



**AFRICA CENTER**  
FOR STRATEGIC STUDIES

# **Managing Security Resources in Africa: Professional Development Symposium**

## **SYLLABUS**

**Abidjan, Cote d'Ivoire**

**10-12 December, 2019**





# AFRICA CENTER FOR STRATEGIC STUDIES

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## ABOUT THE AFRICA CENTER

Since its inception in 1999, the Africa Center has served as a forum for research, academic programs, and the exchange of ideas with the aim of enhancing citizen security by strengthening the effectiveness and accountability of African institutions, in support of U.S.-Africa policy.

### VISION

*Security for all Africans championed by effective institutions accountable to their citizens.*

Realizing the vision of an Africa free from organized armed violence guaranteed by African institutions that are committed to protecting African citizens is the driving motivation of the Africa Center. This aim underscores the Center's commitment to contributing to tangible impacts by working with our African partners – military and civilian, governmental and civil society, as well as national and regional. All have valuable roles to play in mitigating the complex drivers of conflict on the continent today. Accountability to citizens is an important element of our vision as it reinforces the point that in order to be effective, security institutions must not just be “strong,” but also be responsive to and protective of the rights of citizens.

### MISSION

*To advance African security by expanding understanding, providing a trusted platform for dialogue, building enduring partnerships, and catalyzing strategic solutions.*

The Africa Center's mission revolves around the generation and dissemination of knowledge through our research, academic programs, strategic communications, and community chapters. Drawing on the practical experiences and lessons learned from security efforts on the continent, we aim to generate relevant insight and analysis that can inform practitioners and policymakers on the pressing security challenges that they face. Recognizing that addressing serious challenges can only come about through candid and thoughtful exchanges, the Center provides face-to-face and virtual platforms where partners can exchange views on priorities and sound practices. These exchanges foster relationships that, in turn, are maintained over time through the Center's community chapters, communities of interest, follow-on programs, and ongoing dialogue between participants and staff. This dialogue – infused with real world experiences and fresh analysis – provides an opportunity for continued learning and catalyzes concrete actions.

### MANDATE

The Africa Center is a U.S. Department of Defense institution established and funded by Congress for the study of security issues relating to Africa and serving as a forum for bilateral and multilateral research, communication, exchange of ideas, and training involving military and civilian participants. (10 U.S.C 342)



## Introduction

### Background

African countries face challenges in generating, allocating and managing security sector resources for reasons that include: weak institutions, capacity constraints, inadequate oversight and scant transparency and coherent national security strategies. Although some countries are taking steps to address these issues, significant challenges persist. The resulting inefficiency, waste, corruption, fragility, and (in some cases) human rights violations have an impact on force readiness and the attainment of national/regional security goals. Thus, the judicious management of available security sector resources in Africa is both urgent and critical.

This symposium introduces participants to strategic-level implications of resource management in Africa's security sector, and combines interactive plenary presentations, case-based group discussions and scenario-building exercises. The three-day program aims to: (a) enhance capacity and professionalism among Africa Center alumni responsible for the design, implementation and oversight of security sector budgets in Africa, (b) create a supportive peer network, and (c) explore the frontier issues in the management of security resources across Africa. We expect participants to grasp, and eventually adopt sound practices for the management of security resources across Africa, with effective oversight. They will also be able to identify key policy, institutional, and capacity gaps, stimulate innovative thinking in this field, and promote informed policy debate relating to the allocation and utilization of security sector resources.

By pitching this symposium at the strategic level, participants will be challenged to go beyond identifying the problems and will be required to work as a group to develop effective, Africa-centric solutions to enhance resource management capacity at national and regional levels. By so doing, participants will be encouraged to focus on the "ways" (i.e. how best to define successful solutions), the "means" (i.e. how best to judiciously utilize available domestic and external resources) and the "ends" (i.e. how best to define the desired end-state) that are required to address Africa's multifaceted security challenges. The emphasis would be on sharing sound practices, learning lessons from case studies, and formulating practical solutions that could be adapted, adopted and sustained.

### Symposium Structure

This symposium is divided into five plenary sessions, concurrent topical sessions, discussion groups and discussion group exercise. Panelists with relevant expertise and experience will lead the plenary and concurrent sessions. Their brief presentations will be followed by moderated question and answer sessions during which participants will be encouraged to share experiences, question assumptions and think through creative approaches. The small group discussions will focus on problem solving. Participants will be encouraged to share perspectives and learn from each other. A team of experienced facilitators will work with participants to this end.

**Plenary Sessions:** Speakers in these sessions will discuss the current state and scope of security sector resource management trends in Africa after which participants will be given the opportunity to ask questions. These sessions are designed to reinforce peer learning by focusing on practical applications and sound security sector governance principles.

The first plenary session discusses the security-development-governance nexus. It provides a conceptual foundation by analyzing the relationship between effective resource management, the efficacy of national and regional security strategies as key element in improving governance in security sector and the institutional leadership. This plenary will also consider a range of theoretical concepts and empirical findings that inform this debate.

The second plenary session provides the nature and scope of security sector resource management trends in Africa. It examines the trends in resources availability, and security sector spending and implications for better management of resources in security sector.

The third plenary session provides a wide range of approaches and systems to budgeting that best suit Africa's security sector. It discusses the Domestic Resource Mobilization (DRM) and its implication for security, development and governance.

The fourth plenary session discusses the role played by Public Expenditure Management (PEM) in the delivery of security and justice to the citizens. It provides some tools and principles for strengthening public expenditure management in the security sector.

The fifth plenary session acknowledges the importance of building external partnerships and explores modalities that would improve coordination and complementarity. It discusses the factors associated with successful partnership development.

**Concurrent Sessions: There are three concurrent sessions on tools for budgeting in Africa:**

(a) Participatory processes, (b) leakages and waste, and (c) analyzing domestic and external debt. During these sessions, participants will be invited to choose two sessions. They should plan to devote the first 40 minutes to discussing one topic, and the second 40 minutes of the session to discussing one additional topic. Participants will make their selections following the conclusion of the relevant plenary sessions.

**Discussion Group Sessions:** Three case studies will be used to elucidate the challenges and implications of security expenditure trends. With the help of these case studies, the discussion group sessions will provide an opportunity for participants to share experiences and explore some of the issues raised during the presentations.

**The case studies:** These case studies will depict some of the key shocks such as oil prices, elections, and policy reform that play critical roles influencing the pattern of trends in security expenditure. Security spending is a major component of government discretionary expenditures for both developed and developing countries. Moreover, the net benefit of defense expenditures on economic development has important policy implications, especially for developing countries.

**Discussion Groups Exercise:** This exercise will map out the evolving security landscape that will be shaped by factors such as population growth, urbanization, migration, global commodities prices, Socio-economic fragility, governance and environmental change. The participants will be challenged to consider these changes and its implications for managing resources in the security sector.

Africa Center programs are conducted under a strict non-attribution policy. This allows participants to contribute and exchange views without reservation, thereby creating an effective and productive learning environment. Simultaneous interpretation will be provided to allow the



workshop to be conducted in English and French. All workshop materials will be provided in these languages.

### **Academic Material**

The seminar will succeed only with honest analysis and productive dialogue. To achieve this end, the Africa Center utilizes academic tools to promote frank and open dialogue on critical issues and to lay the foundation for the development of effective peer networking. To facilitate your discussion, we have provided an academic syllabus and recommended readings. We encourage you to challenge the analyses and content in all the materials provided. In this regard, the readings are intended to foster a healthy dialogue on the security challenges under discussion, which, in turn, will allow you to forge realistic and effective strategies to address insecurity in Africa. As with all Africa Center programs, this seminar will be conducted under a strict policy of non-attribution, which is binding during and after the seminar. We hope that this will allow you to address the sensitive issues under discussion.

The views expressed in the readings, case studies, and presentations are not an official policy or position of the National Defense University, the Department of Defense, or the U.S. Government. All workshop documentation will be posted on the Africa Center website. Please contact us if you have any difficulty accessing the website. Ideally, we would like to initiate discussion about the key questions and objectives before the workshop starts. Our facilitators will be available to respond to your questions, discuss your perspectives on the topic and the academic materials, share experiences and examine relevant case studies.

### **Academic Preparation**

Consultation and partnership are hallmarks of the Africa Center's program development process. Formal and informal consultative meetings were held with a wide range of regional and non-regional experts, representatives of African governments, and stakeholders in relevant U.S. government entities to determine the scope and focus of this workshop. A number of scholars and practitioners were particularly helpful in reviewing the content and relevance of the academic material for this workshop.

### **The Syllabus**

This syllabus provides an overview of academic goals and key policy questions related to managing security resources in Africa. For each session, we provide a brief introduction and list questions for discussion. We also include selected articles, whose primary purpose is to help frame the issues within the context of available scholarship and policy documents. The syllabus likely covers more issues and materials than can be sufficiently discussed in the available time. We hope that you use these materials as resources even after the program concludes.

We encourage you to bring questions and suggestions about the materials and the course to our attention. The quality of our programs and courses has greatly benefited from the enthusiastic willingness of past participants to offer constructive criticisms and suggestions. We are quite willing to discuss specific topics with you. We encourage you to call upon them, as we also encourage you to read the assigned material and actively participate in your discussion groups.



## Africa Center for Strategic Studies





## Plenary Session 1: Security-Development-Governance Nexus: Resources, Strategy, and Leadership

**Format:** Plenary presentations and moderated question-and-answer session

### Objectives:

- Describe the links between development, security and governance and the areas of overlap and convergence.
- Understand the role of resources, national security strategy and leadership in the security-development-governance nexus.
- Discuss lessons from development programming that could apply to management of security sector resources.

### Background:

There is a considerable paradigm shift from seeing security, development and governance as mutually exclusive to inextricably and inseparably linked fields. This interconnection is well articulated and summarized by the former UN Secretary General, Kofi Annan: “Humanity will not enjoy development without security and will not enjoy security without development and will not enjoy either without respect for human rights”. Many studies have shown that underdevelopment contributes to violent conflict and insecurity undermines development.

The end of the Cold War coincided with the beginning of the move from a state-centric to human-centric security paradigm, as laid out in the 1994 human development report, published by UNDP. The 2011 Human Development Report (HDR), the 2011 World Development Report (WDR), United Nations and World Bank Book (2018) entitled Pathways for Peace, all further deepened understanding of the strong and growing link between security, development, and governance.

With the multifaceted, complex, and evolving security threats facing Africa, security, development, and governance have been increasingly recognized on the continent as inseparable and convergent fields. Despite the growing recognition that the security-development-governance nexus is essential, its utility remains elusive in most parts of the continent. Strategy development, should be inclusive and participatory through national dialogue and processes that involve all stakeholders (including external development partners), to ensure it is people-centered and sustainable.

A National Security Strategy plays not only a critical role in the practical application of the security-development-governance nexus but it is also a litmus test of how security, development and governance can converge. The strategy should emphasize the effective allocation and management of resources. In this context, is it important to understand how best to manage security sector resources (Including classified expenditures) in order to attain national security goals.

Such a strategy balances the ends (national security interests including provision of human security)

and the means (national power including military resources and monopoly of means of violence) to secure national security objectives. This can only be achieved through strategic and institutional leadership.

### **Discussion Questions:**

1. Why is it important or useful to see security, development, and governance as interconnected fields?
2. How can a national security strategy contribute to, reinforce and strengthen the interconnection between security, development, and governance? What should be the role of leadership?
3. On the basis of your experience, how do you see the link between resources, strategy, and leadership in your country or region?

### **Recommended Reading:**

World Bank (2011). "Conflict, Security and Development". World Development Report. Washington: World Bank. [https://siteresources.worldbank.org/INTWDRS/Resources/WDR2011\\_Full\\_Text.pdf](https://siteresources.worldbank.org/INTWDRS/Resources/WDR2011_Full_Text.pdf)

Pathways for Peace: Inclusive Approaches to Preventing Violent Conflict  
<https://openknowledge.worldbank.org/bitstream/handle/10986/.../211162mm.pdf>

### **Additional Materials:**

Dunne, J. (2010). "Military Spending and Economic Growth in Sub-Sahara Africa." Bristol: School of Economics, University of the West of England.

UNDP (2011). "Human Development Report: Sustainability and Equity: A Better Future for All". Human Development Report. Rome: United Nations Development Program.

### **Video Presentations:**

Dr. Eboe Hutchful, Professor of African Studies, Wayne University  
Africa Center for Strategic Studies "Understanding Africa's Development-Security Nexus". Published on May 19, 2017  
YouTube [https://www.youtube.com/watch?v=Tn03gdd\\_q1w](https://www.youtube.com/watch?v=Tn03gdd_q1w)

Mr. Bernard Harborne, Lead Specialist, Peace, Conflict and Violence, World Bank Africa  
Center for Strategic Studies "Understanding Africa's Development-Security Nexus."  
Published on Jun 12, 2017  
YouTube <https://www.youtube.com/watch?v=RrKIm6DXvvs>

Akili sigui' [The peaceful way] Mali-Centre for Security and Development'  
<https://www.sipri.org/news/2019/sipri-and-partners-present-new-film-central-mali>

## **Session 2: Trends in Resources Availability and Security Sector Spending**

**Format:** Plenary presentations and moderated question-and-answer session

### **Objectives:**

- Analyze the trends in security spending in Africa.
- Assess the drivers of spending patterns in Africa's security sector.
- Examine strategies for effective management of security sector resources for both security and economic development.

### **Background:**

According to SIPRI, despite the military expenditure in Africa fell by 8.4 percent in 2018 it was still 9.2 percent higher in 2018 than in 2009 and increased significantly over the past decade. Both post-cold war slump and more recent increase mirror trends in global commodities prices in Africa's economic performance. Even during Africa's boom years, increased spending did not always translate into improved security. The principal reason for this problem was the weak management of security sector resources and public finance. Another problem was the over-dependence on external funding sources, which undermined sustainability.

A number of countries are working with external partners to conduct Public Expenditure Reviews of the security sector and Public Financial Management reforms. Such interventions aim at helping Africa to build capacity in budget analysis, procurement, operations, and control. Procurement-related leakages, endemic corruption, and ineffective oversight also contribute to the malaise in this area. It is important to note that over-investment in the security sector is not, in itself, a panacea to economic malaise. In fact, it can divert resources away from other important sectors (like health, education and infrastructure), and crowd-out private sector investments that are crucial to stimulating economic growth. These trends will have serious impact on budgeting and management of resources; particularly in the security sector.

### **Discussion Questions:**

1. What are the main sources of government revenue in your country?
2. How do you see the future trends of scope and sources of revenues in your country and which sectors will be most affected in the process of budget allocation?
3. Does increased security spending guarantee improved security?
4. What tradeoffs are involved in determining levels of security sector spending in your country?
5. What challenges should be overcome to ensure effective public expenditure management in your country's security sector?

### **Recommended Readings:**

Tian, N. 2018. "Oil price shocks and military expenditure" in SIPRI Year Book 2017.  
<https://www.sipri.org/yearbook/2017>.

Harborne, B., Dorotinsky, W., & Bisca, P. M. (Eds.). (2017). Securing Development: Public Finance and the Security Sector. The World Bank. Pg. 119-142 <http://www.sipotra.it/wp-content/uploads/2017/05/SECURING-DEVELOPMENT.-Public-Finance-and-the-Security-Sector.pdf>

### **Additional Reading:**

The Economist. "Arms and the African" (November 2014)  
<http://www.economist.com/news/middle-east-and-africa/21633901-continents-armies-are-going-spending-spree-arms-and-african>

Radelet, S. (2015) Africa's Rise – Interrupted? - IMF FINANCE & DEVELOPMENT June 2016 • Volume 53 • Number 2,  
<https://www.imf.org/external/pubs/ft/fandd/2016/06/pdf/radelet.pdf>

Gouvernance et réforme du secteur de la sécurité en Afrique de l'Ouest : du concept à la réalité  
<https://issat.dcaf.ch/fre/download/38580/573361/FINAL%20Policy%20Paper%2035%20French.pdf>



## **Session 3: Budgeting and Resource Mobilization**

**Format:** Plenary presentations and moderated question-and-answer session

### **Objectives:**

- Discuss systems and approaches to budgeting and its processes and their relevance to security sector in Africa.
- Highlight the role played by budgeting in the realization of national security objectives and delivery of security and justice to the citizens.
- Analyze the link between Domestic Resource Mobilization (DRM) and Delivery of Security and Democratic Governance in Africa.
- Discuss measures to enhance tax policy-making, level of revenue collection and the necessary institutional reforms in security sector in Africa.

### **Background**

Leadership is all about strategic choices, long-term planning and accountability. These three attributes are particularly relevant in the sphere of resource management in Africa's security sector. Fiscal resources are scarce. Therefore, decisions on how to best mobilize, allocate and efficiently utilize these resources in order to attain national security goals should be guided by the desire to promote the public good and democratic governance. The decisions should also demonstrate an awareness of how these resources would address the full range of human security challenges each country faces. Other issues to consider include secrecy, confidentiality, classification, and level of urgency.

Since independence, African countries have experimented with a wide range of approaches to budgeting. These have included: line budgeting, program budgeting, incremental budgeting, cash-based budgeting, accrual budgeting, zero-based budgeting, and the Planning, Programming, and Budgeting System. While a lot of attention has been paid to analyzing the pros and cons of these systems for Public Financial Management in Africa, in general, relatively little attention has been paid to the identification of systems that best suit Africa's security sector.

The formulation of the security sector budget has far-reaching implications for the attainment of national security goals in Africa. At the macro level, defense planners need to determine how much of the government's budget should be devoted to the defense sector, and what impact such spending would have on the attainment of pre-determined national security objectives, on the one hand, and macroeconomic stability, on the other. Research suggests that the allocation process is extremely important. Many African countries still have a backward-looking budget allocation system that incrementally replenishes line items on an annual basis. It is hardly surprising that in many cases the allocations bear little relationship with existing security challenges.

The Domestic Resource Mobilization (DRM) is an integral part of budgeting process that determines the size of resource envelope. The DRM is not only a barometer of state's capacity, legitimacy and national ownership but it is also a litmus test of how state can deliver sustainable security. The level of tax collections, as a percentage of Gross Domestic Product, is a good indicator of the level of DRM. It tends to be low in countries that are dependent on oil and mineral resources and higher in more stable countries than in non-stable countries. This demonstrates that creating an enabling security environment is both conducive and essential to achieving and sustaining high state performance in the DRM. The low level of tax efforts in Africa shows ample opportunity to improve the performance of African countries in the DRM; particularly in security sector. As the tax systems in most African countries are less guided by coherent policies, there is a need to reform such policies to incorporate principles of sound policy such as neutrality, simplicity and equity as well as reforming the relevant institutions. This is also relevant to the security sector which in most African countries is characterized by a patchwork of ad hoc policy measures and responses.

### Discussion Questions:

1. What is the budget system in your organization? How do you evaluate the budget system, process and formulation? What areas need further improvement?
2. Based on your personal experience, do you think the current budget system and process in your organization affect the delivery of human security; how and why?
3. What are some of the principles underpinning sound budgeting practices such as transparency? Should the security sector be exempted from such principles; why or why not?
4. Based on your personal experience, what is the level (high or low) of tax collections in your organization and why?
5. Is there scope to improve tax collections in your organization and how? What are the necessary policy and institutional reform measures of the tax system in your country?

### Recommended Readings:

Kariuki, Elizabeth, "Domestic Resource Mobilization", Managing Security Resource in Africa Symposium, 2019. Washington: Africa Center for Strategic Studies.  
<https://africacenter.org/wp.../01/MSRA-A2-EN-Domestic-Resource-Mobilization.pdf>

Omitoogun, Wuyi and Hutchful, Eboe (ed.), *Budgeting for the Military Sector in Africa: The Processes and Mechanisms of Control*, Oxford University Press, 2006.  
[http://books.sipri.org/product\\_info?c\\_product\\_id=229](http://books.sipri.org/product_info?c_product_id=229)

Harborne, B., Dorotinsky, W., & Bisca, P. M. (Eds.). (2017). *Securing Development: Public Finance and the Security Sector*. The World Bank.  
<https://openknowledge.worldbank.org/handle/10986/25138>

## Session 4: Introduction to Public Expenditure Management in the Security Sector

**Format:** Plenary presentations and moderated question-and-answer session

### Objectives:

- Introduce the concept of Public Expenditure Management (PEM) and its link with Public Expenditure Policy (PEP) and Public Financial Management (PFM).
- Integrate security sector into the national budget system and PEM.
- Examine the desired outcomes of the PEM in the security sector.
- Discuss the rationale for the Public Expenditure Review (PER) of security sector and its implications for promoting the achievement of the desired outcomes of the PEM.

### Background:

The delivery of security services is linked not only to the allocation and controlling of public resources but also with the behavioral norms for allocating and controlling public expenditure to achieve the preferred outcomes. Unlike other sectors, the security sector in Africa claims substantial part of national budgets but is not adequately subjected to public scrutiny and democratic control. This necessitates situating security sector in the national debate about Public Expenditure Policy (PEP) and its operationalization through Public Financial Management (PFM) and Public Expenditure Management (PEM). While PEP focuses on the big policy issue such as the national budget and the overall fiscal balance of the government; its revenues and its expenditures, PFM encompasses the mechanisms through which public resources are collected, allocated, spent and accounted for. As such, PFM involves the whole budget cycle, public procurement, audit practices and revenue collection.

Unlike conventional budgeting, the PEM supplements formal budgeting process rules with behavioral norms for allocating and controlling public expenditure by advancing procedures that increase the probability of achieving preferred outcomes. Rather than focusing narrowly on expenditures on inputs, PEM considers expenditures as a means to produce outputs that are necessary to achieve the desired outcomes. Rather than mere adherence to legalistic and prescribed rules and procedures that may produce outputs without improvements in the desired outcomes, the PEM emphasizes having the right processes that could lead to the desired outcomes. In addition to holding line agencies accountable for producing their required outputs, the PEM also aims to strike a balance between autonomy and flexibility that is necessary for line agencies to produce the outputs required to realize the desired outcomes. In other words, the PEM focuses on the desired outcomes that must be realized through the budget, necessary procedures, rules and processes. Some of the desired outcomes that PEM intends to realize include: (i) fiscal stability and affordability, (ii) allocative efficiency, (iii) operational efficiency and effectiveness, (iv) fiscal transparency and accountability, and (v) reporting on external assistance.

Integrating the security sector into the national budget system and promoting PEM in the security sector in Africa remain a real challenge due to the dominant culture of secrecy, confidentiality, financial deviations (the gap between approved budgets and actual expenditures) and off-budget. In an attempt to promote PEM in security sector, the World Bank adopts Public Expenditure Reviews (PER) as an analytical instrument to promote the necessary reforms required to build sound public expenditure management in the security sector. The success of any PER in the security sector will largely depend

on the context, the political will, national ownership, trust, demand-driven process, as well as clear national security vision and objectives.

### Discussion Questions:

1. How are security institutions and agencies in your country/region adhering to the public financial management laws and regulations? Which security institutions/agencies do not follow such laws and regulations and why?
2. Based on your personal experience, are non-security institutions more likely to adhere to public financial management laws and regulations than security institutions? If so, why?
3. Are security institutions accountable to civilian oversight and control in the public expenditure management? Are citizens engaged in the PEM in the security sector? Why or why not?
4. Are military and intelligence expenditures made public and with open access? Why or why not? Are security institutions more likely to experience more leakages and waste in managing their resources than non-security institutions? Why or why not might this be the case?
5. What needs to be done to improve the public expenditure management of the security sector in your country/region? What are the entry points for building a sound public expenditure management in security sector in your country?

### Recommended Readings:

Paul M. Bisca\_ March 2019 “Can peace become affordable? Lessons from security sector expenditure reviews in West Africa”

[https://www.iss.europa.eu/sites/default/files/EUISSFiles/Brief%202%20West%20Africa\\_0.pdf](https://www.iss.europa.eu/sites/default/files/EUISSFiles/Brief%202%20West%20Africa_0.pdf)

Harborne, B., Dorotinsky, W., & Bisca, P. M. (Eds.). (2017). Securing Development: Public Finance and the Security Sector. The World Bank. Pg. 119-142

<https://openknowledge.worldbank.org/handle/10986/25138>

Manzillo, G. 2016. “Public E Expenditure Management – Principles and Practice.

<https://www.linkedin.com/pulse/public-expenditure-management-principles-practice-giuseppe-manzillo>

### Additional Readings:

Aning, K. and Lartey, E., 2009. “Parliamentary Oversight of the Security Sector: Lessons from Ghana”, Kofi Anan International Peacekeeping Training Center. Accra: Ghana.

Link: <https://www.researchgate.net/publication/237499121/download>

Transparency International, 2013. Two-Thirds of Parliaments Fail to be Watchdogs of Defense Corruption. *Defense and Security*. London: Transparency International.

[https://www.transparency.org/news/pressrelease/two\\_thirds\\_of\\_parliaments\\_fail\\_to\\_be\\_watchdogs\\_of\\_defence\\_corruption](https://www.transparency.org/news/pressrelease/two_thirds_of_parliaments_fail_to_be_watchdogs_of_defence_corruption)

### **Case Study:**

Guinea-Bissau Public Expenditure Review: Managing Public Finance for Development  
<https://openknowledge.worldbank.org/bitstream/handle/10986/31225/133866-PER-P164582-GuineaBissauPERJuneRevisedCleanforPPT.pdf?sequence=1&isAllowed=y>



## Session 5: Building External Partnerships

**Format:** Plenary presentations and moderated question-and-answer session

### Objectives:

- Discuss the role of external partners in supporting security access in Africa.
- Analyze and understand potential costs and benefits of external partnerships.
- Describe how best to enhance and coordinate external partnerships in Africa's security sector.

### Background:

External partnerships represent a crucial source of support for Africa's security sector. However, countries must align external assistance with national strategic objectives. Having a National Security Strategy will help better coordinate and manage security assistance on the continent. Otherwise, donor priorities can overshadow the strategic interests of recipient nations, leading to inefficiency, waste, and continued insecurity. These partners include the following:

**United States Government (USG):** Offers a variety of assistance programs in the African security sector such as **Africa Contingency Operations Training and Assistance Program (ACOTA)**, **Security Governance Initiative (SGI)**, and **African Peacekeeping Rapid Response Partnership (APRRP)**. Underlying these programs is a continued insistence from USG that the U.S.-Africa relationship be one based on partnership in addition to African ownership and responsibility.

**The European Union (EU):** A key player on the continent as reflected in Africa-EU dialogues and Africa-EU strategy and France's peacekeeping training program (RECAMP), are now under the EU umbrella (EURORECAMP). The European Union has given more than €1.2 billion to the African Peace Facility to support African peace operations and has also launched its own peacekeeping missions on the continent.

**China:** Relations between Africa and China have evolved rapidly over the years. China surpassed the United States as Africa's largest trade partner in 2009. It has become a significant source of foreign direct investment in Africa; offers development loans to resource-rich nations; invests in agriculture; and develops special trade and economic cooperation zones in several states. Recent years have also witnessed increasingly active cultural and people-to-people exchanges between China and Africa and a strong expansion of their cooperation in education, science and technology, health and human resources development.

**Other Partners:** A defining feature of Africa's contemporary security environment is the ever-growing interest and presence of emerging partners such as India, Russia, Brazil,

Vietnam, South Korea, Gulf States, and Turkey. To varying degrees, all of these countries have taken an increased interest in Africa as a destination for business and a place to procure vital natural resources. These countries are also cultivating ties with African countries to enhance their diplomatic standing and influence in multilateral institutions such as the United Nations, the African Union, and the Regional Economic Communities (RECs). African leaders have largely welcomed the engagement of emerging powers because of the tangible economic benefits these relationships bring. In addition, these emerging powers offer a new partnership model, one that is based ostensibly on non- interference in internal affairs. External partners in development and security are constantly evolving new strategies for intervention and partnership, oversight modalities, and incentives for national engagement.

Donor security assistance should therefore be calibrated against and directed by a comprehensive and holistic National Security Strategy based upon shared mutual interests between donor and recipient. Assistance must be hinged on a solid institutional framework ensuring that donor funded programming is tailored and appropriate to national needs and interests. The National Security Strategy will be in itself a tool for assessing and measuring external security partnership and enhancing transparency, accountability, and sustainability.

#### **Discussion Questions:**

1. How significant is external assistance and in particular external security assistance in your country/region?
2. Has external assistance helped in reducing and combating the security threats facing your country/region?
3. Instead of pursuing exclusively the national security interests of the donors, how can you make use of external assistance to help in achieving your national priorities?
4. What strategies should African countries, regional economic communities and the AU employ to ensure that African interests are considered on an equal basis with those of external actors?
5. How can African countries/institutions best coordinate external assistance?

#### **Recommended Readings:**

Moderan, O. (2015). Political Leadership and National Ownership of Security Sector Reform Processes. Toolkit for Security Sector Reform and Governance in West Africa, 3.  
<https://www.dcaf.ch/sites/default/files/publications/documents/SSRG-West-Africa-Toolkit-Tool-1-EN.pdf>



Watts, Steve. "Identifying and Mitigating Risks in Security Sector Assistance for Africa's Fragile States". Rand Corporation 2015.

[http://www.rand.org/content/dam/rand/pubs/research\\_reports/RR800/RR808/RAND\\_RR808.pdf](http://www.rand.org/content/dam/rand/pubs/research_reports/RR800/RR808/RAND_RR808.pdf)

Wekesa, Bob. "FOCAC, African agency and Africa's China policy." L dialogue (2017): 2.

[https://www.fessouthafrica.org/fileadmin/user\\_upload/Global\\_Dialogue\\_Special\\_Edition\\_FOCAC.pdf#page=2](https://www.fessouthafrica.org/fileadmin/user_upload/Global_Dialogue_Special_Edition_FOCAC.pdf#page=2)

### **Additional Readings:**

Ismail, Olawale, and Elisabeth Skons, eds. Security Activities of External Actors in Africa. Oxford University Press, 2014.

<https://www.sipri.org/sites/default/files/files/books/SIPRI2014IsSk01.pdf>

OECD: Evaluation of the Paris Declaration. Country Ownership of Development: Political Correctness or a Practical Key to Better Aid? <https://www.oecd.org/dac/evaluation/dcdndep/48704765.pdf>



## Concurrent Sessions: Tools For Budgeting in Africa's Security Sector

The concurrent sessions are designed to provide participants practical tools to address specific challenges associated with the management of security sector resources in Africa. In particular there are three sessions focus on security sector budgeting processes and practice. During each concurrent session, participants will be invited to choose two sessions. Each 40-minute session will feature a speaker who will share recent scholarship, sound practice and relevant case studies (20 minutes) and will moderate a question and answer session (20 minutes). The objective is to equip participants with practical insights and strategies to enhance their effectiveness.

1. **Participatory Budgeting Processes:** The complex nature of insecurity in Africa necessitates the inclusion of a broad range of stakeholders in the design, allocation, utilization, and oversight of security sector resources. This session will examine how these stakeholders could be involved in processes that analyze, prioritize, and monitor security sector budgets. The readings for this session present tools to support the development and implementation of participatory budgeting processes in Africa's security sector.

### Readings:

UN-HABITAT, 2008. "Participatory Budgeting in Africa". Nairobi: United Nations Human Settlements Program, pages: 1-10, 32-38

**Link:** <https://www.internationalbudget.org/.../Participatory-Budgeting-in-Africa-A-Training->

Reutener, M. and Fourie, D., 2015. "The role of civic participation in the South African budgeting process", *Public and Municipal Finance*, Vol 4(3), pp: 7-15

**Link:** <https://pdfs.semanticscholar.org/a37f/e9772fd18d0327110633736eca508a3bc10b.pdf>

2. **Leakages and Waste:** It is estimated that Africa is losing about \$50 billion annually in the form of illicit financial flows that is roughly double the official development assistance that Africa receives. The session will examine the phenomenon of illicit financial flows in Africa and ways to tackle such outflows from Africa. The reading for this session provides tools for analyzing and tackling illicit financial flows from Africa.

**Reading:** United Nations Economic Commission for Africa (UNECA), 2017. Illicit Financial Flows from Africa, UNECA, pages: 16-18 (case studies), 23-32, 55 (**Table 3.1**), Chapter 5.

**Link:** [https://www.uneca.org/sites/default/files/PublicationFiles/iff\\_main\\_report\\_26feb\\_en.pdf](https://www.uneca.org/sites/default/files/PublicationFiles/iff_main_report_26feb_en.pdf)

3. **Domestic and External Debt:** With substantial reduction of debt in Sub-Saharan Africa as a result of debt relief initiatives, the public debt has been increasing at a rapid pace since 2008 with serious implications for security and survival of such states. The session will analyze the magnitude of public debt in Africa and its implications for the functioning of heavily indebted governments. The readings for this session provide information on Africa's debt as well as a case study of the government of Kenya's

struggle to deal with its public debt.

**Readings:**

Gill, I, and Karakulah, K., 2018. Sounding the alarm on Africa's debt.

Brookings

**Link:**<https://www.brookings.edu/blog/futuredevelopment/2018/04/06/sounding-the-alarm-on-africas-debt/>

David Ndi, September 15, 2018. Between the hammer of the markets and anvil of politics: Mr. Kenyatta, in debt distress. *The East Africa Review*.

**Link:** <https://www.theelephant.info/op-eds/2018/09/15/between-the-hammer-of-the-markets-and-the-anvil-of-politics-mr-kenyatta-in-debt-distress/?print=pdf>

## Discussion Group Exercise

### Security Expenditure Management and an Evolving Security Landscape: Anticipate Change

**Format:** Discussion Groups Exercise

**Objectives:**

- Map how megatrends will shape Africa's future security landscape.
- Analyze the implications for security sector spending across Africa.
- Outline cogent strategies to enhance national and regional management of security expenditure both nationally and regionally.

**Background<sup>1</sup>:**

Available data suggests that a number of megatrends will increasingly affect Africa for the foreseeable future. By 2030, Africa will be a different place, perhaps radically, with diverse implications for security. These trends are inevitable but their outcome will depend on the policy response. African governments have no choice but to proactively plan for and respond to these trends so as to mitigate anticipated risks and harness potential opportunities. These megatrends include the following:

- **Demographic and Social Change:** All statistics indicate that by 2050, the population of Africa will double and 50 percent of the world's population growth will come from Africa, with its under-18 population to increase by two thirds reaching about one billion. By 2050, one in four habitants of the planet will be African. This will provide an enormous working age labor force that can become an engine of economic growth with a large proportion of manufacturing and service shifted to Africa. But it will exacerbate the current challenges on creating meaningful job opportunities for the youth. If unemployed, this growing population of youth will pose significant security threats nationally, regionally, and internationally.
- **The Rising Middle Class:** By 2030, it is estimated that 60 percent of the world's population will be middle class with 80 percent of the global middle class residing in developing countries. However, this rising middle class will be accompanied by rising income inequality. Africa will have the fastest growing middle class in the world that may reach 107 million by 2030. This will raise expectations among citizens who will increasingly demand improved

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<sup>1</sup> This background and statistics and information provided in this background are based on KPMG, 2014. "Future State 2030: The global megatrends shaping governments". <https://assets.kpmg.com/content/dam/kpmg/pdf/2014/02/future-state-2030-v3.pdf>, and PWC, 2016. "Disrupting Africa: Riding the wave of the digital revolution". <https://www.pwc.com/gx/en/issues/high-growth-markets/assets/disrupting-africa-riding-the-wave-of-the-digital-revolution.pdf>

representative and accountable governance. Rising income inequality could precipitate social unrest.

- **Enabling Technology:** The growth in mobile phone usage in Africa between 2007-2016 was about 344 percent, compared to 107 percent in the rest of the world during the same period. This will have great potential impact on security sector resource management and technology. Despite its impressive transformation and utility, this megatrend has its challenges and risks, such as cyber security challenges and risks. It is anticipated that the cyber sphere is likely to become a battlefield not only between states but also between individuals or private companies.
- **Climate Change and Resource Stress:** Rising greenhouse gas emission levels are now approximately 14 percent higher than the estimated emission levels required to meet the 2020 goal with cities accounting for 60-80 percent of the global emissions which have largely contributed to the current that have now exacerbated climate change worldwide. It is estimated that by 2050, the costs of extreme weather could reach up to one percent of annual global Gross Domestic Product (GDP) that would be equal to USD720 billion; the developing world will bear 75-80 percent of these adaptation costs. It is estimated that 200 million people could become permanently displaced due to rising sea levels, flooding and droughts. It is also estimated that the global gap between water supply and demand is expected to widen by 40 percent by 2030. Climate variability will aggravate the living conditions of 40 percent of the population of Sub-Saharan Africa that currently live in water scarce environments and could also cause global food prices to double by 2030.
- **Urbanization:** It is estimated that more than 50 percent of the population of Africa will live in cities by 2030, with 80 percent of all urban growth estimated to take place in Africa and Asia. As the number of megacities (population of 10+ million) will increase to 37 cities by 2025, about one third of these cities (12 megacities) will be in Africa. By 2030, the urban population in Africa will be on par with rural population size and will increase to 60 percent by 2050. Although this rapid urbanization will provide opportunities for social and economic development and more sustainable living in Africa, it will also increase urban poverty including increased populations living in informal settlements and city slums that could pose security threats.

These megatrends create new challenges and opportunities for governments and shape the policy and regulatory tools available to them, demanding new responses to deliver on core mandates. When looking across the individual implications of these megatrends, both in terms of what and how governments may need to change, key themes emerge. The need to increase effective collaboration across multiple government agencies to meet the challenges posed by new demographic realities, flexible and adaptive planning to facilitate greater risk taking and more timely responses to unanticipated situations, improve mutual understanding and collaboration with external partners, ensure access to leading thinking on new and emerging technologies, technology trends and their relevance to governments.

## **Discussion Questions:**

### **General Question: Relevant Megatrends: All Discussion Groups**

- What are the most relevant megatrends that will necessitate change in security expenditure management in your country/region and why? Which trends need to be addressed today?

### **Discussion Group 1: Fiscal Stability and Affordability**

- How would such megatrends affect fiscal stability and affordability in security expenditure management in your country/region?

### **Discussion Group 2: Allocative Efficiency and Operational Efficiency and Effectiveness**

- How would such megatrends affect allocative and operational efficiency in security expenditure management in your country/region?

### **Discussion Group 3: Fiscal Transparency and Accountability**

- How would such megatrends affect fiscal transparency and accountability in security expenditure management in your country/region?

### **Discussion Group 4: External Assistance and Partnerships**

- How would such megatrends affect external assistance and partnerships in security sector in your country/region?

## **Recommended Readings:**

KPMG, 2014. "Future State 2030: The global megatrends shaping governments".  
<https://assets.kpmg.com/content/dam/kpmg/pdf/2014/02/future-state-2030-v3.pdf>.

PWC, 2016. "Disrupting Africa: Riding the wave of the digital revolution".  
<https://www.pwc.com/gx/en/issues/high-growth-markets/assets/disrupting-africa-riding-the-wave-of-the-digital-revolution.pdf>

Harborne, B., Dorotinsky, W., & Bisca, P. M. (Eds.). (2017: pp. 11-12). Securing Development: Public Finance and the Security Sector. The World Bank. Pg. 119-142  
<http://www.sipotra.it/wp-content/uploads/2017/05/SECURING-DEVELOPMENT.-Public-Finance-and-the-Security-Sector.pdf>