Dear partners,

In editing “Tam-Tam, the Echo of Cross-border News”, Enda Diapol and GTZ / Procas are encouraging and supporting the momentum of the actors promoting cross-border initiatives with great potential for regional integration and development.

This fourth issue, like the previous ones, highlights cross-border actions undertaken by those actors. Indeed, along all the border areas of the Southern Senegambia, communities are mobilizing around agricultural activities, production tracks building, the rehabilitation of valleys, the reconstruction of social, educational infrastructure, monitoring of consultation frameworks for a collaborative management of food security issues, cross-border mobility, peace and stability. Moreover, the issue opens a window on border cooperation and local development.

These initiatives are already a form of operationalizing cross-border cooperation and regional integration. They provide a concrete territorial rooting for the implementation of the cross-border cooperation developed by the ECOWAS in the form of an action plan and a roadmap in twelve points for the 2010 to 2013 period. The special file of this issue is about institutionalizing cross-border cooperation in West Africa. Ultimately, this institutionalization would allow cross-border cooperation to acquire official governance bodies and action plans harmonized on sub-regional, zonal, national and local scales; in a nutshell, mechanisms of collective and collaborative implementation of the West Africa cross-border cooperation.

Happy reading!

The Drafting Committee
To follow-up with the peace process in Casamance, enhance human security and facilitate the movement of people and goods across borders, the administrative regions of Southern Senegal (Ziguinchor and Kolda) and their counterparts from The Gambia and Guinea-Bissau have rallied under the aegis of the NGO Afrique Enjeux to discuss cross-border security.

Cross-border security, strengthening the peace process in Casamance and the free movement of persons and goods are a major concern for the administrative authorities of the Gambia, Guinea-Bissau and Senegal. It was during a training workshop organized for the benefit of Administrative Authorities in the region of Ziguinchor in 2006, and by analyzing the regional situation that the recommendation had been made to take initiatives to strengthen relations of Senegal and its neighbouring countries. This would help, not only to promote the peace process in Casamance and the safety of people, but also facilitate the movement of people and goods across borders to minimize the harassments and other multiple controls populations are facing.

It is in this context that in early 2008, a meeting was held in Ziguinchor by the Organization Afrique Enjeux involving regional administrative authorities in Senegal and Guinea-Bissau. The authorities in charge of security, local assemblies, technical services and NGOs in both countries have also been invited to this meeting. The thinking revolved around two areas: administration/security, and economic and social development.

Two committees were established thereafter to reflect further on the areas identified and to identify priority cross-border actions to undertake between the two countries.

That first workshop revealed that differences in government structures could be a hindrance to joint undertaking. It is with this conclusion that a second workshop on upgrading the administrative functions of the two countries was held in Ziguinchor. During that period, each group made a presentation of the administrative organization of the country in deep details, including up to the village level. This enabled participants to establish connections and equivalences.

The statements by the Governor of Ziguinchor, Leopold Wade, demonstrated the relevance and usefulness of this initiative: “Since then, this has greatly facilitated the relations between Senegal and Guinea-Bissau. For example, whenever there is a problem that happens in Ziguinchor and I believe that Guinea-Bissau is concerned, I immediately call the prefect of Sao Domingo and the Governor of Cacheu, and vice versa. For example, the Governor of Cacheu called me to tell me that they had caught some people who were driving cattle. He asked me whether they came from Ziguinchor. After checking we realized that the oxen came from the region of Sédhiou. So I connected him with the Governor of Sédhiou. They are currently managing the problem of cattle theft”.

In the same vein, the Minister of Territorial Administration of Guinea-Bissau initiated a meeting in Sao Domingo in February 2009. The meeting gathered Administrative Authorities in the region of Ziguinchor and Guinea-Bissau. This meeting was based on the conclusions of the meetings held in Ziguinchor. At that meeting, a committee of 11 border area Governors was established to better regulate the relations between the three countries. Two committees, including one in charge of development issues and another with responsibility for administration and security issues were established. The governor of Ziguinchor, Leopold Wade, has been appointed as the coordinator of the activities of both committees. The committee on security is led by Guinea-Bissau while the one in charge of Economic and Social Affairs is coordinated by the Gambia.

Following these meetings, Guinea-Bissau was to convene the Security Committee in its territory and the Gambia to do the same with the Committee on Social and Economic Development. As far as the Governor of Ziguinchor is concerned, he intends to convene at Ziguinchor all the committees to develop an action plan. In his opinion, the aim now is to continue the preparation work for the next meetings.

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Since July 2009, the population of the rural community of Yarang in Casamance with the population of Tabadia in Guinea-Bissau initiated cross-border actions to rehabilitate the road called “the road to peace”, which connects the two districts. This initiative helps local communities improve traffic conditions between the two countries, strengthen the peace process in Casamance and strengthen socio-cultural links between the communities.

The rehabilitation of the “road to peace” was supported and encouraged by local administrative authorities. It meets a need of border populations, who, despite the many constraints, continue to maintain social and parental bonds, but also dynamic economic and trade relations. Indeed, the border village of Yarang, hosts one of the busiest weekly markets of the area that attracts many villages from Senegal and Guinea Bissau. The realization of “road to peace” will greatly facilitate the activities of carriers, traders and local communities.

The “road to peace” undoubtedly contributes to strengthen the regional integration process and the promotion of lasting peace and security. By working together for the development of the road, local communities embodied the goal of the ECOWAS for an integration of peoples. For state authorities, “the road to peace” allows for opening up Bissau-Guinean villages along the border with Senegal. The people, and political and administrative authorities of Guinea-Bissau expressed their desire to see this road constructed from Yarang (Casamance) to Faring (Guinea Bissau).

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**Culture: a medium for peace and cement of cross-border cooperation**

Along cross-border areas between The Gambia and Senegal and between Senegal and Guinea Bissau, border initiatives are legion. Such border dynamics are undoubtedly facilitated by geographical proximity but also and especially by very close social, cultural and parental ties among border area populations. Today, civil society organizations are revisiting the usage of these common cultural values to better anchor the cross-border cooperation because they are references in which people recognize themselves.

Border between Gambia and Senegal: The cross-border festival, an event deeply rooted in the local cultural calendar

An illustration is given by cross-border initiatives undertaken by local actors on the southern border between Senegal and The Gambia. On this (cross) border space comprising the sub-territories of the Kombo and the Fogny, local players have understood the advantage to using social relations and the common cultural heritage to initiate cross-border actions.

Thus, for example the Cross-border Committee in the area of Diouloulou (Senegal) - Brikama (The Gambia) comprising the Association in support of Peace Initiatives and Development (ASAPID), the Support Committee for the Development of Palm Plantation areas (CADP) and the Union of Fogny Diabang and Naran (UFDN), and Cross Border Casagambia Committee, organized cross-border festivals, including in 2006, 2008 and 2009. The third festival of cross-border people across Southern Senegambia was held the weekend of April 18 to 19 2009 at Sélétèy, a village at the border between Senegal and The Gambia. The theme of the edition of this year was the “joking kinship as a vehicle for peace, security and stability”. Over two hundred participants all from border area villages along the Diouloulou –Brikama trunk road attended this festival, which is now a major event in the local cultural agenda. The use of joking kinship in resolving disputes has shown its benefits, as demonstrated by Saliou SAMBOU, the sponsor of the activity. The communication by Mr. SAMBOU, supported by illustrations and numerous examples has attracted strong interest from participants who all wanted to speak to mock their “joking cousins”. Other activities such as music, dance and wrestling have marked the festival.

These events were important moments for the consolidation of social, family and cultural ties. They also provided the opportunity to share on the activities of the Cross-Border Committee and thus provided a feedback on the plan of action unrolled throughout the year for the critical appreciation of community.

It is through this approach that the Cross-Border Committee conducts cross-border activities contributing to social stability and the economic development of this border area. It had thus brought together border communities around the rehabilitation of a production track between Diouloulou and Brikama via Koudioubé. Five hundred people were mobilized to remedy, through a system of pipes, stagnant water and allow vehicles to better ride. Awareness meetings conducted during breaks eventually raised growing interest among communities. They have all seen the need to unite in supporting already existing community-based cross-border initiatives. Since then, the Cross-Border Committee develops annual plans of action on the themes of free movement of persons and goods; the collaborative management of natural resources and the promotion of a culture of peace. The Kartong (The Gambia) - Kabajo (Senegal) Link for Cooperation was born in this same spirit. Based on similar concerns of populations along the same border, the organization was created through a relationship of “cooperation” established in 2003 between the villages of Kartong in The Gambia and Kabajo in the Casamance region; two areas around which ten satellite villages are located. The purpose is to bring together everyone along the south-western border of The Gambia and North-western border of Casamance to form the “Committee: Kartong / Kabajo Link for Cooperation”. Gathered under an organization that draws its substance in the belonging to a common history, the border villages of the area will strengthen their bonds of brotherhood in strengthening those that united their grandparents, and especially by undertaking joint development activities such as the rehabilitation of roads, including the Kartong-Kabajo commercial road to connect the “Fogniédaban” (border) area. All the villages along the border area are part of the Kartong/ Kabajo grouping, and as such, they are all concerned. This initiative is a platform for discussions on common problems to which both Gambians and Senegalese are looking for solutions. The twinned populations will also jointly conduct natural resource preservation activities in their area and bear the pressure of refugees in conflict situations.

Border between Guinea Bissau and Senegal: upgrading local cultures in the service of social cohesion

The border between Senegal and Guinea Bissau also encompassing the Fuladu culture and social relations/kinships to translate cross-border cooperation into concrete actions. The experience of the Youth Movement for Peace and Integration (MJPI) is edifying. This organization has, in fact, initiated with various partners, cross-border festivals for peace and integration. Three cultural events were organized: the first festival for Peace and Reconciliation was held from November 17 to 19, 2000 at Salikenga (Kolda region) in response to increased insecurity and widespread suspicions among border populations of Senegal and Guinea Bissau. The second festival, held in Cambajù (Guinea Bissau) from March 1 to 3, 2002, helped to consolidate the achievements of the Salikenga Festival and established a cross-border dialogue around common goals. The third cross-border festival was finally held in Tanaf (Kolda region) from 20th to 23rd March 2003 on the theme of peace, security and development through sub-regional integration. Each of these festivals was the starting point of a process giving rise to numerous initiatives by participants. The meetings between communities around cultural solidarity have been used as opportunities to discuss problems faced by each other and seek solutions together.

Bolstered up by this experience, MJPI in collaboration with the pôle InterAfriques of Enda Diapol and GTZ Procas held that on June 26, 2009 at Salikenie with local players in the Salikennie (Senegal) - Cambajù (Guinea Bissau) border area, a feedback and sharing meeting on the findings of the Ziguinchor methodological workshop under the “Culture, Peace and Security” research project, which was held in Ziguinchor on December 16 and 17, 2008. Beyond the rich and fruitful debates arising from the feedback, the workshop helped to develop a plan of action to conduct the “culture, peace and security” research-action in this area.

Cultural events with cross-border nature have a strong potential for dialogue, mutual recognition, and social mobilization. They give rise to many initiatives for cooperation that pacify these areas and stimulate socio-economic development. Today, the ECOWAS recognizes the relevance of cross-border cooperation initiatives made by local stakeholders with a view to regional integration and is committed to support them. But this cross-border cooperation in the cultural field, in addition to being important in strengthening social relationships, kinships, good neighbourliness and promoting peace and security, would be more fruitful if governments considered them in their respective policies and their bilateral cooperation initiatives.

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Cross-border initiatives in Southern Senegambia

Cross-border Consultation Frames: spaces for dialogue and collective management of common interests

A major focus of the “Peace and Security in Southern Senegambia” program is the establishment and facilitation of cooperation frameworks for a more concerted management of problems arising in border areas. Thus, Enda Diapol and GTZ Procas have built partnerships with several local players, which translates into the establishment of platforms for exchanges, dialogues on the issues of Free Movement of People and Goods (1) and of Cross-border management of forest resources (II).

1. Gambian and Senegalese local players consulting each other on the free movement of persons and goods (FMPG)

It is difficult or even impossible to implement actions and cross-border initiatives where the conditions for the free movement of people and goods are not effective. One of the most recurring complaints of the ECOWAS citizens (businesspeople, farmers, traders, travellers, etc.) is for sure the difficulties encountered within the community space relating to harassments; defective roads; cross-border banditry, etc. In a process contributing to sustainable solutions to these problems, Enda DIAPOL and its partners have considered the Free Movement of People and Goods as a strategic line of their cross-border initiatives.

A participatory process helped put in place in May 25, 2009 a Framework for Dialogue on the Free Movement of People and Goods in the area around the Diouloulou-Brikama trunk road between Senegal and The Gambia. This Framework for consultation is the result of collaboration between GTZ / procas and the Pole Inter-Afriques of Enda DIAPOL, the Gambian organization St. Joseph Family Farms Centre (SJFFC), the Diouloulou-Brikama Cross-border Committee and Cross-border Community Radio Network of Southern Senegambia (RETRARC). The launching day was an opportunity to bring together those directly concerned with issues of Free Movement of People and Goods. These are the customs, immigration, local authorities, representatives of local governments, carriers, merchants, businesspeople, mere citizens… to share views on this issue. Decentralized local administrative authorities of both countries attending the meeting have warmly welcomed the initiative of establishing and running a framework on this very complex problem, which must be approached with sensitivity for its better management by governments and regional integration organizations. The meeting was also an important step in the validation process of the annual plan of action being implemented.

Three areas of intervention have indeed been identified. These are information and sensitization activities on legislative and regulatory texts on the Free Movement of People and Goods; organizing a series of feedback meetings with the various groups of actors and; and finally, a process for building on good practices.

In this perspective, a meeting between economic players along the Diouloulou-Brikama road was held on June 29, 2009 in the city of Diouloulou. It enabled economic players to ponder over the problems they are facing and propose possible sustainable solutions. The Cross-border Community Radio was also involved in producing and disseminating a series of radio programmes on the free movement of people and goods. Due to this activity, communities living in border areas will be better informed about their rights and duties in terms of crossing international borders into neighbouring countries.

2. The framework on cross-border management of forestry resources

Enda Diapol and GTZ Procas, in collaboration with partners (ENDA Acas/Bukol, Casades, Forage, economic interest groups, SJFF, GTZ-Peracod, MJPI, Pelli-tal, FAAT) have established on May 27, 2009 in Medina Wandifa a consultation framework on the cross-border management of forestry resources in the pilot area of Senoba-Diacounda (Bounkiling) and Kanilai-Kanladji (Kombo District). The consultation framework includes loggers, water and forestry services, civil society members and local communities, and extends from Senoba to Diacounda through Bogal, Niamoucoute, Faoune, Mangana (the Senegalese side) and Kanilai-Kanladji (Kombo, Western Region in The Gambia).

The cooperation framework stems from a recommendation made during a participatory appraisal process initiated since December 2008.

The establishment of a consultation framework reflects a desire to create a space for discussion, exchange of views and debate on the cross-border management of forestry resources. It eyes a collective regulation of the sector so that policies and legislation in this area are consistent with the environmental policy of the ECOWAS.

Through this consultation framework, different goals are pursued: 1) Establishing dialogue between the various categories of players involved in the management of forestry resources; 2) Promoting community mechanisms for managing forestry resources and their articulation with the positive law of States; 3) Encouraging the production and provision of useful information on the management of forestry resources.

The activities laid down in an action plan continue under the coordination of a pilot committee comprising the consortium of Senegalese-Gambian associations (CASADES, FORAGE and SJFFC). At the end of the process, an evaluation workshop on the activities of the consultation framework is planned to gauge its influence on the efforts of governments for sustainable and cross-border management of forestry resources.

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Enda Action in Casamance (ACAS) in partnership with GTZ-PROCAS and the WFP has established “The project dissemination of appropriate technologies and mode of concerted and sustainable management of natural resources.” The project objectives are to contribute to: food sufficiency, health and hygiene of communities, protect natural resources and promote cross-border dialogue dynamics.

The development of cross-border valleys ranks high among the activities conducted under this project. Enda-Acas has adopted an inclusive approach which has led to the development of the Kabajo and Katouré valleys respectively in the departments of Ziguinchor and Bignona. The villages concerned by the proposed development of these valleys are located in the border area: the first is Diouloulou at the border with The Gambia, the second at Boutoupa Camaracounda, at the border with Guinea-Bissau.

The Katouré Valley: Rehabilitation of dikes to retain water and slow salinization

Katouré Valley is located in the Rural Community of Boutoupa Camaracounda in the region of Ziguinchor. It covers an area from the Djibonker-Oussouye road to the Guinea-Bissau village of Djédijé and towards Sao Domingos through Oumpack. This area was severely affected by the conflict in Casamance. People still live in the trauma of landmines and the risk of confrontation between the protagonists who have a stranglehold on the valley. This situation makes it difficult to practice farming in a region where steadily developing orchards and cashew plantations accelerate deforestation. The action of Enda ACAS has consisted in boosting rice production through the rehabilitation of anti-salt dykes and water catchment areas. The management committees of these community structures have received training. Their members come from villages in Guinea-Bissau and Senegal who are concerned by the project which has enabled the development of a “border drill” at Oumpack to meet the drinking water needs of local people in Senegal and Guinea-Bissau in the area.

The Kabajo Valley: desalination and recovery of farmland for the benefit of population

The Kabajo valley bordering the Gambia, is located in the department of Diouloulou. It encroached on the territories of the rural communities of Kataba and Kafountine Senegal and on the land of the village of Kartong, in the Gambia. It is located in an area that suffers from increasing salinization of once fertile agricultural lands, the silting up of the lowland, and the gully erosion phenomena that accelerate the process of soil degradation. These factors are coupled with insecurity in the region with the presence in recent years of armed elements in the rim of the valley, which affect the state of basic community facilities.

The rehabilitation of the Kabajo Valley was made with the participation of Gambian communities, including villagers from Kartong paired with Kabajo. This collaboration is significant for good neighbourly relations that have developed and consolidated. The two border villages are jointly preparing the construction of a production track from the village of Kabajo and leading to the landing stage of Kartong. This track will be an expressway which will significantly improve traffic flow between the two countries, but also the evacuation of fishery products, the delivery of agricultural crops and especially to allow tourists to The Gambia to more easily reach the tourist resort of Kafountine.

The objectives pursued by Enda ACAS through the development of these border area valleys fall broadly under the strengthening of social cohesion through economic ties that connect local people. The point is to bring the different communities to understand that the development challenges they are facing on a daily basis are calling for common solutions and management. These issues will be resolved through a dynamic of opening up, partnership and pooling of economic, technical and financial resources. This approach also makes it possible to end the conflict, while consolidating the foundations of a genuine cross-border community.

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Concern Universal supports initiatives for the restoration of a lasting peace in Casamance

The Gambia-based NGO “Concern Universal”, decided in 2002 to direct its support to victims of the conflict in Casamance. This NGO works in partnership with Senegalese local actors through local initiatives aimed at improving people's lives and supporting the efforts of grassroots' community organizations, as well as local government officials. It implements the project "Socio Economic Development in Casamance” in the area of Diouloulou and Sindian in partnership with the humanitarian organization St. Joseph Family Farms Centre and local organizations in Senegal. This project aims to promote peace and socioeconomic development in the Fogny in the Gambia and in the department of Sindian focusing on improving the livelihoods of local people.

Concern Universal has adopted two strategies to support a peaceful development of Casamance.

The strengthening of social peace focused on the management of social and human infrastructure needed to overcome individual or collective trauma caused by the conflict. Social ties will be strengthened by organizing cultural weekends, exchange visits between communities in Senegal, The Gambia and Guinea-Bissau, support and enhancement of traditional mechanisms for conflict prevention and management, building capacities of local actors, etc.

The structural construction of peace deals with the reconstruction or rehabilitation of economic and social infrastructure destroyed during the conflict.

Kadiadiou is an ancient village located in the rural community of Oulampane (Bignona) in the region of Ziguinchor. In this village, the Casamance conflict has led to many losses particularly in the field of social and educational infrastructure. Many schools were destroyed, making it difficult to attend school. As one teacher said: “It was definitely a challenge for students and teachers to work in these makeshift shelters that could hardly protect against dust, rain or winds and hope to produce good results at school year end”.

Today, thanks to the support of Concern Universal and SJFFC, both Gambia-based NGOs, and to Senegal’s military authorities, the village is equipped with a new primary school. This has greatly contributed to improving educational outcomes. The Kadiadiou Primary School recorded the best grades in the Bignona region in 2009.

This is a fine example of cooperation and coherence of interventions of support organizations in that border area made fragile by years of conflict.

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The institutionalization of cross-border cooperation in West Africa

Cross-border cooperation initiatives underway both in Senegambia and in other border areas of West Africa would benefit greatly from being included in formal institutional frameworks. It is a satisfaction to see that the African Union Commission and the ECOWAS Commission are currently working in this direction. The draft guideline on the implementation of cross-border cooperation in the ECOWAS region will - if validated and adopted by the statutory bodies of the ECOWAS Commission – be a step forward towards the institutionalization of cross-border cooperation. It will give cross-border cooperation legislative basis to support specific Community policies through the creation of local integration centres and the definition of action plans for development and social and policy change in border regions that will in this way become spaces of complementarity, solidarity, stability and peace.

In the institutional and organizational arrangements to be established, border area local/territorial authorities/assemblies, the elected representatives of people in the National Assemblies of the different countries and central administrations both central and regional, will most probably have a fundamental role to play.
The ECOWAS Commission held at its headquarters in Abuja, on 18, 19 and 20 May, 2009, the Cross-border cooperation Stakeholders meeting. This meeting marks a turning point in the process of institutionalization of cross-border cooperation in West Africa. It outlines routes and mechanisms for operationalization of the guidelines adopted by ECOWAS member states with the adoption at the 29th Session of the Heads of State Summit held on January 12th, 2006 in Niamey (Niger) of Decision A / DEC.2/01/06 on the adoption of the concept of border zone and the development of cross-border cooperation in the ECOWAS region.

After the Abuja meeting, the participants made the following recommendations:
- The inclusion of cross-border cooperation among the priorities of the roadmap being discussed between the EU and ECOWAS, which must be completed by June 2009.
- The inclusion of cross-border cooperation in the National Indicative Programmes.
- The launch of a study for the rapid implementation of funding mechanisms for cross-border initiatives.

The Twelve Points Roadmap:

1. To discuss the Cross-Border issue at Joint Commissions on Cooperation.
2. To Finance Training for Local Actors.
3. To recommend the speedy adoption of the draft ECOWAS Community Legal Framework on Cross-Border Cooperation.
4. To pursue Participatory Advocacy and appeal for stronger and sustained Political Will by Member States to support the development and promotion of Cross-Border Cooperation.
5. To encourage identification, design and implementation of Cross-Border Cooperation Projects/Programmes in all development Sectors - Education, Health, Agriculture, Trade, Peace and Security, Environment and Natural Resources, Arts and Culture and promote Free Movement of Persons, Goods, Capital and Services, etc.
6. To encourage the Strong involvement of States in the effective operationalization of existing Cross-Border Cooperation Actions in their Zones as well as to adopt joint decisions to execute Projects.
7. Stakeholders to communicate to ECOWAS Commission the priority development plans/project to be implemented by existing CIP Pilot operations and others.
8. To document Cross-Border Initiatives in West Africa.
9. ECOWAS to put in place a mechanism for frequent consultations with National and Local Actors who are directly implementing Cross-Border Cooperation Initiatives.
10. To sensitize and undertake Periodic IEC activities on Cross-Border Cooperation in West Africa.
11. To establish a strong West African Network of Actors and Media on Cross-Border Cooperation in West Africa.
12. To enhance/strengthened capacities of West African Institutes specialised in Cross-Border Cooperation and Regional Integration.
## WEST AFRICA CROSS BORDER PROGRAMME ACTION PLAN 2010-2013

<table>
<thead>
<tr>
<th>OVERALL OBJECTIVES</th>
<th>ACTIVITIES</th>
<th>EXPECTED RESULT/OUTCOME</th>
<th>TIMEFRAME</th>
<th>INSTITUTION IN CHARGE (RESPONSIBLE ACTOR)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Establishment of CBC Monitoring Structures</td>
<td>Establishment of ECOWAS Pilot Committee on Cross-Border Cooperation</td>
<td>A Support and Advisory Structure on ECOWAS CBC is established</td>
<td>Immediate Smart Term by Dec 2010</td>
<td>ECOWAS</td>
</tr>
<tr>
<td></td>
<td>Establishment of Joint Bilateral or Tripartite Commissions on Cross-Border Issues management where they do not exist (directory of bilateral or multilateral commissions-ECOWAS level)</td>
<td>Monitoring Frameworks on Cross-Border Cooperation are established</td>
<td>Short Term BEFORE Jan 2010</td>
<td>Member States</td>
</tr>
<tr>
<td></td>
<td>Increase competence of Joint Technical Commissions on Cross-Border Cooperation</td>
<td>Cross-Border Cooperation development initiatives is incorporated in the functions of Joint Commissions</td>
<td>Medium-Long Term ONGOING 2010-2013</td>
<td>Member States</td>
</tr>
<tr>
<td></td>
<td>Establishment of Bilateral and Tripartite Zonal Coordination Structures for the projects</td>
<td>Zonal Coordination Structures are established and operational Local Project Initiatives are identified implemented</td>
<td>Immediate Short Term BEFORE Jan 2010</td>
<td>Member States, Local stakeholders</td>
</tr>
<tr>
<td></td>
<td>Designation of Focal Points and Agencies on Cross-Border Cooperation in each Member State</td>
<td>National Cross-Border Focal Points and Agencies are known (Directory of Focal Points and Agencies in place at ECOWAS)</td>
<td>Immediate Short Term BEFORE Jan 2010 (Aug-Sept 2009 for Pilot Countries)</td>
<td>Member States</td>
</tr>
<tr>
<td>Strengthening of the Legal Framework on Cross-Border cooperation</td>
<td>Adoption of Community Directive on Cross-Border Cooperation</td>
<td>The Community Legal Instrument on Cross-Border Cooperation is adopted and available</td>
<td>Immediate Short Term Dec 2009 - Jan 2010</td>
<td>ECOWAS</td>
</tr>
<tr>
<td></td>
<td>Implementation of documentary Research on Cross-Border Cooperation Practices and Instruments taking into account the Maritime Borders</td>
<td>Documents on Cross-Border Cooperation are supplied/widely distributed</td>
<td>Medium - Long Term ONGOING 2010 - 2013</td>
<td>ECOWAS, Research Centres, Partners</td>
</tr>
<tr>
<td></td>
<td>Review of ad hoc National Laws and Provisions, Treaties and Agreements to take into account CBC development Initiatives</td>
<td>Cross-Border Cooperation is taken into account in National Legislations and in Member States Bilateral and Tripartite Legal Instruments Conventions/Agreements</td>
<td>Medium -Long Term ONGOING 2010 - 2013</td>
<td>Member States</td>
</tr>
<tr>
<td></td>
<td>Harmonisation of Zonal Sectoral Policies</td>
<td>Coherence of Sectoral Policies at Zonal borders is ensured</td>
<td>Medium Term 2010 - 2011</td>
<td>Member States</td>
</tr>
<tr>
<td></td>
<td>Promote and Support establishment of Cross-Border Networks</td>
<td>Establishment of CBC Networks is facilitated</td>
<td>Medium -Long Term ONGOING 2010 - 2013</td>
<td>All stakeholders</td>
</tr>
<tr>
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<td>ACTIVITIES</td>
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<td>TIMEFRAME</td>
<td>INSTITUTION IN CHARGE (RESPONSIBLE ACTOR)</td>
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| Implementation of Priority Projects on Cross-Border Cooperation | Include Penalty Measures and Mechanisms in the Legal Framework for cases of non-compliance/implementation of texts | -Penalties Measures are in place  
-Texts are better implemented | Medium - Long Term ONGOING 2010 - 2013 | ECOWAS                                                           |
|                                           | Inform ECOWAS about the priority agenda of existing pilot activities         | A Priority Programme on ECOWAS Cross-Border Cooperation Projects is available          | Immediate Short Term Aug-Sept 2009 | Member States |
|                                           | Document West African Cross-Border Cooperation Initiatives and Actions       | Cross-Border Cooperation Instruments/documents on CBC initiatives are widely available | Medium - Long Term 2010 - 2013 | All Actors                               |
|                                           | Make legitimate all Initiatives on Cross-Border Cooperation                  | -Member States commitment is assured  
-CBC Initiatives are formalized | Short - Long Term 2010 - 2013 | Member States |
|                                           | Establishment of a Framework for Periodic Consultations with Stakeholders on ECOWAS Cross-Border Cooperation | A periodic Consultation Framework is available and actions implemented | Short - Term 2010 | ECOWAS |
|                                           | Institution/conduct of Sensitisation and Awareness creation campaigns (IEC Missions and activities) on Cross-Border Cooperation | Member States and general populace are informed and sensitised | Short - Long Term 2010 - 2013 | ECOWAS, Member States - National + Local Actors |
|                                           | Establishment of a West African Network of CBC Stakeholders and Media Practitioners | A Network of West African Stakeholders and Media Practitioners established | Short- Medium Term 2009 -2010 | Stakeholders and Partners |
|                                           | Build capacity of West African Institutions for Regional Integration and Cross-Border Cooperation | Specialised West African Training Institutions are financed and supported | Medium - Long Term 2010 - 2013 | ECOWAS, Member States and Partners |
|                                           | Provide Financial and Technical Support for Implementation of Projects/Programmes | Projects and Programmes are financed and supported  
-CBC-CIP is included in priorities of the Community Development Programme and International Initiatives for development of the region, 10th EDF and National Educative Programme for Member States  
-Feasibility study on ECOWAS CBC funding mechanism is conducted and CBC facilitation fund operational | Immediate Short-Long Term 2009-2013 | ECOWAS, Member States and Partners |
|                                           | Document and conduct Studies on Cross-Border projects and Initiatives in West Africa | Studies on Cross-Border Cooperation Projects are conducted Documented and information widely disseminated | Medium - Long Term 2010 - 2013 | All Stakeholders and their Networks |
LOCAL INITIATIVES FOR CROSS-BORDER CO-OPERATION: THE LEGAL AND INSTITUTIONAL BASE

West Africa has experienced in the recent years a renewed interest in the issue of cross-border cooperation. Since the launch of the “WABI” (Borders and Regional Integration) initiative in 2003, followed by the Abuja meeting in October 2004 and the establishment of pilot operations (Sikasso-Bobo Dioulasso and Senegambia) since 2005, cross-border cooperation initiatives have multiplied in the sub-region. Today, in many sub-areas of West Africa, local actors are initiating development projects beyond borders, in several spheres of socio-economic life. These initiatives, which have a positive impact on development, peace and security in border areas reflect the importance of cross-border cooperation in strengthening the regional integration process. Thus, recognizing the importance of this tool in the integration and development of West Africa, the ECOWAS is further working for its institutionalization through the creation of legal and legislative mechanisms that can enable and facilitate the implementation of local cooperation between territorial borders. It has therefore undertaken several initiatives in this direction. What has the ECOWAS achieved so far? What are the institutional developments that have been made? How to step-up the institutionalization process of cross-border cooperation?

Institutionalizing cross-border cooperation: progress in the ECOWAS

Since 2005, the year when the Cross-Border Initiatives Program (CIP) was adopted, which promotes the development of initiatives and projects rooted in the cross-border socio-economic fabric, the ECOWAS has made significant progress towards institutionalizing cross-border cooperation. In October of that year, the ECOWAS had in fact developed a draft legal framework on cross-border cooperation. This project aims to offer cross-border cooperation a legal basis “for local border area communities to conclude cooperation agreements among themselves and work together on issues of common interests.” Even better, the ECOWAS has inserted cross-border cooperation in its organizational structure in 2007 by creating a Cross-Border Cooperation Unit within the Commission for Trade, Customs, Free Movement of People and Goods.

The agreement, once ratified and implemented, will contribute greatly to the promotion of local initiatives and the strengthening of cross-border cooperation in the sub-region. Also under this agreement, member states are requested to remove administrative, legislative, technical and legal constraints that may hinder the development of cross-border cooperation.

The ECOWAS Commission shows its determination to institutionalize cross-border cooperation. Thus, it has already instructed the Directorate of Free Movement of People and Goods, responsible for overseeing the Cross-Border Initiatives Program, to ensure the ratification, implementation and monitoring of the Convention.

Towards strengthening the legal and institutional process

This progress demonstrates that the ECOWAS is ahead of Member States regarding the institutionalization of cross-border cooperation. The momentum should be maintained. Thus, the adoption of the draft directive on cross-border cooperation by the Heads of the ECOWAS member States, which will be submitted to the next summit, is necessary. The adoption of this regional legal guideline, that will provide cross-border cooperation with a legislative basis, constitutes, in effect, a significant step towards the institutionalization of cross-border cooperation.

Cross-border cooperation is a process of local initiatives promoted by actors living on both sides of state borders. Its success therefore requires the support and follow-up of the governments of concerned countries. They must create national and local legal and institutional bases enabling the conclusion of cross-border cooperation agreements. Currently, most countries in the sub-region are involved in the decentralization process. This policy which gives local authorities and communities greater responsibility by the transfer of many powers, should be harnessed through the institutionalization and strengthening of cross-border cooperation. The fact that most of the powers transferred to local authorities (health, education, environment, etc.) in the context of decentralization are the same as those imparted to “border countries” by the Convention on cross-border cooperation is indeed a gain.

Another way of strengthening the institutional process is the inclusion of cooperation in bilateral agreements, particularly the Joint Commissions. Similarly, the creation of legal organizations, with the support of States, bringing together local border communities, through cross-border cooperation, could contribute to the formalization of local initiatives.

In sum, the states will play a key role in the institutionalization process of cross-border cooperation. Not only must they ensure the implementation of community guidelines, but also national laws and regulations to promote cross-border cooperation. This is important because it now appears as a privileged way to accelerate the process of regional integration and promote regional development.

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CROSS-BORDER COOPERATION AND LOCAL DEVELOPMENT

During the last two decades, globalization has become a reality present on all continents. It requires states to join together in regional groupings. The solidarity required by globalization places States-Nations in situations where the neighbour is no longer perceived as a potential enemy, but rather as a development partner (the first). So, it must be noted that globalization is the basis for the establishment of common policies. But it is in the border areas this can be measured most. The common will of states to cooperate and work together is most seen at national borders. Two concepts can be used as criteria for assessing the common will: cross-border cooperation and local development. Both being recent realities, these concepts also provide information on the changes of modern communities and contribute to the harnessing borders as functional discontinuities. The size of cross-border cooperation and local development requires careful consideration on the reorganization of community and/or state territories. The applicability of these concepts requires states to make operational compromises between territorial approaches embedded in community policies and national regulations, which are often incompatible with the community vision.

However, the comparison of the terms cross-border cooperation and local development seems at first sight so absurd and incongruous. The first requires agreement between two distinct parties, but willing to achieve development project on to address security issues; while the second calls for the mobilization of all players to achieve a common development project. This second term invariably refers to the concept of territory, so it is a process. The territory that local development is calling for is not a given territory; it is one that is built. The territoriality of local development goes against the tide of national territories. It requires deep reorganization of territorial intervention frameworks and calls for social, economic and cultural realities. In other words, the cross-border cooperation/local development binomial refers to the limit, which is the border here. This means that cross-border cooperation is directly in the process of globalization. Per se, it is pedagogy of regionalization, a didactics of integration. Therefore, the border is positioned as a mediator between two economic, political and institutional systems. The discrepancies between these systems arise in most cases as a blockade to partnerships between two contiguous spatial entities. In this context, border areas can be marked by lethargy and made of real national peripheries. Therefore, you have a juxtaposition of border territories without institutional connections. Cross-border cooperation can therefore move from the stage of territorial juxtaposition to that of the emergence of cross-border territory. This prerequisite, meaning cross-border cooperation, lies in learning to manage complex situations between two adjacent spaces. And that is precisely where cross-border cooperation is a laboratory of regional integration.

Elsewhere, local development, seen in a simplistic view of a Bernard Pecqueur, refers to the mobilization of all players present in a given space to transform resources into assets. By this transformation of resource into assets, the players produce the territory, and thus develop a local development policy. In a context of boundary, this process may experience discontinuity introduced by the limit, which is the boundary here. The cross-border cooperation/local development relationship is therefore to find a relevant intervention scale in an environment increasingly marked by the de- and/or re-territorialization of any development process. But it goes without saying that this quest for territorial pertinence also raises an issue of paramount importance, that of the harmonization of scales of intervention. In Senegambia, divergence noted in policy between different territorial states is a case of concern in the development of cross-border cooperation. At the same time, radical changes occur at the economic, political, social levels internationally. Regionalism has become a survival imperative worldwide. This complexity and interdependence of the global economic system and the acceleration of integration processes require a deep epistemological change in cooperation. Cross-border cooperation therefore seems to be the best procedure indicated between two adjacent spaces. This calls for taking into account the principle of subsidiarity, which must be understood here as a proper balance between the different levels of territorial governing. For these same reasons, the principle of subsidiarity should be applied to cross-border cooperation to promote a genuine inter-regional and decentralized partnership. It is here that the Cross-border cooperation/local development binomial finds its full relevance. There can be no effective cross-border cooperation without taking into account the social, economic and cultural dimensions of communities.

But the difficulty in this marriage is the inconsistency of various public policies. Decentralization is found to be the appropriate way to combine cross-border cooperation and local development. The Cross-border cooperation/local development relationship refers to the debate on policy reform or revision. If we start from the premise that decentralization is underlying to cross-border cooperation, we can also say that local development context in cross-border context, should help to reform public policies and strengthen cross-border cooperation. The cross-border cooperation/development pair is an invitation to overcome the compartmentalization of public policies in border. The reform of public policies is one of the preconditions for successful cross-border cooperation.

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Spurred by GIE PELLITAL whose creed is "Working for the well being of local people of Southern Senegambia, a regulatory framework consisting of Senegalese farmers and Gambian traders was established to secure the supply chain and marketing of garden produce.

The Federation of Economic Interest Groupings (GIE PELLITAL) is a non-profit farmers’ association of Senegalese law created in 2002 in Pata, a city in the department of Medina Yéro Foulah in the Kolda region. This association has set itself a mission: Ensuring the welfare of rural populations of Southern Senegambia through facilitation, advise-support, capacity building and advocacy. PELLITAL intervenes especially at the north-eastern border between Senegal and The Gambia over 80km under objective 7 of its 2009-2011 Strategic Plan: “promotion of development education through enhancing the policy and social dialogue”.

The PELLITAL organization, in partnership with the National Agency for the Recovery of Activities in Casamance (ANRAC), the Forum for a Sustainable Endogenous Development (FODDE), World Education, Enda Diapol and local communities, is involved in this process. Because of its very nature as a federation, PELLITAL is intended to regulate and mediate the relationships amongst economic players on the one hand, and between players and institutional players on the other hand.

In this cross-border space, three major ethno-linguistic groups coexist: Soninke (39%), Fulani (36%) and Wolof (20%). These people have been living in the same area for generations without major conflicts, marry each other and share traditional and religious ceremonies. Nevertheless, the economic stakes of the area (the progressive displacement of the groundnut basin of Senegal southward, the irrigated agriculture promotion policy, the development of the livestock sub-sector, the revitalization of the Sofaniama Jimara Valley, the expansion of agro-forestry, etc.) are pushing local entities and development support bodies to reflect on the establishment of sustainable mechanisms for conflict management and prevention.

Since 2005, in order to facilitate the marketing of fruit and vegetables produced by its members, PELLITAL has set up a marketing board extended to Gambian “bana bana” wholesalers. Indeed, much of the vegetable production, one of the economic key-products of the Pata border area, is marketed in the Gambia.

For this reason, Senegalese farmers and Gambian “bana bana” traders have set up a regulatory framework that enables them to secure the production and marketing chain of horticultural produce. The relationship between Senegalese farmers and Gambian traders is therefore based on trust and mutual respect. They allow the former to ensure the flow of their products by minimizing the risk of poor sales, and the latter to largest commercial leeway (deferred payment after sales in the Gambia, the price differential on both sides of the border).

To further ensure the conditions for free movement of traders and products, they are acquiring at border crossings, the GIE has laboured to establish permanent dialogue between various relevant stakeholders such as customs, police, gendarmerie, immigration services of both countries and their water and forestry services. This dialogue, which is monitored by a joint commission established to this effect, has significantly reduced harassment of traders both in Senegal and in The Gambia through informing users on the ECOWAS Community regulations in Free Movement of People and Goods.

Community media: dialogue tools for cross-border communities in raising awareness on integration and educating on the culture of peace

The launch of a community radio in partnership with World Education and FODDE, which broadcasts over a radius of 80 km has also developed very good communication between neighbouring populations. One hour airtime a week is thus granted to the Gambian community of Brikama. ANRAC now supports this process through a Memorandum of Understanding with the Community Radio Network, in which Sofaniama participates for the implementation of a weekly program on peace under all its aspects. This program uses opinion leaders (elders, presidents of community associations, women’s networks) to initiate messages of peace using programme files as programming support. Most recently in June 2009, with the support of the ANRAC, peace units have also been established in all local assemblies of the department of Medina Yéro Foulah.

In the eyes of PELLITAL, organizations involved in these actions, especially those supporting development and sub-regional organizations such as the ECOWAS, still need to support this process more meaningful by strengthening the capacities of players and providing additional resources.

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The “Association Africaine Jeunesse Agricole/Comité de Lutte pour la Fin de la Faim (AAJAC/COLUFIFA)” emanates from the “Association Jeunesse Agricole de la Casamance (AJAC). Being the first association of peasants’ development in Senegal, AJAC has celebrated its first Congress in a General Assembly in 1974. Today, AJAC has given birth to three entities: AJAC Ziguinchor AJAC Kolda and AAJAC / COLUFIFA.

The AAJAC / COLUFIFA, a peasants’ organization of sub-regional scope

The AAJAC/COLUFIFA is based in the rural community of Faoune (Department of Bounkiling). This local farmers’ organization brings together to date over 350 village groupings and over 20,000 members. Its objective is to establish a genuine policy for peasants’ self-promotion. The association is of sub-regional scope consisting of twelve unions, including ten of Senegal (Casamance) and two of The Gambia. It is also in partnership with farmers’ organizations in Guinea-Bissau. It has garnered several achievements, including the establishment of a unit for sesame oil extraction with a capacity of 1600 tons/year, a bee-keeping centre and an eco-tourism camp with 35 beds.

In order to participate in the promotion of local peasants, the association has focused its assistance on six strategic areas: food self-sufficiency and security; securing agro-pastoral family farming; wealth creation and financial autonomy; access to primary health care infrastructure for all; training; learning and development for all permanent; sustainable management of natural and cultural environment.

Sesame a culture of integration and local development

Sesame farming in Senegal goes back to colonial times in the Casamance. After independence, sesame had virtually disappeared and remained only as a relic to meet the needs of traditional medicines. In 1985, following revenue drops in major cash crops (groundnuts and cotton) due to the collapse of global prices AAJAC/COLUFIFA have considered the alternative of a return to sesame farming. The early years of activity have demonstrated that sesame was a viable option for farmers, with production levels increasing to hundredfold in a matter of a few years. Today, twenty years after the reintroduction of sesame in Casamance, the cultivated area has increased exponentially throughout the entire region from 3209 ha in 1994 to 12,546 ha in 2003.

Now, sesame farming has become an integrated sector from production to marketing, both backed by a growing research activity. The latter is governed by an internal program to assist farmers in collaboration with many partners: Catholic Relief Services (CRS), Regional Centre for the Improvement of Adaptation to Drought (CERAAS) of Thies, PRIMOCA, OXFAM Belgium and “Agronomes et Vétérinaires Sans Frontières” (AVSF).

Since then, AAJAC/COLUFIFA has made of sesame its favourite crop in peasants’ self-promotion and sub-regional integration. This explains the slogan “Sesame, open up” to give the community of Southern Senegambia peace and prosperity.

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Cross-border cooperation and local development

« Produce what you eat, eat what you produce: a wish coming true in Southern Senegambia »

St. Joseph Family Farms Center (SJFFC) is a Gambian NGO based in Bwiam in the Western Region of The Gambia. This organization works hard to expand local grassroots’ development initiatives like the support for the reintegration of refugees, construction of community infrastructure (boreholes, health huts, stores, markets for selling horticulture produce, etc.), the development of lands for farming, micro gardening for the benefit of local communities. SJFFC develops its activities in Gambian communities bordering Senegalese villages, where communities bound together by history, culture and kinship are living together. It is with these relations in mind that cross-border dimension is adequately taken into account in the implementation of the organization’s activities, especially in the field of agriculture.

Support for farmers is a permanent feature in the SJFFC’s activities. Those responsible for this structure are convinced that only agriculture is the solution for meeting the food needs in Africa. They made owned this motto that they communicate to border communities: “eat what you produce, produce what you eat”.

In 2009, SJFFC in addition to the support for Gambian populations in its area of intervention, has benefited some 300 Senegalese farmers with its support through the distribution of seeds to grow rice during the rainy season. Farmers, mostly women, are from villages in the rural communities of Oulampane, Sin-
In this cross-border area shared between Senegal and Guinea Bissau, Afrique Enjeux has supported local communities of Adeananding in the district of Djibanar in the field of vegetable gardening. The district of Djibanar has developed a horticulture project, which contributes to the stabilization and securing the area that is subject to the disastrous consequences of the conflict, but also to fight against poverty. A horticultural field is developed on both sides of the border between Senegal and Guinea Bissau materialized by the marker 139. On an experimental basis, it covers an area of half a hectare and has helped nearly sixty women, including forty Senegalese and twenty from Guinea Bissau to engage in the production of vegetables mainly for consumption and marketing. This location is a powerful symbol of the integration of peoples of the region. The project started in 2007 by drilling an improved well, which allowed people to have access to clean water and for farming outside of the rainy season. The initiative has been instrumental in establishing the conditions for stability and security in the region hardest hit by the Casamance conflict.

The outcomes achieved after several years of experimentation have comforted officials of Afrique Enjeux and the local Senegalese and Bissau-Guinean people on the relevance to resolve, in solidarity food problems of communities living along this border line. In this way, it contributes greatly to the development of these areas often “forgotten” by the public authorities.

Efforts by Afrique Enjeux to revitalize that cross-border area contributed to restore hope among these people with regard to the outcomes achieved. The example of market gardening around the marker 139 is a major innovation in the field of cross-border cooperation in Southern Senegambia. The land being managed by people from Guinea Bissau and Senegal in the same area is a proof that it is possible to develop the border areas in West Africa through setting up common policies for the development of micro-projects at the community level. These types of initiatives are ultimately the only ones of which people feel directly the spin-offs both economic and social. It also illustrates the strong potential for regional integration of cross-border cooperation.

One of the major challenges facing Afrique Enjeux after this successful experience is the documentation and enhancement for “duplication” in other cross-border sub-areas in Southern Senegambia and West Africa.
PKUMEL is the Association for the Promotion of the Mankagne Culture. It was founded in 1993 in Ziguinchor and recognized by the State of Senegal in October 1995 under No. 8472 / MINT – DAGAT / DEL / AS. PKUMEL, and headquartered in Ziguinchor at 132, Rue BC 10 Boucotte Centre.

The head office of PKUMEL is located in Ziguinchor and has some units in Dakar, Goudomp, Sédhiou, Guinea-Bissau, Kolda, Bignona and The Gambia. The governing bodies are:

- The General Assembly, which is the supreme body
- The Steering Committee, which is the body monitoring the implementation of decisions made by the General Assembly;
- Branch units that are advisory bodies to the at the base;
- The Executive Board, which is responsible for implementing the decisions of the General Assembly.

PKUMEL is a non political association of which the promoters argue in favour of popularizing Mankagne culture, promoting income generating activities, training, particularly children and women through their full development.

Description of PKUMEL:
The flowchart PKUMEL identifies the following functions:

- The Chairperson is the legal entity who performs the function of representation to authorities and other communities. S/He orders expenditures;
- The Vice-Chair assists the president and replace him/her in their absence;
- The 2nd Vice-Chair is responsible for partnerships development;
- The Secretary General is responsible for administrative work;
- The Deputy Secretary General assists and replaces the Secretary General in their absence;
- The Treasurer General is responsible for the execution of expenditures and financial reporting;
- The Deputy Treasurer-General assists and replaces the general treasurer;
- The Activities Coordinator ensures the proper implementation of all activities.

The flowchart of PKUMEL also consists of four (04) committees each headed by a Chair and a Vice-Chair.

1. **Finance Committee:** It is responsible for designing and implementing fundraising policies.

2. **The Communication and External Relations Commission:** It is responsible for ensuring communication with all PKUMEL units, even those located outside the national territory in the Republic of Guinea-Bissau and the Republic of The Gambia. This communication is also ensured through Mankagne women's associations and with other ethnic components of Senegal.

3. **The socio-educational Committee:** This committee is responsible for youths' activities and supports the implementation of the transitional literacy project and basis literacy project. The socio-educational committee plays a fundamental role in social mobilization.

4. **The Cultural Commission:** The Cultural Committee ensures Research and Promotion of the Mankagne Culture. It has completed several research missions.

As a Cultural association, PKUMEL initially focused its intervention on the sector of promotion of the Mankagne culture and language. Thus, several missions were conducted in Boula, Koh, and Bissau in Guinea-Bissau. Research has also been conducted in Ziguinchor and The Gambia to better understand the Mankagne people's lifestyle. All these researches aim to restore the Mankagne language and culture. Awareness-raising was also conducting in relation to the objectives of PKUMEL.

From the experience gained on the ground, PKUMEL had to admit the reality: it appeared necessary to develop orthography for the Mankagne language, not only prevent it from disappearing as other languages did in history but also to keep in written form the findings of various researches and outreach missions. This has led to the codification of the Mankanya language in March 2001.

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The « Kenyelleng » mediator in the conflicts

Traditional information and communication methods are effective tools to highlight, discuss, and solve problems and conflicts within a community. Establishing and improving communication are essential in managing conflict.

This belief probably vindicates the initiative of Concern Universal to hold a 10-day training session for the benefit of local social players. This workshop brought together nearly fifty traditional communicators from Sidian, Djibidion, Djiniaky, and Diouloulou for strengthening their capacities in communication for conflict mediation. The novelty of this workshop is the involvement of the “Kenyelleng” at the forefront.

The “kenyelleng” are usually older women who can no longer bear children, but who have acquired a very influential social status through their role as traditional communicators. The "Kenyelleng" who participated in this training session are from areas that have often been the scene of confrontation and conflict between different armed factions. The training sessions have enabled the “Kenyelleng” to strengthen their skills and methods of conflict settlement based mainly on the use of stories, support for initiatives that contribute to the building and strengthening of conditions for peace and security. They are also trained to educate people about social issues and in the field of health.

The workshop participants reflected on the roles and qualities of the “Kenyelleng”. That is how insight, patience, listening were identified as essential qualities for the “Kenyelleng” that needs to communicate effectively. The “Kenyelleng” design games from their own experience, which will then be disseminated and shared with the entire community.

In order to promote the buying-in and support of local communities, particularly elders, the organizers of the workshop had involved local elderly, the deputy-prefect, imams and leaders of local community radio stations with the event.

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Obituaries
They have passed away!

The Drafting Committee of Tam-Tam, The echo of Cross-border News, is sorry and sorrowed to announce the death of their friends and colleagues Abraham EHEMBA GTZ/procas and Marcel BADJI, Executive Director of St. Joseph Family Farms Centre who were among the main designers of the Newsletter and relentless advocates of cross-border cooperation initiatives. We are joining their families, friends and all those who knew them in praying for their souls to rest in peace. The greatest tribute we can pay them is to ensure that their struggle for the return of peace in Casamance and integration of people and territories of Southern Senegambia was not in vain.

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