contract agreements are established in some instances where clear products and services are needed, while in others, collaboration occurs on an informal, ad hoc basis.

The more informal, verbal understandings have sometimes contributed to poor coordination, data sharing, and exchange of information. Therefore, while formal contract agreements may not always be appropriate, CILSS would nonetheless benefit by establishing more formalized protocols and working procedures through MOUs or other less prescriptive mechanisms that establish a modicum of understanding in what is to be shared and expected in a more informal working relationship. This may help avoid confusion in some 'gray areas' of collaboration where expectations are not stated or documented on paper, yet verbally assumed.

11. USAID Strategic Planning and Program Coordination

A final recommendation concerns USAID's process of strategic planning and program coordination with government ministries and host bilateral institutions working with CILSS. In Mali, the Secretary General for the Ministry of Agriculture expressed some critical comments about a lack of close coordination of USAID development efforts with those of the Ministry. While supportive of the FTF initiative and an overall emphasis on market-led value chain development of smallholder agriculture, the Secretary General nonetheless felt that a new government initiative to launch a pro-poor smallholder regional market initiative should have been more closely supported and coordinated with USAID's new global strategic plan on agricultural development and regional programming efforts.⁶

⁶ The Malian government initiative, Transformation Greniers de Sikasso, has a goal to produce 5 million tons of grain (maize, rice, sorghum) using a private sector driven value chain approach and creation of SME service providers through the value chain.

Appendix A: Respondent Contact List

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Appendix B: Reference Documents

No.	Document	Dates
	Operational Plans	
1	CILSS Operational Plan 2010/2011 Component: Food and Nutrition Security (English)	Oct 2010—Sept 2011
2	Operational Plan 2009/2010 (French)	Oct 2009—Sept 2010
3	Operational Plan 2008/2009 (French)	Oct 2008—Sept 2009
4	Operational Plan 2007/2008 (French)	Oct 2007—Sept 2008
5	Operational Plan—USAID Budget 2007 (French)	2007
	Work Plans	
6	PROGRAMME DE TRAVAIL 2009–2013 du CILSS Volume I Volume II	2009–2013 (written Dec 2008)
7	CILSS WORKPLAN FOR 2009–2010	Oct 2009—Sept 2010
	Annual and Biannual Reports	
8	CILSS USAID/WA Biannual report	Oct 2009—Mar 2010
9	CILSS USAID/WA Biannual Report	Oct 2009—Sept 2010
10	RAPPORT ANNUEL DU SYSTEME CILSS	Oct 2008—Sept 2009
11	SYNTHESIS OF THE ANNUAL REPORT OF CILSS SYSTEM	Oct 2008—Sept 2009
12	Rapport annuel de résultats de la contribution de l'USAID	Oct 2007—Sept 2008
	Indicators	
13	CILSS Indicators	Oct 2010
14	PMP Indicators (Including Locust Project FY09 Targets and Previsions 2010 and 2011)	Not listed (probably 2008)
	Miscellaneous	
15	Presentation of « Institut du Sahel » PowerPoint (bilingual French and English)	Apr 2011
16	Budget USAID for Fiscal Year 2009–2010	Oct 2009—Sept 2010
17	USAID CILSS Implementation Letter	Oct 2008
18	An Overview of the Achievements of CILSS from 1973 to 2006	2006
19	Briefing Note on USAID Support to CILSS from 1999 to 2009	March 2009
20	Annex I: Log frame and Planning for Fiscal Year 2009/2010	2009
21	Appendix I: CILSS Budget Component: Food Security	2010/2011

Appendix C: Administrative Procedures

Administration, Finance, and Accounting

Section 1.4 (Institutional Overview) provides an overview of the organizational structure of CILSS across all three institutions. Four Managing Support Units (MSU) assume administrative responsibility for the daily operations of the organization, including: 1) administration, finance, and accounting, 2) communications, information, and documentation, 3) human resource management, and 4) monitoring and evaluation. The latter unit within CILSS also carries out functions of planning, strategic alert or early warning for food security systems, and integrates analyses and dimensions of gender in the overall M&E function of the unit. An organogram of the administrative, finance, and accounting unit is found below.

The four management units of CILSS are guided by standard legal procedures and consultative documents, operational procedures, and a system of audit controls. The statutory procedures and documents elaborating administrative protocol within CILSS are contained in the following:

- Revised Convention of CILSS
- Internal Regulations of the Council of Ministers
- General Statute on Personnel
- Internal Regulations on Personnel
- Financial Regulations
- Manuel of Administrative, Financial and Accounting Procedures

The operating systems within CILSS consist of information resources (management software and materials), and accounting systems (general and budgetary accounting).

The auditing system involves both internal and external annual audits with clearly elaborated working procedures and legal text, adhering to professional audit standards and a review system that is independent of the Executive Secretariat and the governing bodies of CILSS.

External audits are conducted according to the specific needs of the various donors and involve an independent commission that is generally chosen by the bi- and multi-lateral donors.

The Human Resource Management Unit (MSU/HRM) is in charge of all policies and procedures on personnel which conform to the administrative standards of most international organizations.

Human Resource Management

Staff recruitment is determined by an internal or external evaluation of human resource needs depending on the priorities and interests of donors to fund new positions that address specific technical needs and competencies that are needed to carry out program activities. Existing internal positions may be filled when posts become vacant and at the discretion of the Executive Secretariat in reviewing the human resource needs of the organization. Heads of divisions may submit requests to fill a vacancy or create a new position, which undergoes review by either the

Executive Secretary or a Director General. A recommendation is then submitted to the head of the MSU/HRM to either initiate recruitment for a new position or not to fill the position.

HR—Recruitment

Job announcements for local hire positions are posted in the national newspapers at least one month prior to hiring. For inter-state positions, the announcement is posted in newspapers of the member states, as well as international press sources, with a three-month period for candidate selection. The positions are also posted on the three CILSS websites, and through both formal and informal networks of partner institutions.

Interested candidates must submit a cover letter with resume, along with professional references and certification of education, employment, and nationality. Initial applicants may also not be older than 50 years of age. CILSS does not discriminate by nationality, religion or sex, and a policy of equal opportunity has been put into place to encourage the hiring of women.

An ad hoc selection committee, formed by the office of the Executive Secretary or the Director General where the position will be housed, then begins a review of applicants with technical support from the MSU/HRM. Candidates are interviewed and may be asked to conduct a written exam. After final selection by the committee, standard procedures of verification of employment, reference checks, etc, are conducted, at which time a formal offer of employment is made, with a final contract agreement and signature of the final candidate required.

HR—Compensation

CILSS salary scale is presently two times less than that of ECOWAS and other regional level institutions of similar status. A review of salary scales was conducted by CIDA two years ago as part of the Capacity Building Program (PRC) funded by the Canadian government, with a recommendation to significantly increase salary levels and other benefits, comparable to those of other regional institutions. The Council of Ministers did not approve the recommendations. However, an agreement was reached in June 2010 to increase salaries by 25 percent. Since July 2010, a portion of CILSS employees at the highest management levels now receive a 50 percent increase in pay, while employees at lower levels of responsibility have received either a 25 percent increase, or no increase at all. In practice, problems remain in implementing a competitive and equitable salary structure within the organization. The implications of this disparity in the application of an equitable benefits policy and package will be discussed in the results section of this report further below.

HR—Performance Management

CILSS has instituted a standard annual performance review process that entails submission of an annual work plan with objectives and target benchmarks to be achieved by the employee. The annual review is carried out in a participatory manner with the employee providing a self-evaluation of their performance against objectives in consultation with their immediate supervisor. Based upon the outcome of the review and recommendations of the supervisor, action is taken to either recommend salary promotion, or to take remedial measures if employment is unsatisfactory. Salary increases occur every two years, based on a pay grade scale

system similar to that of the UN and which is used by most regional and international organizations. Should work performance be unsatisfactory, CILSS may terminate the contract depending on the severity and nature of the annual performance evaluation.

HR—Staff Safety and Welfare

CILSS provides a standard package of benefits to include social security retirement and medical insurance (coverage at 80 %), including compensation in the event of disability or death. Additional benefits such as education allowance for children of employees, and salary bonuses for housing, transportation, etc, are scaled according to managerial status and position in the organization.

HR—Employee Motivation

A plan to address motivational issues such as levels of remuneration, work contracts, support to the HR unit, internal communication procedures, etc, was elaborated in 2009. However, implementation of the plan has not occurred to date due to financial constraints that remain unaddressed in the organization. Factors that influence work performance and motivation such as salary levels and disparities in benefits packages is explored in the results section below.

HR—Communication

A recent review of communications procedures (internal and external) has been undertaken by CILSS. However, a recommended plan of action remains to be improved, based upon a customer satisfaction survey and feedback provided by employees.

HR—Training

A training plan to provide upgrading of skills and in-service training of staff on a trimester basis was devised in 2009 under the CIDA-funded Capacity Building Program (PRC). However, funds have not been allocated by donors under specific projects or programs to carry out on-going human resource development within CILSS. Funds for professional upgrading of skills have also not been earmarked under the budgetary contributions of the member states or through other fiscal sources, which poses a serious problem for CILSS staff in seeking to provide state-of-the-art technical skills that are demanded by donors in the delivery of project results.

Appendix D: Supporting Organizational Documents

Organizational Chart of the Management Supporting Unit Administration, Finance, Accounting

