Africa Center for Strategic Studies

COUNTERING TRANSNATIONAL THREATS IN THE SAHEL

SYLLABUS

19-23 May 2014

Dakar, Senegal

COUNTERING TRANSNATIONAL THREATS
IN THE SAHEL WORKSHOP

19 – 23 May 2014
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S Y L L A B U S

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A Word from the Acting Director and the Academic Dean

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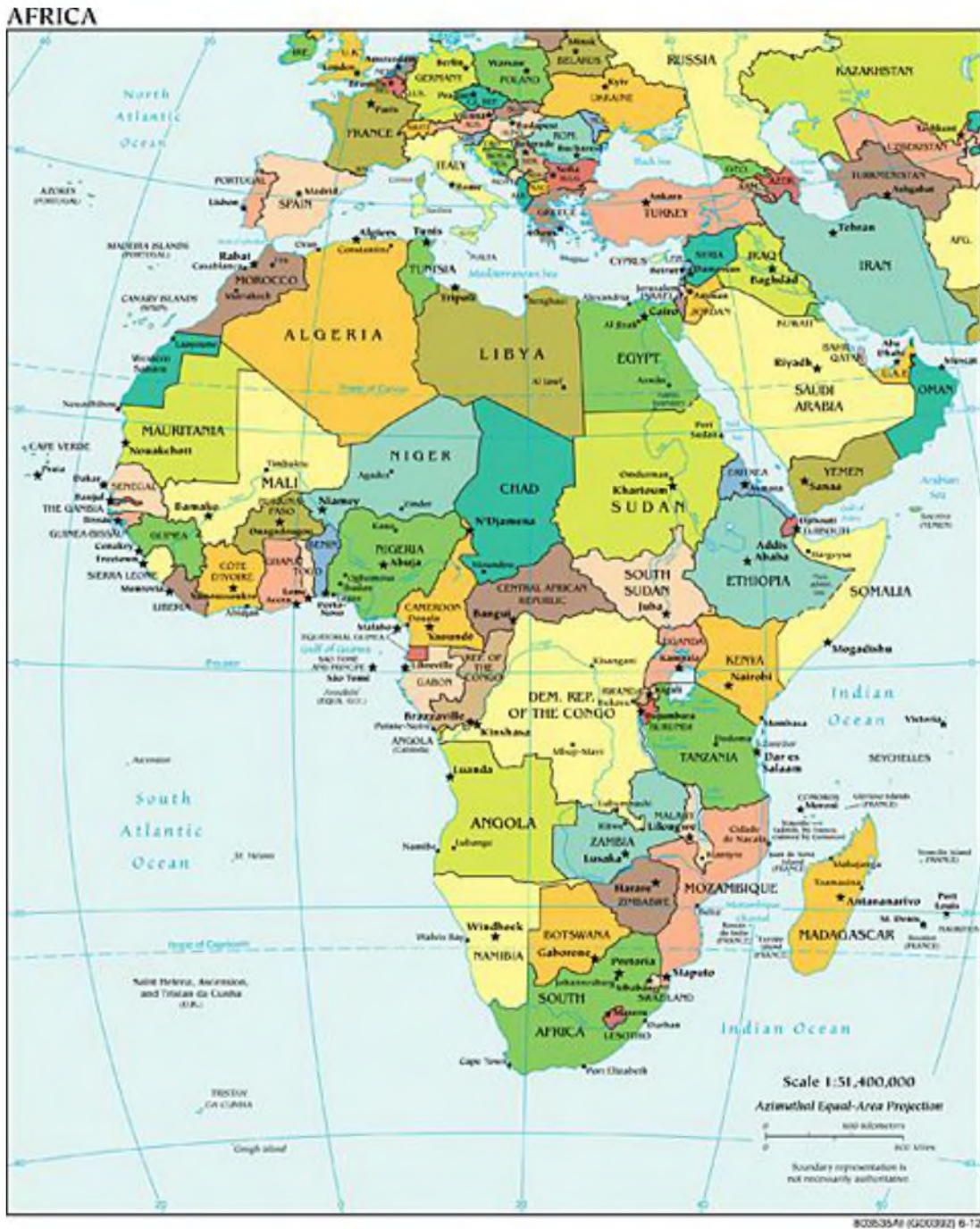
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https://www.cia.gov/library/publications/the-world-
factbook/graphics/ref_maps/political/pdf/africa.pdf.

Overview

The recent rise to prominence and power of traffickers and terrorists in the Sahel has highlighted deep regional vulnerabilities, such as corruption that weakens security and defense of Sahel nations. To strengthen border security, to build defense institutions, and to enhance security professionalism in order to combat challenges such as drug trafficking and weapons proliferation, this workshop will examine ways to fight corruption and to build defense and security capacity in order to combat transnational and irregular threats in the Sahel region. Corruption is a critical vulnerability that allows transnational threats to thrive and grow in the Sahel, and if left unaddressed, it will undermine all the best efforts and all the best intentions of Sahel nations and their partners to overcome transnational threats.

In the past twenty years, long-standing historical patterns of illicit cross-border trade in the Sahel region have transformed into new transnational and irregular threats. Illicit trafficking in drugs, weapons, contraband, and persons has greatly increased in volume, scope, and value. Porous borders and ungoverned spaces have permitted the smuggling of arms and created conditions favorable for the proliferation of dangerous weapons, materials, and goods. The value of trafficked South American cocaine alone dwarfs the operating budgets of many nations' security apparatuses. Advances in regional cooperation and border security in the Sahel region have been made, but their effectiveness remains vulnerable to weakness through the corruption of those in charge of countering transnational and irregular threats. Increased regional cooperation and a common approach to transnational and irregular threats are needed to strengthen border security, build defense institutions, and enhance security professionalism in the Sahel.

This workshop will help to articulate a practical and forward-looking strategic framework for governments and organizations across the Sahel to counter transnational threats. The framework will comprise a set of practical recommendations and a common toolkit to improve the effectiveness of defense and security responses to transnational threats, to enhance coordination among different security actors, and to support compliance with international guidelines in combating transnational threats in the Sahel. The workshop brings together approximately 45 participants from 12 countries. The invited nations are Burkina Faso, Cameroon, Chad, Egypt, Libya, Mali, Mauritania, Morocco, Niger, Nigeria, Senegal, and Tunisia. Participants from these countries will include mid-level and senior officials representing a number of target ministries, including defense, security, police, borders, immigration, and foreign affairs. Representatives will be invited from multi-lateral organization, including the Economic Community of West African States (ECOWAS), the Economic Community of Central African States (ECCAS), Arab Maghreb Union (AMU), the Community of Sahel-Saharan States (CEN-SAD), the African Union (AU), West African Police Chiefs Committee (WAPCCO), Interpol, the European Union (EU), the Global Counterterrorism Forum (GCTF), and the United Nations Office of Drugs and Crime (UNODC).

The Africa Center for Strategic Studies (ACSS) has organized this workshop to provide a forum for dialogue on strategic approaches to countering transnational threat in the Sahel. This workshop is co-hosted by the Government of Senegal, and was developed in collaboration by ACSS, the Near East and South Asia (NESA) Center for Strategic Studies, the United States Africa Command (AFRICOM), and the US Defense Threat Reduction Agency (DTRA). The workshop builds on several previous workshops addressing transnational and irregular threats in Africa and the Near East conducted by ACSS and NESA.

Syllabus Outline

This syllabus covers certain plenary sessions of the workshop, which aim to complement the event's working groups. These plenary sessions address elements central to countering transnational threats in the Sahel. Sessions One and Two will examine transnational threats; Sessions Three and Four will look at vulnerabilities, especially corruption, that weaken responses to transnational threats; Session Five will offer lessons from other regions of the world, and Session Seven will develop a framework for the Sahel. The specific themes of each session are as follows:

Panel 1: Transnational and Irregular Threats in the Sahel
This session will survey transnational and irregular threats facing the Sahel region and consider the implications and impacts of these threats on the region's security. It will explore the commonalities and differences among transnational and irregular threats and assess the significance and relative challenge to security.

Panel 2: Drug Trafficking and Weapons Proliferation
This session will examine in depth drug trafficking and weapons proliferation, especially focusing on safety and security challenges, such as biosafety and biosecurity, associated with the proliferation of Weapons of Mass Destruction (WMDs), in the Sahel.

Panel 3: Addressing Security Vulnerabilities to Transnational Threats
This session will highlight and explain key existing responses to counter transnational threats in the Sahel at the local, national, subregional, regional, and international levels. It will evaluate the strengths and weaknesses of these ongoing responses and examine vulnerabilities, such as corruption, that weaken the effectiveness of these responses.

Panel 4: Managing the Defense and Security Sector against Transnational Threats
This session will identify, describe, and articulate the roles and responsibilities for the defense and security sectors in countering transnational threats in the Sahel. It will describe the particular challenges that transnational threats pose to defense and security sector leaders and their forces, and share insights and consider concrete examples and experiences in managing forces countering transnational threats.

Panel 5: Sharing Lessons in Countering Transnational Threats
This session will consider the context and background of transnational threats and efforts to counter them from other regions of the world. It will provide concrete examples and experiences of challenges, responses, shortcomings, and successes in countering transnational threats across the globe, and it will identify lessons learned and share best

practices from experiences of countering transnational threats in other regions of the world.

Panel 7: Developing a Regional Security Sector Framework to Combat Transnational threats in the Sahel

This session will consider existing strategic frameworks for governments and organizations across the Sahel to counter transnational threats. It will then offer inputs for practical recommendations and a common toolkit to improve the effectiveness of defense and security responses to transnational threats.

Anticipated Outcomes

The five-day workshop will seek to achieve the following objectives:

1) Examine the nature, scope, and implications of transnational and irregular threats and challenges in the Sahel, such as narcotics trafficking and the potential proliferation of weapons of mass destruction (WMDs)
2) Identify and assess the strengths and vulnerabilities of national, subregional, regional, and international initiatives to build capacity to combat transnational and irregular threats in the Sahel;
3) Share best practices and lessons learned in combating transnational and irregular threats in the Sahel
4) Develop practical recommendations and a common toolkit to enhance coordination among different security actors and to support compliance with international guidelines in combating transnational and irregular threats in the Sahel; and
5) Promote networking among individuals and organizations committed to countering transnational and irregular threats in the Sahel.

Preparation, Delivery, and Resources

This program has been developed by ACSS in partnership with DTRA, AFRICOM, and NESA, and with reference to perspectives from subject matter experts, regional officials, and senior US government officials.

The workshop will feature presentations by an array of voices from policy-makers, practitioners, and academics. Interactive question-and-answer sessions will follow the presentations in each plenary session. Participants will be divided into three working groups, where facilitators with relevant expertise and backgrounds will lead the interaction toward concrete deliverables. As is customary for Africa Center events, all activities will be conducted under a policy of strict non-attribution. This policy allows for candid and productive deliberations during the workshop.

Participants are provided with this syllabus that discusses pertinent aspects of the various sessions and includes references to relevant publications. The syllabus serves to outline the flow of the workshop and set the stage for working group interactions. Unless

explicitly stated, the content, syllabus, and readings do not represent the policy position of any government or institution. Rather, these documents serve as academic input for critical thinking and deliberation.

The workshop will be conducted in Arabic, English, and French.

Session 1:   Transnational and Irregular Threats in the Sahel

Objectives

- Survey the nature, scope, and range of transnational and irregular threats facing the Sahel region
- Consider the implications and impacts of these threats on the region's security
- Explore commonalities and differences among transnational and irregular threats
- Assess the significance and relative challenge to security in the Sahel posed by transnational and irregular threats

Background:

For several decades, the Sahel region and its neighboring environs have faced growing challenges associated with the rise of transnational threats. If the Mali Crisis epitomizes the dangers involved with these new trends, the lessons from that one case also hold for a large number of that country's neighbors, and weakness in a single country often deteriorates the security situation throughout the region.

Transnational threats in the region are many and wide ranging. Trafficking is a major challenge, and it takes several forms. Across the Sahel, there is a significant illegal trade of legal goods. This contraband smuggling includes many everyday goods, such as food staples and petrol, as well as more expensive items, such as electronics and cars. Controlled substances are also trafficked. The Sahel has a healthy cigarette smuggling structure, for example, and small arms and light weapons are also trafficked throughout the region. In 2013, the United Nations Office on Drugs and Crime (UNODC) signaled the danger posed to regional security by the 10,000 to 20,000 firearms being trafficked out of Libya. The Sahel has also seen fraudulent medicines circulating and being offered for sale in the region. The Sahel has also witnessed intense challenges with human smuggling and trafficking in persons, especially women and children who are trafficked into positions of forced labor and sexual slavery within the region or beyond.

Trafficking in the Sahel has increasingly been conducted by well-armed, well-trained, and well-organized global networks, and these transnational organized criminals join a landscape filled with violent non-state actors (VNSAs). The Sahel and its environs is home to a number of violent extremist groups, such as al-Qaeda in the Islamic Maghreb (AQIM), Boko Haram, and Ansar al-Sharia, that have managed to mount significant threats to security and stability.

Despite the diversity of these transnational and irregular threats, they share certain connections and similarities. These threats have all been empowered by recent trends in globalization. Some have argued that a crime–terror nexus has formed between traffickers and violent extremists, and reports do indicate a blurring of lines, as the rise of kidnapping for ransom in the region suggests. Moreover, the wide array of transnational and irregular threats all play on common vulnerabilities and challenges, including fragmented and weak nation-states, economic underdevelopment, corruption, inhospitable and porous borders, humanitarian crises, displaced persons and refugees, and very young populations.

Transnational and irregular threats do not constitute a defense challenge comparable to an invading army or an internal civil war, but they do have serious implications for the Sahel, primarily through their gradual, corrosive effects on society and state. Trafficking undermines the economic basis of the Sahel's societies and can corrupt officials charged with maintaining security. Defense and security sectors in the Sahel will need to take transnational and irregular threats seriously in order to achieve their missions.

Reflection Questions:
- In your view, what are most significant transnational and irregular threats in the Sahel? Provide a list in order of the top three threats in terms of danger and priority.
- How do different transnational and irregular threats interrelate and interact in the region?
- What is the greatest transnational or irregular threat facing your country?
- How do transnational threats interact with domestic security challenges in your own country?

Further Readings:
- Lacher, Wolfram. "Organized Crime and Conflict in the Sahel-Sahara Region." *Carnegie Endowment for Interational Peace,* September 13, 2013.
  - English: http://carnegieendowment.org/files/sahel_sahara.pdf
  - Arabic: http://carnegieendowment.org/files/fulltext-ar1.pdf

- Nickels, Benjamin P. "Mali's Regional Ramifications." *Sada, Carnegie Endowment for International Peace,* June 6, 2013.
  - English: http://carnegieendowment.org/sada/2013/06/06/mali-s-regional-ramifications/g8st
  - Arabic: http://carnegieendowment.org/sada/2013/06/06/%D9%85%D8%A7%D9%84%D9%8A-%D9%88%D8%A7%D9%84%D8%AA%D8%AF%D8%A7%D8%B9%D9%8A%D8%A7%D8%AA-%D8%A7%D9%84%D8%A5%D9%82%D9%84%D9%8A%D9%85%D9%8A%D8%A9/g8sr

Session 2:   Drug Trafficking and Weapons Proliferation

Objectives

- Examine in depth the nature, scope, range, implications, and impacts of drug trafficking in the Sahel
- Consider weapons proliferation, especially focusing on safety and security challenges (such as biosafety and biosecurity) associated with the proliferation of Weapons of Mass Destruction (WMDs) and related materials
- Provide a basic understanding of proliferation and transshipment concerns regarding WMDs and related materials
- Assess the scale and stakes of the threat posed by drug trafficking and weapons proliferation in the Sahel
- Explore means (e.g., regional coordination, legal harmonization, etc.) to enhance counter-narcotics, counter-proliferation, and related conventional security and law enforcement measures

Background:

New forms of trafficking and violent extremism have altered the scale and the stakes of transnational threats in the Sahel, making effective responses to them more urgent and essential. Drug trafficking is one such game-changing transnational threat in the Sahel and its environs. The emergence of novel drug trafficking lanes through the region in the past 15 years has become well known. In particular, cocaine trafficking from South and Central America through West and North Africa en route to Europe has transformed the nature and meaning of this trade. Cocaine trafficking in the Sahel may have peaked and started to decline, but this good news apparently indicates only a shift in drug movements. According to a 2013 UNODC assessment, cocaine trafficking continues to evolve to evade detection en route through the Sahel, now privileging maritime shipping containers to West Africa and moving into Benin, for example, where less protections are in place. Moreover, methamphetamine production is a new concern in the region, with laboratories discovered recently in Nigeria to produce drugs for the East Asia market. Even as it evolves, the globalization of the drug trade has already revolutionized the drug problem in the Sahel and its environs. As traffickers in the poorest nations on Earth handle a product worth literally billions of dollars annually, the dangers of corruption and influence for transnational organized criminals has risen dramatically. And as traffickers increasingly take payment in kind, drug use and addiction is becoming a foreboding reality within the Sahel nations.

WMDs and related materials are a second game-changing transnational threat for the Sahel, one that remains largely an unfulfilled danger, but a grim prospect nonetheless. Established trafficking patterns—including networks of traffickers, conventional shipping routes, regularized transportation systems, and experience with transshipment techniques—offer potential structures for WMD proliferation. Persistent violent extremist organizations—particularly those who have al-Qaeda connections, experience in relatively sophisticated weaponry (especially explosives), a demonstrated ability to conduct attacks regionally, and a clear commitment to global ambitions—provide a possible motive for obtaining WMDs. This context permits a variety of WMD scenarios,

in which Sahel-based organizations like certain AQIM cells, for example, might link with traffickers to procure and potentially employ WMDs. These possibilities, in turn, fuel efforts by external international partners to engage the region. Concern over loose weapons and materials (e.g., chemical weapons from Libya) and biosafety hazards (e.g., the Ebola outbreak in Guinea) have given greater reality to these scenarios.

Reflection Questions:
- Are drug trafficking and the proliferation of weapons, including WMDs and related materials, different from other transnational threats in terms of scale, scope, danger, etc.?
- How significant do you consider biosafety and biosecurity concerns to be in the Sahel?
- How can subregional and regional efforts enhance the ability to mitigate threats posed by drug trafficking and the proliferation of weapons, including WMDs and related materials?

Further Readings:
- "Transnational Organized Crime in West Africa: A Threat Assessment." *United Nations Office on Drugs and Crime,* February 2013.
    - English: http://www.unodc.org/documents/data-and-analysis/tocta/West_Africa_TOCTA_2013_EN.pdf
    - French: http://www.unodc.org/documents/data-and-analysis/tocta/West_Africa_TOCTA_2013_FR.pdf

Session 3:   Addressing Security Vulnerabilities to Transnational Threats

Objectives

- Highlight and explain key existing responses to counter transnational threats in the Sahel at the local, national, subregional, regional, and international levels
- Evaluate the strengths and weaknesses of these ongoing responses
- Examine vulnerabilities that weaken the effectiveness of these responses

Background:

Transnational threats in the Sahel have not developed in a vacuum. Stakeholders at various levels have actively mobilized and responded to these challenges. Governments of the region—in conjunction with local communities and civil society organizations, in collaboration with subregional and regional bodies, and in partnership with multilateral institutions and international community members—have mounted several types of responses to counter the variety of transnational threats in the region.

Responses have come in many forms, with different approaches and different goals. Some countries have launched national campaigns of development, empowerment, and inclusion for at-risk marginalized populations and regions of their nations, working to slowly chip away at the underlying long-term drivers of relative poverty, grievance, and hopelessness associated with vulnerabilities to trafficking and terrorism. Others countries have reinforced military and law enforcement capabilities to detect traffickers and face down violent extremists in the Sahel, occasionally cooperating with neighboring nations in these efforts, as in the case of Nigeria, Niger, and Chad's multi-national task force for the Lake Chad Basin. Subregional actors have enacted and updated protocols and treaties to address transnational threats, and regional bodies, along with international partners, have even deployed multinational forces into crisis areas in order to reestablish government control in the short term.

These responses have been essential to promoting defense and security in the Sahel. Yet these efforts have not vanquished the problem of transnational threats outright. Financial shortfalls and shortcomings with African Union (AU) response mechanisms are often highlighted as a primary challenges to countering transnational threats, but in reality, significant international funds have been invested in the Sahel in recent years and the AU has managed to deploy forces in key cases, like Mali. Sahel nations have taken significant strides in recognizing and prioritizing transnational threats, increasing subregional cooperation on these issues, and partnering with international stakeholders, including in train and equip agreements, in order to strengthen their responses.

Beyond these recognized challenges, the larger context of security vulnerabilities to transnational threats in the Sahel merits attention. The Sahel and its environs are experiencing a wave of governance transition and internal political renegotiation. Northern African nations like Tunisia, Libya, and Egypt are still processing the transformations of the Arab Spring, including the shifting security landscape created by the massive uprisings and the striving for greater popular sovereignty, which have important implications for transnational threats throughout the Sahel region. Countries like Mauritania, Mali, and Niger are still working through the aftermaths of the *coups*

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d'etat of the past decade, as well as internal socio-economic, regional, and ethnic divisions that at times can de-stabilize their countries. Nations like Algeria, Burkina Faso, Cameroon, and Chad, meanwhile, have spent many years or even decades with a single president or party in power, and they will face the challenge of an inevitable leadership turnover in the coming years.

Reflection Questions:
- What do you consider to be the key responses to transnational threats in the Sahel currently in place?
- How have subregional, regional, and international efforts enhanced, not enhanced, or perhaps even diminished your nation's ability to counter transnational threats?
- How should responses best be designed, resourced, sequenced, and timed (for implementation)?
- How can nations and regions address and eventually overcome vulnerabilities, such as corruption, to effective responses to transnational threats?

Further Readings:
- "Mali: Reform or Relapse." *International Crisis Group,* Africa Report No. 210, January 10, 2014.
  - English: http://www.crisisgroup.org/~/media/Files/africa/west-africa/mali/210-mali-reform-or-relapse-english.pdf
  - French: http://www.crisisgroup.org/~/media/Files/africa/west-africa/mali/210-mali-reformer-ou-rechuter.pdf
- "Niger: Another Weak Link in the Sahel." *International Crisis Group,* Africa Report No. 208, September 19, 2013.
  - English: http://www.crisisgroup.org/~/media/Files/africa/west-africa/niger/208-niger-another-weak-link-in-the-sahel-english.pdf
  - French: http://www.crisisgroup.org/~/media/Files/africa/west-africa/niger/208-niger-un-autre-maillon-faible-dans-le-sahel.pdf
- Affa'a-Mindzie, Mireille and Chris Perry. "Mali and the Sahel-Sahara: From Crisis Management to Sustainable Strategy." *International Peace Institute*, February 28, 2013.
  - English: http://ipinst.org/media/pdf/publications/ipi_e_pub_mali_and_sahel__2_.pdf

Session 4:   Managing the Defense and Security Sector against Transnational Threats

Objectives

- Identify, describe, and articulate the roles and responsibilities of defense and security sectors in countering transnational threats in the Sahel
- Describe particular challenges, such as corruption, that transnational threats pose to defense and security sector leaders and their forces
- Share insights about managing defense and security forces engaged in countering transnational threats
- Provide concrete examples and experiences of challenges, responses, shortcomings, and successes in managing forces actively countering transnational threats in the Sahel
- Discuss leadership approaches to achieving defense and security mission objectives in an environment subject to political, administrative, social, economic, and cultural vulnerabilities

Background:

Combating transnational threats poses exceptional challenges for defense and security sectors charged with providing peace and stability for their nations.

Defense and security leaders must do their best to apply existing forces and apparatuses to an emerging and evolving threat set. Many nations in the Sahel and its environs have built military and security capacities for traditional threats and are working to adapt these forces to different challenges. This process can involve an evolution of mission sets, training practices, and equipment priorities *within* forces, as well as a new distribution of responsibilities, authorities, and resources *among* forces, such as the military, police, and gendarmes.

However responsibility is apportioned and resources allocated, defense and security leaders facing transnational threats inevitably need to work with others, including local communities, interagency actors, and international partners. Building an *esprit de corps* and overcoming differences of vision, priority, capability, and culture become critical skill sets in these situations.

But no matter how much cooperation is created, defense and security sectors will remain vital players, because they hold, if nothing else, the unique and sacred reasonability of employing force on behalf of the nation and its citizens. Yet the authorization to use force can affect the numerous actors responding in myriad ways to transnational threats and create massive shifts in the security landscape, for the better and for the worse. Strategic leaders need to understand when and how to apply force in ways that do not create backlash effects within the at-risk communities with whom they must interact, and do not punish only low-level offenders without addressing the high-level organizers of transnational threats, such as trafficking kingpins and criminal ringleaders.

Finally, transnational threats produce particular defense and security management

challenges related to abuse and corruption. Accumulated frustration from chasing shadowy opponents within communities and populations that may associate with criminal elements in some way—from active support to passive compliance, motivated by sympathy, interest, or fear—can lead to abuses by defense and security forces. Temptations toward corruption can also be overwhelming in places where transnational criminals are extremely wealthy, defense and security sector forces are poorly and irregularly paid, oversight is weak, and political commitment and leadership is lacking. Transnational threats can thrive due to intentional oversight, lack of enforcement, and active complicity by defense and security forces at all levels.

Reflection Questions:
- What are the primary responsibilities of the defense and security sectors in countering transnational threats? Do these sectors in the Sahel have the appropriate authorities and resources to conduct their tasks?
- How does managing defense and security forces differ when the mission is to counter transnational threats?
- How can leaders handle the vulnerability of corruption within the defense and security forces and within governmental, non-governmental, and international partners?
- What has been the greatest challenge you have faced in managing defense and security forces in countering transnational threats? How did you handle that challenge?

Further Readings:
- "Corruption as a Threat to Stability and Peace." *Transparency International Deutschland,* February 2014.
  - English: http://www.transparency.de/fileadmin/pdfs/Wissen/Publikationen/Study_Corruption_as_a_Threat_to_Stability_and_Peace.pdf

Session 5:   Sharing Lessons in Countering Transnational Threats

Objectives

- Consider the context and background of transnational threats and efforts to counter them from other regions of the world
- Provide concrete examples and experiences of challenges, responses, shortcomings, and successes in countering transnational threats in these regions
- Identify lessons learned and share best practices from experiences of countering transnational threats around the world
- Offer key insights from other regional experiences in countering transnational threats, particularly recommendations for overcoming the vulnerability of corruption that weakens effective responses to transnational threats

Background:

Africa is not alone in facing transnational threats. In fact, transnational threats have become a common feature across the world, and increasingly these transnational threats themselves are linked as a single set of global challenges. Experiences and examples from other regions offer food for thought for defense and security sector leaders in the Sahel as they work to improve efforts to combat transnational threats in their region.

Latin America has long faced a similar range of transnational threats. In particular, drug trafficking has affected the entire region, centering on the cocaine producing countries of Columbia, Bolivia, and Peru, but expanding through transshipment sites in Venezuela, Brazil, and the Caribbean. This traffic has sustained and strengthened insurgent groups within the region, as well as exacerbated unstable contexts where criminal networks are already involved in a variety of smuggling and contraband, as has happened in Mexico. Governments of the region have worked to fight these challenges for more than a decade. Washington and Bogota have partnered since the late 1990s in Plan Colombia, an ongoing effort to mitigate cocaine production and weaken VNSAs in that country. Responses have had mixed results, however. In Mexico, for example, efforts to address corruption within police and military forces became a factor in leading to the large-scale defection of elite army forces, creating one of the most violent criminal cartels in the country, Los Zetas.

A similar mix of traffickers and terrorists plagues Central and Southeastern Asia. Wildlife products, counterfeit medicines, counterfeit goods, and contraband items all figure among the types of products circulating illegally in Asia. Heroin is produced in the region, particularly in Afghanistan and Burma, for sale abroad. These challenges have been exacerbated by vulnerabilities within nations. In Nepal, for example, a long running civil war between government and Maoist forces significantly weakened state capacity, leaving state institutions vulnerable to trafficking networks empowered through their connection to rebels in the country. Nepal's continues to struggle to counter drug trafficking, even as efforts to improve responses to illegal timber trade has made strides. Corruption is also a challenge for countering transnational threats in Central and Southeastern Asia, from endemic state-based challenges in places like Nepal to the petty bribes paid to customs officials at borders to facilitate illegal migration, human smuggling, and trafficking in persons that occurs across the region.

Reflection Questions:
- How have other regions been affected by transnational threats? How have they responded to these threats?
- How have other regions dealt with vulnerabilities, such as corruption, that weaken responses to transnational threats?
- What could your country learn from the lessons of other regions?

Further Readings:
- "Pena Nieto's Challenge: Criminal Cartels and Rule of Law in Mexico." *International Crisis Group,* Latin America Report No. 48, March 19, 2013.
  - English: http://www.crisisgroup.org/~/media/Files/latin-america/mexico/048-pena-nietos-challenge-criminal-cartels-and-rule-of-law-in-mexico.pdf

Session 7:   Developing a Regional Security Sector Framework to Combat Transnational Threats in the Sahel

Objectives

- Review the threats, responses, vulnerabilities, and lessons learned for countering transnational threats in the Sahel
- Consider existing strategic frameworks for governments and organizations across the Sahel to counter transnational threats
- Offer inputs for practical recommendations and a common toolkit to improve the effectiveness of defense and security responses to transnational threats

Background:

Advancing efforts to counter transnational threats in the Sahel will ultimately require strategic frameworks and practical recommendations from the defense and security sector to strengthen leadership to overcome security vulnerabilities.

Prior meetings and publications by subregional, regional, and international organizations, including the UNODC and the International Relations and Security Network (ISN), have identified key priorities in this effort. For example, some of these include (in paraphrase) the following:

1. Sensitize regional political, military, and business leaders to the challenge of transnational threats
2. Improve municipal-level governance and service delivery to prevent the rise of local drug gangs
3. Mobilize states to provide valid and reliable data in order to improve assessments of transnational threats, such as trafficking
4. Increase political will to counter transnational threats through improved media and research; diplomatic pressure on elites who abuse their position; and strengthened community and civil society actors that advocate for good governance
5. Enhance accountable governance through streamlined oversight of defense and security sectors; enhanced capacity of parliamentary oversight committees and anti-corruption agencies, and increased transparency (with asset disclosure, campaign finance disclosure, and publication of judicial decisions)
6. Improve legislative frameworks and strengthen judicial and security institutions, including through training vetted units and improving surveillance and interdiction equipment
7. Create a network of political and business leaders to work together and to hold one another accountable in fighting trafficking
8. Encourage subregional and regional economic integration to increase growth and investment in licit sector, foster joint development plans, and encourage regulatory and price harmonization
9. Strengthen regional financial oversight and anti-money laundering capacities
10. Facilitate information sharing and intelligence sharing to fight transnational threats
11. Improve drug treatment and rehabilitation services to reduce demand, HIV transmission, drug-related crime, incarceration, and recidivism

12. Partner internationally for assistance with investigation and prosecutions for crimes related to transnational threats
13. Partner internationally for specialist support for governance reforms and capacity building
14. Create an international forum for discussing critical issues, such as corruption, to overcoming transnational crimes
15. Develop sustainable approaches to overcoming obstacles to implementing effective policies and programs against transnational threats

The challenge for defense and security sector leaders facing transnational threats in the Sahel is to augment this list of recommendations with new ones, to tailor all recommendations to their own cases, and to devise a common tool kit for implementing them.

Reflection Questions:
- What steps could the defense and security forces of your nation take to improve efforts to counter transnational threats?
- How can the recommendations you devise best be given the hearing and support needed to be adopted and implemented?
- Which recommendations are most possible, given the dynamics and realities of resources, partnerships, and obstacles in your country and throughout the Sahel?

Further Readings:
- "Conclusions." *African Union,* 2ND Ministerial Meeting on the Enhancement of the Security Cooperation and the Operationalization of the African Peace and Security Architecture in the Sahelo-Saharan Region. September 11, 2013.
  - English: http://www.peaceau.org/uploads/auc.conclusions.ndjamena.11-09-2013.pdf
  - French: http://www.peaceau.org/uploads/cua.conclusions.ndjamena.11-09-2013.pdf

- Cockayne, James. "Transnational Threats: The Criminalization of West Africa and the Sahel." *Global Center on Cooperative Security*, December 2011.
  - English: http://globalcenter.org/wp-content/uploads/2012/07/cockayne_policybrief_1113.pdf

Reading List

Session 1:   **Transnational and Irregular Threats in the Sahel**

- Lacher, Wolfram. "Organized Crime and Conflict in the Sahel-Sahara Region." *Carnegie Endowment for Interational Peace,* September 13, 2013.

- Nickels, Benjamin P. "Mali's Regional Ramifications." *Sada, Carnegie Endowment for International Peace,* June 6, 2013.

Session 2:   **Drug Trafficking and Weapons Proliferation**

- "Transnational Organized Crime in West Africa: A Threat Assessment." *United Nations Office on Drugs and Crime,* February 2013.

Session 3:   **Addressing Security Vulnerabilities to Transnational Threats**

- "Mali: Reform or Relapse." *International Crisis Group,* Africa Report No. 210, January 10, 2014.

- "Niger: Another Weak Link in the Sahel." *International Crisis Group,* Africa Report No. 208, September 19, 2013.

- Affa'a-Mindzie, Mireille and Chris Perry. "Mali and the Sahel-Sahara: From Crisis Management to Sustainable Strategy." *International Peace Institute*, February 28, 2013.

Session 4:   **Managing the Defense and Security Sector against Transnational Threats**

- "Corruption as a Threat to Stability and Peace." *Transparency International Deutschland,* February 2014.

Session 5:   **Sharing Lessons in Countering Transnational Threats**

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