

Capítulo D 4: CTF EN ÁFRICA

LÍNEAS GENERALES:

Esta sección se dedica a África Subsahariana en general, pero particularmente a África Occidental. En el capítulo D 6, sobre *CTF en el Mediterráneo*, se tratan aspectos relacionados con África del Norte (Maghreb y Máshreq).

Incluye una sección de noticias, seleccionadas durante los proyectos llevados a cabo por la ARFE en 2011 (CTF en África Occidental) y 2013 (Macaronesia), así como la comunicación periódica con entidades vinculadas.

Iniciativa 7 de junio

Otras actividades: Edimburgo, mayo de 2012; Las Palmas (dos talleres: noviembre de 2011 y junio de 2013); Dakar (GLF), diciembre de 2013; Bruselas (GLF), marzo de 2014; Milan (SWAC/OECD), octubre de 2015; Bruselas, julio de 2017; Cáceres y Badajoz, octubre de 2017; Nigeria, november 2017; ...

Latest news:

On 11 and 12 March 2016 in Bamako, member states of the G5 Sahel (Burkina Faso, Chad, Mali, Mauritania and Niger) jointly organised with UNDP and Japan, and in partnership with the government of Mali, an international conference on border management and border communities in the Sahel. Focused on the security and development of communities in the border areas of the Sahel region, the discussions sought to build consensus within the G5 Sahel on what approach to take to improve the management of these areas, some of which are experiencing an increase in radicalism and violent extremism. A joint statement dubbed the "Bamako Declaration" was adopted at the end of the meeting. Under the Declaration, the five Sahelian countries commit to strengthen decentralised local security structures at borders (through the development of legal frameworks) and to strengthen assistance to border communities in the areas of development and conflict prevention. The declaration also highlights the need for a regional dimension, calling for enhanced co-operation with development partners and regional organisations. As next step, the G5 Sahel will develop a regional action plan for 2016-18, to support border communities and prevent radicalisation and violent extremism; member states also will engage in actions for advocacy and mobilisation of resources from regional organisations and development partners, with UNDP support. (*Weekly Newsbreef of the Sahel and West Africa Club Secretariat*, OECD, Paris, 8-21 March 2016)

Bamako Declaration (in French):

http://www.g5sahel.org/images/Docs/Version_Finale_Declaration_de_BAMAKO.PDF

Read more on the Conference and G5 Sahel:

<http://www.g5sahel.org/index.php/13-actualite-des-pays-g5/376-conference-internationale-sur-le-theme-gestion-des-frontieres-et-communautes-frontalieres-au-sahel%20>

Áreas de CTF en África Occidental

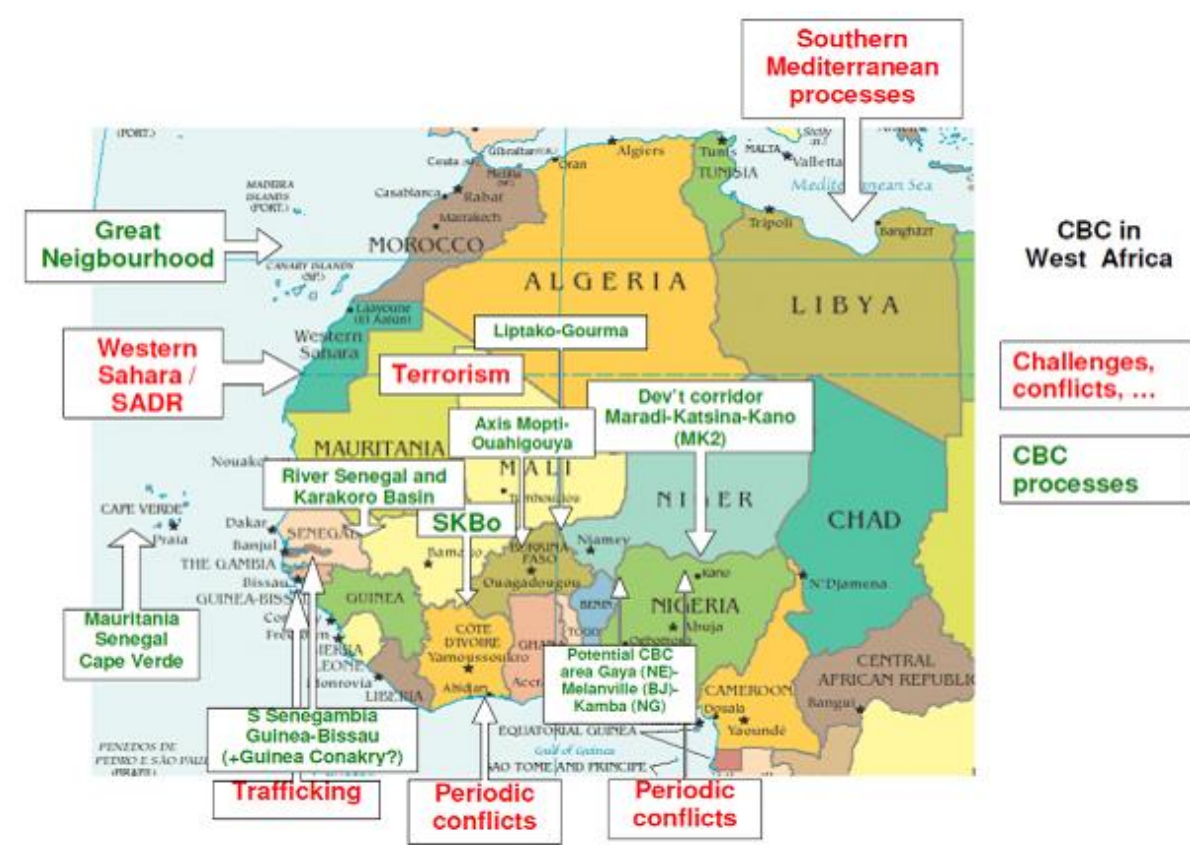


Fig. D.4.1: CBC opportunities and challenges in West Africa (AEBR, own elaboration, Gronau, 2011)

Resumen Ejecutivo del Informe ***Opportunities for Cross-Border Cooperation in West Africa: A Contribution to the Regional Integration Process*** (Referencia nº 2010.CE.16.0.AT.057) (CBC/WA I), elaborado por la Asociación de Regiones Fronterizas Europeas (ARFE) para la Dirección General de Política Regional y Urbana de la Comisión Europea en 2011.

The EU Commission (DG Regio) has promoted the elaboration of this study within the framework of the European Parliament's call for putting EU regional policy into a stronger international context and for more cooperation with third countries. The study is aimed to quantify main obstacles for Cross-Border Cooperation (CBC) in West Africa, while highlighting several good opportunities, in order to propose a road map for the next years.

CBC has proven to increase the empowerment of the authorities more closely involved, promoting in this way decentralised governance. Africa is already fulfilling many tasks to achieve a sustained level of CBC and, apart from other major difficulties, **many boundaries still need to be delimited and demarcated**, a pre-requisite to launch sound CBC strategies. These strategies can add value and offer precious information for mainstreaming programmes implemented at local, national and international level in order to produce a sustainable impact in development processes. In the long term, the strengthening of CBC across (West) African boundaries will have contributed to human development in most dynamic areas.

In the course of the study, many CBC initiatives, projects and programmes have been found, with either a specific or a general purpose. In West Africa there is already a complex network of institutions and platforms that implement cross-border actions. They sometime overlap but, together and coordinated, including their partners within and outside the African continent, could make a very efficient use of available resources, and get even more funding to implement a West African Border Programme. In this sense, this study is particularly intended to offer a clear picture to the organisations promoting regional economic development in the area with a view to how best to allocate resources to promote regional integration and interregional cooperation.

CBC in Africa is a reality in many border areas, being promoted principally by supra-national organizations, but the implementation at national or sub-national level is still very weak in most of the cases. Most relevant actions are been made by the **African Union** and the **Regional Economic Communities (RECs)**. The **African Union** has adopted several political and legal instruments to manage border issues, including the establishment of a Conference of Border Ministers and the implementation of the African Union Border Programme (AUBP) since 2007 with the support of the German cooperation. CBC is in their agenda, as it is the case of the **Economic Community of West African States (ECOWAS)**, which launched a Cross-border Initiatives Programme (CIP) and a Convention on CBC in 2006. Another actor in this complex West African network is the **West African Economic and Monetary Union (UEMOA)**. There are also some key national contributions (Nigeria, Mali, Burkina) and some financial institutions which also play a role in the promotion of development and integration across borders, like the **African Development Bank (AfDB)**, the **Central Bank of West African States (BCEAO)** and the **West African Development Bank (BOAD)**. There are also some transnational cooperation structures devoted mainly to the management of natural resources belonging to several countries (rivers Niger, Senegal, Mano or the Lake Chad). Others have a single purpose, like the **Permanent Interstate Committee for Drought Control in the Sahel**; and there are even proper CBC structures, like the **Liptako–Gourma Authority (LGA)**, a regional organization seeking to develop the contiguous areas of Mali, Burkina Faso and Niger.

In this study, most relevant political initiatives, main studies elaborated by prestigious African scholars and organizations, and significant CBC cases have been analyzed. We have taken into account the EU-AU partnership and some concrete European-African contacts already made in this field. We have also explored the expertise developed by local (e.g. ENDA Diapol) and international (mainly French) NGOs, by national agencies, and by international organizations, including several UN agencies. It is particularly worth to mention the case of the **Sahel and West Africa Club** of the **Organization for Economic Cooperation and Development** (SWAC/OECD), and the growing involvement of European networks like the **Association of European Border Regions** (AEBR) and the **Mission Opérationnelle Transfrontalière** (MOT). All of them have periodical contacts with the African institutions and organizations involved, but the **European Union** is the most expected partner to definitely get involved in the launching of an ambitious, sustainable and effective Programme of CBC in Africa, including regulatory, training and financial support, in the framework of the African Union. The EU is the biggest provider of development aid in the world, and the strongest database on CBC practices, legislation and programming. A deep exchange between DG Regio and DG DevCo is very much recommended, with a view of including a territorial approach in the EDF regulation. This would make an enormous contribution to the African integration process; and their coordinated dialogue with the African Union and the RECs would produce a fruitful partnership which is being very strongly demanded by African politicians, experts and practitioners. The role of other European networks such as the **European Platform of Regional and Local Authorities for Development** (Platforma) or the **Forum of Global Associations of Regions** (FOGAR) is to be explored as well.

African border areas are at the same time promising areas with a great potential to develop practical integration, due to already developed trade and social networks across borders, in some cases since centuries; but they also are unstable scenarios facing many risks. In Africa we find some of the less developed countries in the world, and the barrier effect of borders is very evident due to their artificial condition, and thus conflicts, refugee flows, circulation of heterogeneous armed groups and illegal trafficking also play a role in cross-border dynamics. So, pre-colonial, colonial and post-colonial issues are to be taken into account to appreciate in full the localized impact of the border: many cultural, linguistic and human relations exist across African borders; and they interact with local, national, continental and international conditions which also affect development processes.

Despite of the many efforts developed in the last years, there is no place-based approach to development in West Africa, but we can find some CBC areas which are cooperating actively and quite systematically. Amongst the most dynamic we have chosen the following cases for assessment (see chapter 3) in order to elaborate a SWOT analysis and develop a road map for CBC:

- The **SKBo** area: **Sikasso** (Mali) – **Korhogo** (Cote d'Ivoire) – **Bobo Dioulasso** (Burkina Faso), a "space of sub-national solidarity", typically peripheral with extreme spatial and social mobility. Some very interesting initiatives already developed.
- The river boundary **Senegal-Mauritania**, and the **Karakoro basin** between **Mali** and **Mauritania**, wet border where the river can be a development factor if potentialities are properly exploited.
- Southern **Senegambia-Guinea-Bissau** (plus **Guinea Conakry**) is an interesting case of complex border area, where some other countries are necessarily involved (Mali). Yet very challenging area for systematic CBC.

- The “Development Corridor” **Maradi-Katsina-Kano** (Nigeria-Niger). The MKK or MK2 is one of the most densely populated areas in West Africa. A strong economic power meets one of the poorest countries in the world. A clear case of highly asymmetric, but feasible, CBC.
- The Western African seaboard, particularly **Mauritania, Senegal and Cape Verde** with the **Canary Islands** (Spain) and the Portuguese archipelagos of **Azores and Madeira (Macaronesia)**. A net African-European interface.

Many of the activities planned in this study have not being carried out in the expected manner, due to different constraints, but most of the cases are documented and relevant actors have been contacted. Particularly fruitful were the exchanges with African representatives and experts, as well as the Workshop organized in *Casa África* (Las Palmas de Gran Canaria, November 2011), to debate the preliminary findings of this study. The AEBR has decided to keep the follow up of CBC in Western African countries in particular as part of the Association’s global strategy to promote territorial cooperation in other continents. An agreement has been signed with the African Union Border Programme in this sense, and similar agreements are to be explored and eventually established with other institutions.

After thorough desk research, exchanges of information with relevant actors in Africa and Europe, implementation of the expected activities and processing of the outputs, a SWOT analysis was elaborated tackling CBC in Africa as a whole and in West Africa in particular (chapter 4). Most important obstacles identified for CBC are conflicts due to the pressure on land and natural resources, poor infrastructure, administrative procedures and national compartmentalisation. Furthermore, the lack of capacities and continuity in cross-border operations make them very weak. And, illegal activities (trafficking, terrorism) are main hindrances in some border areas.

Using this SWOT, an early set of objectives has been converted into a road map for CBC in West Africa, which constitutes the main recommendation of this study (chapter 6):

- *Short-term (2012-2013):*

- EU support to supra-national efforts, including strategic definition and concrete actions (delimitation / demarcation of borders and transport networks)
- Coordination of actions, implemented by a heterogeneous pool of actors within and outside Africa (“coordination dividend”)
- Realisation of concrete cross-border pilot projects
- Improvement of decentralised CBC through partnership between local, regional, national authorities and the supranational level. Stress on “inclusive governance”.
- Start a process to increase capacities of national, regional and local actors (with EU advisory support and training)

- *Mid-term (2014-2016):*

- Targeted training (capacity building) and increasing CB initiatives and activities
- Development of multi-annual strategies/programmes, regulations, CBC administrative units, and project management skills to contribute to institutional strengthening
- Elaboration of a legal instrument for territorial cooperation and promotion of permanent structures for CBC
- A (West) African Cross-Border Association

- Long-term (2017-2020):

- Structural approach to the regional integration process (e.g. through a Western African Interreg) and the extension to other African RECs, including the strengthening of supra-national institutions, a supra-national financial and regulatory framework, a multi-level governance approach

Complementary to the road map there is a set of concrete initiatives recommended to be supported (section 6.1.1), based on the better examples found (sub-chapter 5.3) in the selected case studies (sub-chapter 3.3). These initiatives should be promoted in a first moment, while institutional processes take their time to produce some results. They are easy steps to strengthen CBC in the selected areas in West Africa, which can offer very valuable information on how to proceed in other border areas in the continent:

- Coordination and support to activities implemented in the **SKBo** area: decentralization process, trade networks, associational models, cross-border health centre, cereal bank, etc.
- Support to the management of the river boundary **Senegal Mauritania**, including the **Karakoro Basin**. Rationalization of water and infrastructure projects, using proved and feasible solutions already implemented/proposed by African and European actors.
- Development of a consultation network in the **Southern Senegambia** area, including Guinea-Bissau, Guinea (Conakry) and, eventually, Mali. It could begin with the rationalisation of the management of water resources and infrastructure planning.
- Coordination and support to activities implemented in the **MK2** area.
- Keeping and enhancement of the West African orientation of the **MAC Programme**, particularly towards Cape Verde, Mauritania and Senegal.

Regarding the governance of future programmes, CBC in West Africa will be sustainable and its impact will be guaranteed through a stronger participation of the sub-national level and the civil society. Opening channels for cross-border exchange of information (and people-to-people projects) will lead to the finding of cross-border solutions to handle main general problems such as food security, extreme poverty, health care, etc.

Cross-border socioeconomic dynamics in West Africa have a potential for integration that is still underestimated, despite of the various obstacles faced. Joint management and preservation of natural resources, rationalization of trade networks and control of illegal trafficking, joint capitalization of export goods, coordination of security forces and emergency teams, support to local radio networks, handling of refugees and displaced people,... are just a few examples of fields in need of a cross-border approach at a ground level, and they have an extraordinary potential to increase sustainable human development in these areas. But also huge transnational projects are to be supported, like delimitation / demarcation of borders, or the implementation of transport networks, as well as the consolidation of current political initiatives to normalize and extend CBC all over the African continent. The inclusion of this approach within the European Development Fund would be a necessary input to make the proposed road map a reality.

Conclusions

The topic-related conclusions on the workshops and the aggregated conclusions and recommendations reflect the best evidence available based on the results of tasks and the best African practise, and compared with best tested European practice, to offer clear and applicable recommendations for involved authorities and international partners. This report will be available on line, as well as a comprehensive and well-structured collection of all relevant documents gathered and/or presented during the research project and the contact databases developed and used by the AEBR.

1 Lessons learned

CBC has to be built over a certain period of time, using previous historical, socio-economic and cultural relations. From the national point of view, one of the pioneers was **Nigeria**, with its National Boundary Commission; or **Mali**, whose former President Alpha Oumar Konaré, was the first to refer to CBC within the African Union. Today, many bilateral border conflicts are solved (or on their way), following the examples of these pioneers of CBC and being supported by the African integration efforts. Bilateral commissions to tackle common problems and/or opportunities have been constituted, and a growing amount of pilot projects are rendering very interesting information to further build solid CBC programmes (see AUBP Atlas of CBC).

A strong need and a growing political will reveal that, despite of the difficulties, there are many opportunities for these territories to develop cross-border cooperation (CBC). There are already cross-border social and economic structures in some areas, some promising national supporting approaches and supranational integration processes (continental or regional) closing the circle of multi-level governance, a precondition for successful CBC.

The participation of the sub-national level can become a main factor for the definitive take-off of CBC in West Africa. On the other hand, local border authorities still need to strengthen public services and their responses to main challenges such as extreme poverty, the incidence of certain health problems, etc. In any case, national programmes, should include border areas as priorities, taking into account their development potential and the added value of a sound CBC, through the creation of bi- or trilateral committees to evaluate the potential handling of problems in a cross-border manner.

It is also very necessary to support supranational efforts, and the AUBP is a main actor to consolidate CBC in the whole continent. However, the role of the RECs is crucial from the operational point of view. In this sense, the transfer of European know-how in the area of the ECOWAS, where some supranational integration processes have already been successful, seem to be a very good option to deepen CBC practices. This is one of the main conclusions in all studies, reports and policy recommendations consulted.

As all institutions involved have underlined, there is a great working field in knowledge and training, as well as in the implementation of permanent structures for CBC. There is a need of genuine cross-border projects, programmes and structures to strengthen social and economic cohesion, without duplication of objectives and functions between new and already existing initiatives and institutions. Therefore, it is also needed to combine rationally horizontal and vertical policies, following the logics of subsidiarity.

Providing services to local population, rationalizing structures across borders; intervention in traditional and informal processes across the borders, particularly trade; development of associations (or strengthening current ones) across the borders with the participation of all stakeholders; exploration of new fields for job creation (competitive export products and efficient commercial organization, renewable energies, depuration of water and food security, etc.);... There are many fields to explore and the task is huge, but the benefits to obtain will definitely be worth the invested efforts. A strong coordination of many domestic,

African and international programmes would avoid overlapping. The resulting rationalization of expenditure would render a “coordination dividend” that can be invested in more coordination. A demonstrated tool for the best coordination of local, national and international efforts in border areas is Cross-Border Cooperation with a Multi-level Governance approach.

An issue that traditionally has been source of tensions, but also the first occasion for neighbouring communities to agree since ever (even before the creation of modern states) is the distribution of tasks and the preservation of shared natural resources. As they can also be main sources of economic development, there is always a risk of over-exploitation, exhaustion and strong pollution. This is a field to explore thoroughly as well, the **joint environmental management and preservation of natural resources**. There are some structures already implemented to manage river and lake basins. They can be the source of more complex CBC processes, as already existing structures can be the basis of further strategies for the sustainable development of these territories. Clear cases in this regards are the River Niger and the Lake Chad basins, but efficient joint management is still missing. CBC helps to reduce the vulnerability of the populations and allows the negotiated use of resources. Though some initiatives in this sense have already been implemented by supra-national structures, the problem lies in the proliferation of structures, sometimes overlapping, and the irregular level of achievements. Climate change is another aspect to be taken into account when planning a wide agreement to promote CBC in this area.

Trade plays a very important role in CBC, and is a main economic activity in Africa, as in other parts of the world. Commercial exchange based on local production and imported goods is a major vehicle for the dynamism of local CBC. Networking local traditional markets and networks is an increasing initiative in some border areas. A main difficulty remains on the informal networks across borders, which can go from traditional exchange to more sophisticated and organized international smuggling. Therefore, attention is to be paid to illegal trade, which is a tradition in many areas (and one of the few income possibilities for many families). Smuggling and informal trade of local products are very much influenced by foreign exchange differentials.

And **demography** is another issue to explore: movements of people, refugees, asylum seekers, migrants, victims of trafficking, etc. The control of illegal activities affecting persons, particularly children and young women, is a must to begin a serious process of long-lasting cooperation. Illegal trafficking of merchandises is to be prosecuted, and the role of tradition should be taken into account, but the trafficking of persons is absolutely not acceptable, and local authorities and societies should take the main stake to combat them. CBC can also support the coordination of regular security forces and emergency services (and this is the case in some Western African borders), but main action has to move forward beyond formal declarations.

Nowadays, it is very relevant to mention that joint patrols have been organized to ensure border security, to prevent conflicts or to combat criminal activities. Governors in border areas have established **CBC mechanisms to accompany peace processes**, reinforce the security of populations and facilitate the movement of persons and goods across border areas. Some civil society organisations and traditional authorities also perform awareness-building, watchdog and collaboration activities to promote peace and good neighbourhood between communities and countries, in particular when refugees and displaced people are involved. The role of community radio networks is very relevant in many of these border

areas, e.g. the Kurumba network of community radio stations in the SKBo¹.or RETRARC-GUISENGAM, between Guinea-Bissau, Senegal and the Gambia².

As it was already indicated in chapters 1.2 and 3.2, we cannot forget that **border disputes** will remain in many African territories. And another added difficulty is, as in other parts of the world, the fact that cross-border areas are sometimes the playground for conflicts, trafficking and related crime.

It goes without saying that, in West Africa, the geographical, historical and political preconditions for regional development and cross-border cooperation (CBC) differ strongly from European experiences. With some exceptions, the economic centres in West Africa are settled in the coastal regions. Important ports and metropolis at the seaside are far away from the borders in many occasions, some countries are completely inner lands, and huge extensions of them are deserts. In Europe some important economic centres are located close to the border, being some of them already established cross-border metropolitan areas. Compared with Europe, distances are much longer, while transport infrastructure needs a lot of development. Most common transport means are animals, cars, trucks, and then ships and aircrafts. Railways exist only incidentally. So, travelling from one point to another is very time-consuming. In general, this has an impact on the mobility of citizens, workers and transport of goods. This affects mostly border areas and CBC, because border regions in the respective areas are usually less developed than more central (or coastal) regions; and border controls need hours and, sometimes, days, above all for goods. Nevertheless, people are familiar with these realities and accept even long distances and travel time, when it comes to CBC.

The obstacles and constraints identified can only be removed through dialogue on integration and socioeconomic development issues including the various types of actors involved in each country. In this sense, ENDA Diapol³ has outlined four issues which provide genuine leverage for already active CBC areas in West Africa and to enhance regional integration and development:

- Anchoring public policy in existing integration dynamics
- Supporting the development of decentralised CBC
- Promoting productive local investments
- Evolving towards transnational policies on land use planning and natural resource management

It can be concluded that geographical areas for CBC are much larger than in Europe, mostly rural with a low population density and a weak economy, except in some particular cases. The sub-national level is playing an increasingly important but insufficient role. Relevant statistical and political levels are departments (Niger), states (Nigeria), and regions (Mali, Burkina Faso, Senegal, Niger, Côte d'Ivoire, Mauritania). The regions are divided in most cases into departments, though Burkina Faso also have provinces. The regions in Mauritania are named *wilayas*.

Due to historical developments, national governments in Mali, Nigeria, Burkina Faso and Senegal are the most important political players in CBC up to now. Regions, states and departments depend on national governments in political, financial and planning terms. This top-down approach is hardly shifting to a bottom-up one, including elements of South-South cooperation. Regionalisation and CBC are more and more on the political agenda of

¹ SWAC-OECD, *Cross-border network of community radios*, Cross-Border Diaries number 6, June 2007, 40-46

² SWAC-OECD, *Creation of a cross-border radio stations network in Southern Senegambia*, Cross-Border Diaries number 6, June 2007, 6-11

³ ENDA Diapol (2009), op.cit.

all countries. But integration processes are running informal and not well structured. However, there is a clear need and political will for change.

The development of CBC is linked to supranational, as well as to national and sub-national processes, where multi-level governance and subsidiarity are key issues. The role of regional and local authorities and other actors on the ground is growing. City twinning could play a major role in this process.

In the EU, the creation of the Single Market was very important for the development of CBC. Border regions are considered to fulfil a bridge function, to create added value and to contribute significantly to European integration. At the same time, several processes of national integration have begun in West Africa, also with the objective to integrate peripheral border areas in national and supranational markets.

As a consequence, in the course of modernisation and improving the situation of border areas, from a national point of view, informal cross-border activities were strongly “disturbed”. The reasons lied, in many cases, in the fact that, suddenly, national governments were present in peripheral border areas and tried to control the (often illegal) cross-border activities.

Like in the EU, it can also be observed that national governments tend to support the implementation of sensitive infrastructural and economic projects in border areas. But currently the tendency (with the support of the African Union and the RECs) is more to change national development policies (and international programmes in border areas) in favour of supporting genuine CBC.

2 Obstacles identified

Apart from the necessary efforts for development in general, the provision of essential services to the populations, the control of transmission diseases, and the fight against poverty, that’s to say the Development Millennium Goals (quite far from being achieved), some of these territories still face conflicts and illegal activities developed especially across national boundaries. So, the priorities for national governments fall in most of cases within the limits of national possibilities and challenges. In this sense, external support is very much needed, either from the African supra-national level or from the international community.

Regarding the sustainability of spontaneous integration dynamics, ENDA Diapol and partners⁴ have found in their systematic and intensive studies on the ground that CB socioeconomic dynamics in West Africa have a potential for integration that is still too often underestimated. Nevertheless, they are subject to a certain number of constraints that leave them relatively vulnerable. There are various risks factors showing the instability and vulnerability in economic, social, environmental and political terms. These are to be examine in order to outline opportunities and challenges. Amongst the latter:

- Pressure on space and resources: a potential source of conflicts because of the problematic intensification of land pressure and the accelerated degradation of natural resources.
- Obstacles to the development of commercial flows: poor infrastructure, high costs of transport, administrative procedures, custom formalities (and “informalities”), currency differentials and transaction costs, etc.
- Low levels of investment and unequal sharing of capital gains
- Compartmentalisation of national regulatory frameworks
- Decentralisation and overlapping regulations

⁴ ENDA Diapol (2009), op. cit.

A main element identified systematically by most of the studies consulted is the need of a stronger Euro-African dialogue on CBC, and the implementation of a huge capacity building programme.

Up to now there is no targeted staff training for CBC in national and local authorities to develop common programmes or strategies, to organise permanent cooperation, to establish cross-border institutions/structures for cooperation and, in this way, create necessary added value for the citizens living along the border.

With the view to *targeted training*, the AEBC has identified a series of challenges to be addressed:

- to avoid the terms “administration level” and “competences” for a cross-border structure. It is only about “practicable instruments” to cooperate and the “execution of necessary cross-border tasks”;
- not to compare structures, competences, legislation, etc., on both sides of a border (they will never be or become comparable);
- to overcome the lack of experiences and skills of the regional/local administrations and relevant organisations in the field of cross-border cooperation;
- to build up communication and exchange mechanisms based on a system of trust and to contribute to changing people’s attitudes, perceptions and approaches;
- to encourage a bottom-up approach in regional/local development (in close partnership with the respective national authorities), involving all key actors and taking into account the targeted regional specific conditions (geographic, economic, social, cultural and political).

The colonial heritage and the consideration of borders as lines of separation and militarized areas, European-like national policies and the generally peripheral location within national frameworks, have impeded many border areas to become meeting places, even when there are very favourable pre-colonial conditions. Instead, in most of the cases people were living “back to back”.

As already explained, long distances, the lack of common border control facilities, weak infrastructures (compared with European standards) as well as the fragile economies would have a strong impact on the development of a sustainable CBC which has to be strengthened in the future. Using national funds for cross-border activities seems to be a major problem (national funds are devoted to national projects only). Up to now there is no common bilateral funding without external contributions/co-financing. As in many other fields, some particular countries could play a leading role in the preparation of Regional Development, Subsidiarity and Territorial Cohesion in West Africa, thus creating favourable framework conditions for CBC.

Despite the processes promoted by the African Union and the RECs (particularly ECOWAS in West Africa) cross-border transport remain difficult (e.g. export to Europe seems to be easier than from some neighbouring countries: excessive waiting time at border controls and other difficulties).

In some parts large international enterprises in the agricultural sector and landowners are dominating the economic situation, while in other parts (twin cities along borders) only some small businesses are settled up to now, depending on the existence of the border and its services. Illegal immigration, smuggling, drug and persons trafficking, and related crime are part of daily life and somehow considered as a source of income. In the last years there is a growing activity of terrorist groups, particularly in the Sahel area, being kidnapping a main activity. Conflicts (at big or small scale) also pose important obstacles for CBC.

While CBC is increasingly present on national political agendas, a clear strategy, specific or common financial resources and a distribution of tasks and responsibilities are missing. One-off activities, which in principle are welcome, depend too much on the commitment of individuals, organisations or institutions (there is a danger that these activities will finish if persons leave). They are not part of a regional development or even an overall cross-border development concept or strategy, and sometimes compete against each other. Permanent cross-border institutions or structures, which could channel the cooperation in a more strategic and permanent way, are missing as well.

While politicians are in principle in favour of CBC, a strong political support at every level is not the rule. The reason could be that politicians usually need concrete proposals on how barriers can be overcome and problems can be solved in practice. This knowledge (especially on practical solutions without time consuming agreements or treaties) can hardly be found at national level (it is not the task of a ministry to think in cross-border terms), but should be available at regional and local level in the border regions themselves or at supranational level, which is the most efficient case up to now.

The role of traditional authorities should not be missed

On the other hand, **international organisations and NGOs** are playing an increasingly crucial role in border areas, offering services mainly for one-off activities.

As it has been stressed in other parts of this report, African cross-border cooperation also faces multiple **challenges**:

- Post-colonial border issues,
- the traditional concept of sovereignty,
- own national priorities,
- lack of subsidiarity,
- the consideration of border areas as marginal,
- long-lasting border disputes,
- need to increase autonomy of territorial authorities,
- the need to ameliorate citizens' life conditions,
- low local capacities,
- permanent and temporary migrations control,
- need to protect natural and cultural heritage,
- lack of security, terrorism,
- illegal activities across borders.

And global challenges affect African territories as well as in the whole globe, being border regions particularly affected due to their most fragile conditions.

3 Good examples

We have found very good cases of CBC in Africa. Apart from West Africa, the area between Zambia, Tanzania, Malawi and Mozambique, where the AU is promoting full delimitation and demarcation, CB training and some specific CB projects on commerce, tourism and management of natural resources.

The case studies identified in West Africa are characterised by differentials, which may be factors of integration if they are exploited as complementarities, or can be sources of tensions in the absence of satisfactory regulation. They include normative differentials (e.g.

currency exchange), eco-geographical differentials and/or differentials due to biases in competition (price differentials). These differentials have been intensively studied by ENDA Diapol⁵.

Case 1

The Triple Border Mali-Burkina Faso-Cote d'Ivoire: **the SKBo zone (Sikasso, Korhogo and Bobo Dioulasso)**, an area of mixing and integration, typically peripheral with extreme spatial and social mobility.

This is one of the most studied areas and many interventions have taken place. There is a strong potential for CBC, while challenges prevail due to tensions and conflicts that appear periodically.

The support to the coordination of the mango sector is vital, and several CB projects are aimed to capitalize further possibilities. A CBC programme for border villages has developed new services and facilities, e.g. a CB health centre and a cereal bank. The CB radio network is another splendid instrument to promote CBC.

Case 2

The **River Boundary Senegal Mauritania**, wet border where the river can be a development factor if potentialities are properly exploited.

With a good management of the Senegal Basin River, the OMVS can make sure that the management of these dams will ensure electric energy production, agricultural development and river navigation in the long-term, while minimizing the adverse impacts on the environment. This organization is a great good tool for cooperation, with a stable legal and institutional framework and practical results benefiting from a strong political commitment. It has proven its capacity to mobilize partners to design and carry out projects on a great scale that no state could have implemented alone, and it also has the potential to face new challenges such as the integration of Guinea, the implementation of the Declaration of Nouakchott, of the Water Charter and of true Integrated Water Resources Management (IWRM), as well as the development of navigation and new hydropower projects of second generation.

Over the last few years, OMVS High Commission almost exclusively dealt with the furthering of two important projects: the preparation of the " Energy " project and the building of levees for Diama dam and main headworks. This priority, given to studies and construction works, led to a decline in the other functions.

There is an on-going proposal for an institutional reform with financing from the World Bank and IOWater, which is worth to be followed up.

In this same area, the CBC in the **Karakoro Basin** is very promising, However, a strong input given some years ago seems to have been slowed down in the last three years.

Case 3

Southern Senegambia and Guinea-Bissau is another interesting case of complex border area, where some other countries are necessarily involved (Mali, Guinea Conakry).

As the authors of the studies consulted have stressed, the strategies and practices of populations are *de facto* cross-border. And, just like many other population and production basins in West Africa, the southern Senegambia area appears promising if the infrastructural, organisational and political constraints which it faces are eased. One of the ways to achieve this is by promoting concerted management and development of a cross-

⁵ ENDA Diapol (2009), op.cit.

border territory which would cover all the families of agents and which would articulate the cross-border cooperation and the community policies promulgated by the ECOWAS and the WAEMU. The CB radio network seems also to be a suitable instrument in this area.

The **Gambia River Development Organization** has been concentrated in some failed infrastructure projects, but the established partnership is to be consolidated by supporting measures.

Case 4

The "Development Corridor" Maradi-Katsina-Kano (Niger-Nigeria). One of the most densely populated areas in West Africa. A strong economic power meets one of the poorest countries in the world.

Also very intensive studies and interventions in this dynamic area have been taken into account. The coordination and cooperation with the many agents involved in this area make it a perfect playground for a strong CBC programme. However, periodic conflicts between communities, the effects of the crisis, and enormous unbalances between the countries and within them, should be addressed with an integral approach.

Case 5

The **MAC (Madeira, Açores, Canaries) Programme and West Africa.** This programme has promoted many projects in the surrounding area, particularly with Cape Verde and Mauritania, and there is a growing dynamic towards West Africa with a view to channel EU-African cooperation.

Others

Water depuration and sustainable development in Tacharan (Niger). Initiated by *Aquaphytex*, a private company from Puebla de Alcocer (Spain), the NGO MPDL-Extremadura and the decentralised cooperation of the Spanish region of Extremadura. This project is aimed to be extended to other parts of the Niger and to other basins in Africa.

4 Relevance of the European Experience

In Europe, there is a long experience on what to do, and what not to do in the practice of cross-border cooperation (CBC) processes. European border and cross border regions (Euroregions and similar structures) cumulate an enormous expertise on it. The European experience has taken decades to develop a number of measures and programmes, and especially permanent structures for cooperation amongst local and regional authorities.

In West Africa the European experience in cross-border and interregional cooperation is becoming particularly relevant. African stakeholders wish to use all of this unique set of experiences in order to take profit of the best practise available to develop real CBC amongst most of the countries involved. This concerns above all the border areas between Mali and Burkina Faso; Niger-Nigeria, Senegal with The Gambia, Mali and Guinea-Bissau, and the coastal border with the EU Canary, Azores and Madeira islands, with a strong cooperation with Cape Verde.

One specific European experience is that territorial cooperation actions are fundamental for the development of regional integration processes and progress.

Some national and supra-national authorities have already begun a process of regionalisation and exchange of information with the EU, developing the concept of border areas with shared competences between national and sub-national governments.

But, as described before, political, historical, geographical, social and economic framework conditions in West Africa are different, sometimes even much more different, than

European ones. The relevance of European experience is explained in this chapter from the point of view of best practice, while key messages, adapted to the needs and capacities in West Africa, are included in the recommendations.

In Europe, inside and outside the European Union, successful CBC is based on:

- a step by step development (first the tasks, then the structure);
- a strategic/programmatic approach;
- real joint projects;
- permanent working structures (joint decision making bodies, joint secretariat and staff);
- own financial resources.

In Europe it turned out, that the regional/local level is the most suitable to implement CBC (in partnership with the national authorities on both sides of a border and the EU), because:

- the actors on site are the most familiar with the cultural, social, geographical, economic and political conditions as well as with obstacles and problems for cooperation;
- they do not only know about barriers and problems, but are also able to offer very practical solutions;
- they have the strongest interest in successful CBC, as their daily life is concerned;
- they are more interested in practical cooperation based on partnership than in clarification of questions of competence (always on table when the national level is involved);
- step-by-step development of CBC.

One-off activities are found at the beginning of each type of cooperation. They pave the way for networks, which can be used to establish contacts between the actors benefiting from cooperation in a cross-border area (entrepreneurs, trade unions, universities, tourism agencies, public sector). Networks as platforms to promote generalised CBC have a multiplier effect.

In a second step, a more strategically and development oriented cooperation occurred in Europe. This requires a long term approach, based upon analysing the existing situation and the potentials for social and economic development. Objectives, priorities, key issues and activity fields have to be defined, resulting in a cross-border strategy/programme.

Advantages of a cross-border strategy/programme

It will become very clear for the actors what they want to achieve in the next 10-15 years. Furthermore, the added value of cross-border cooperation will be visible.

Based on the cross-border strategy/programme, it has to be decided which part of the regional development objectives have to be done with national/regional/local resources and which part will be supported by supranational funds (this is much easier in the EU thanks to INTERREG and the Territorial Cooperation Objective).

Particular role of the EU-Programme INTERREG

The EU-Program INTERREG, established in 1990, introduced for the first time in Europe the possibility to cooperate with a long term perspective. It is divided in three strands: A = cross-border cooperation, B = transnational cooperation, C = interregional cooperation. Also in the EU, the main focus is on national development with the result that only 3% of the total ERDF funds are allocated to territorial cooperation. Despite these small financial

resources, good and even excellent results have been achieved with regard to European integration, regional development of peripheral areas and decentralisation of regional policy.

The key advantages of INTERREG from the regional/local point of view are:

- CBC is defined as a political objective of the EU;
- within the European Regional Development Fund (ERDF), a fixed percentage is devoted to territorial cooperation, but with a clear priority for CBC;
- a programming period with about 60 operational programmes covers along 6-7 years, guaranteeing for the same time the financial contribution of the EU;
- each programme has to be co-financed (20-25%); this has to be guaranteed by the Member States concerned;
- in practice this rate of co-financing is out of the political debate on annual budgets at national or regional level over 6-7 years;
- CBC is not depending anymore from the political situation in a member state or a single ministry.

The conditions for successful INTERREG-Programmes and genuine cross-border impact and results can be described as follows:

- a joint programme does not mean two national programmes “stuck together” or drawn up on one side of the border and then submitted to the partner for comments;
- cross-border programmes have to develop together right from the outset, this is the only way to avoid legal, financial and psychological barriers from the beginning;
- joint implementation/management requires partnership. All partners within the cross-border area and at national level have to be taken on board;
- joint monitoring/steering committees have to be established for each programme taking joint decisions;
- a joint bank account for the EU-funds (in most advanced cases even for the national/regional co-financing rate) guarantees genuine cross-border projects;
- in fact, genuine cross-border projects require joint development, joint implementation/ management (Lead Partner Principle), joint staff and joint financing.

Advantage and role of a cross-border structure (Euroregion-like or similar structure)

To establish a cross-border structure is not an objective by its own. A structure should always follow the task identified before and not vice versa.

The need of a cross-border structure becomes evident because:

- sovereignty rights of two neighbouring states meet at the border;
- but no state has a cross-border sovereignty;
- different competences, structures, laws, social systems, spatial planning remain to exist, and collide at the borders;
- no state will ever change its competences, structures etc. only on behalf of border regions or continental integration (asymmetries will remain);

- even if a state wants to do so, it will not be able to succeed (even if everything is harmonised with one neighbour, this does not mean this solution can be adopted by other neighbours).

It can be concluded that it makes no sense to compare competences, structures etc., or trying to harmonise them. Actors would only lose years without concrete results. Because there is a need to cooperate, this has to be done despite those barriers that continue to exist.

The advantage of a cross-border structure is to be an instrument responsible for cooperation with a single objective "cross-border cooperation". This structure is able to take joint decisions and serves as a platform to offer solutions for all partners on both sides of a border. It is equipped with more administrative and legal capacity as well as liability (important to implement EU-programmes in a decentralised way) than any organisation based on private law.

One mistake which can be encountered in the EU very often is to consider such a cross-border structure from a national point of view and to compare it with an administration with competences. A cross-border structure is not a new administrative level, but only an instrument to cooperate, a catalyst to balance different competences and structures on both sides of the border. And CBC is not a question of competences. Its aim is to perform necessary cross-border tasks (in close partnership with the national authorities concerned) for the benefit of the people living in the border regions. This understanding of CBC is a great help to avoid misunderstandings on the role of a cross-border structure and to overcome legal barriers.

The establishment of a legal cross-border structure can hardly be achieved in a short time period. In Europe bilateral/trilateral treaties for CBC needed 5-7 years, especially if they allow cooperation based on public law. The whole process to develop a legal instrument applicable in all states like in the European Union (the case of the EGTC, the European Grouping for Territorial Cooperation) lasted almost 30 years.

So, practical arrangements are needed for cross-border structures. They can be concluded in a short time based on private law. This is possible by setting up two associations (with regional and/or local authorities as members) on both sides of the border following public law, with their registered offices in the states concerned. These two associations can conclude a cross-border agreement in line with private law to allow CBC.

The role of cross-border structures (whether based on private or public law) can be described as follows:

- they serve as a platform, turntable, and motor for all cross-border tasks and contacts, keeping cooperation alive in a permanent way;
- they advocate all cross-border issues and daily border problems;
- they offer solutions for cross-border problems;
- they focus on cross-border services for citizens, public services, economic and social partners;
- they mobilise and strongly involve all politicians at all levels;
- they are responsible to implement cross-border strategies/programmes;
- they have to look for the necessary joint financial resources to implement programmes and projects.

Taking joint decisions (whether in a private or public structure) means, in practice, that these decisions have to be implemented by the partners within their respective already existing national competences and structures on both sides of a border.

This working method always depends on a functional partnership. Partnership within a decentralised structure requires:

- A great dose of mutual trust.
- External partnership with the national governments on both sides of the border, because of political, strategic and financial reasons. National plans/programmes have to be taken into account. Political and financial support is needed.
- Internal partnership in order to involve all actors within a cross-border area (economic, social, cultural actors, public authorities and equivalent bodies, NGOs) to mobilise already available knowledge at national level for CBC.

Handling partnership in this way will avoid any conflict of competences and will not build up new bureaucratic structures.

The definition of a cross-border area is not purely depending on administrative and geographical factors. In Europe most partners cooperate because they have identified joint interests/concerns, joint issues and problems.

5 RECOMMENDATIONS

Recommendations (to organizations actively promoting regional economic development in the area) on how best to allocate resources to promote development and interregional cooperation in West Africa have to be addressed, in the first instance, to the EU in general, and DG Regio and DG DevCo in particular.

The European Commission tries to strengthen the contents of its agreements with Western Africa, bilaterally or in the framework of already existing integration structures, with the consolidation of strong governance initiatives, like the promotion of CBC. But the process of cross-border cooperation could be very slowly developed without the participation of sub-national and non-governmental actors. European experiences clearly demonstrate the regional and local level to be the most appropriate ones to implement cross-border projects and programmes, if they act in close partnership with the national authorities on both sides of the border. This is a key issue in a really multi-level process of governance, as it is the case of CBC.

It would be essential, that public authorities involve from the very beginning all stakeholders, non-governmental organisations, etc. while developing cross-border projects and strategies/programmes. All actors of all sectors on both sides of the border have to become engaged in cross-border cooperation. This is the best way to use the existing knowledge of these actors and to give them an important role while creating a sustainable platform for cross-border cooperation, as well as to inform and mobilise them for national strategic policies in favour of border areas.

The empowerment of sub-national levels in the implementation of cross-border cooperation projects and programmes, and their ownership of the outputs, would be helpful to enhance the impact of cross-border cooperation strategies and their sustainability. Cross-border cooperation can be the best example of South-South cooperation, putting border areas more central. Based on this outline, the key cross-border actors should be selected for a first approach.

In any case, a multi-level cross-border partnership is to be consolidated, including:

- national and sub-national government levels
- traditional authorities and established informal networks (civil society, business, education)

Due to the fact that a provisional selection of case study areas was already suggested in the application, the AEBR made contacts amongst qualified practitioners in these areas and reviewed main related documents, representing the empirical cases that could complete a feasible, consistent and qualified “target group” for the analysis of “African hot areas for CBC”. There are many stakeholders identified as “target group”. A list with those contacted during this study has been drawn up as **Annex III**.

Key cross-border actors

- Supranational, national, and sub-national authorities;
- universities and research institutes,
- enterprises from selected economic sectors,
- social and cultural organisations (local NGOs),
- European institutions and NGOS.

A stronger input of the European Commission to promote regional policies in Africa would play a crucial role. The efforts of DG REGIO are very much encouraging, but a stronger involvement of other relevant EC departments, e.g. the European External Action Service (EEAS) and EuropeAid, is very much needed. In this sense, the experts who met in *Casa África* (Las Palmas de Gran Canaria, 7-8 November 2011) agreed to ask the EU to better coordinate EDF and ERDF EU funding to make a sustainable contribution to the African integration process. A stronger exchange between DG Regio and DG DevCo is very much needed (and with them and the AU). An aspect to explore is the “coordination dividend” resulting from a better coordinated and more efficient use of funds, including:

- Raise limit of how much of ERDF can be spent in Africa
- Recognise “cross-border cooperation” as a category of actions under EDF
- Allow preparatory actions (e.g. contacts, studies) to be funded under one fund and implementation under the other.

Territorial actions implemented through the EDF could also profit from instruments like the *Impact Assessment Toolkit*, to determine whether a CB approach is the appropriate level of intervention and to identify the added value of CBC⁶.

In this case it is very important to establish good monitoring mechanisms, in an ongoing approach, in order to better evaluate the impact.

Modern tools like the Internet or videoconference facilitate enormously the contacts, but not everywhere there are technology and skills enough to perform correct electronic communication practices. It is very much recommended to establish political contacts, face to face, between European politicians and experts engaged in CBC and the competent authorities of the target countries. This would pave the way for the exchange of information and staff. The meeting of experts from both sides in order to identify, articulate, implement and monitor successful CB activities often need to take the form of person-to-person contact, especially in early stages.

The participation of the AEBR and other European regional associations, as well as their partners in developing countries, can offer expertise and good practises in the process of capacity building in these areas of the world, where sustainable and systematic territorial cooperation has not yet been achieved. Actually, there is great working field in **knowledge and training**, and in the implementation of **permanent structures for CBC**.

⁶ Taillon, R.; Beck, J.; Rihm, S. (2011) *Impact Assessment Toolkit*, Centre for Cross-Border Studies – Euro-Institut, Armagh-Kehl

Here there is a set of objectives defined to guide the different activities and the expected outputs:

- Short-term objectives:

- EU support to supra-national efforts, including strategic definition and concrete actions (delimitation / demarcation of borders and transport networks), incorporating territorial cooperation in the bilateral agenda EU-AU. The African Union Border Programme and the ECOWAS and related projects need further support.
- Coordination of actions, implemented by a heterogeneous pool of actors within and outside Africa. Rationalization of expenditure would render a "coordination dividend".
- Realisation of concrete cross-border pilot projects.
- Recommendations to improve decentralised cross-border cooperation through partnership between the respective local, regional, national authorities and the supranational level. Stress on "inclusive governance".
- Start a process to increase capacities of national, regional and local actors (with EU advisory support and training), as well as private partners in the design, implementation and evaluation of cross-border cooperation.

- Mid-term objectives:

- Establishment of a series of steps to increase national, regional and local capacities for cross-border cooperation (targeted training).
- Development of multi-annual strategies/programmes, regulations, CBC administrative units, and project management skills to contribute to institutional strengthening.
- Elaboration of a legal instrument for territorial cooperation and promotion of permanent structures for CBC.

- Long-term objective:

- Structural approach to the regional integration process (e.g. through a Western African Interreg) and the extension to other African RECs.

Cross-border cooperation (CBC) will create sustainable added value and contribute to (West) African integration becoming therefore the cement of a "African House". In order to succeed, existing back-to-back situations in this process of integration must be transformed into a "face to face" relationship, while respecting the national sovereignties. Barriers have to be overcome and prejudices too.

Decentralised CBC at regional/local level in partnership with national governments and supra-national organisations is the most suitable instrument to pave the way for a new quality of borders as meeting places offering a wide range of opportunities. At the same time there is a chance to transform the national peripheral situation of border areas in West Africa into a more favourable internal position within the continent. CBC is not about abolishing borders, but reducing them to administrative limits like those between provinces and departments.

Based on this background, in the recommendations short-term objectives (concrete projects, need of decentralised cooperation, establishment of partnerships, informal structures for CBC in general); mid-term objectives (to increase local/regional/national capacities for sustainable CBC, to elaborate joint strategies/programmes and projects, as

well as strengthening cross-border institutions); and long-term objectives (with a view to a regional integration process throughout Africa) are developed.

Many current and potential key actors in the process have been identified:

- National, regional and local authorities, from both side of the (selected) borders;
- supranational structures;
- universities and research institutes,
- enterprises from selected economic sectors,
- social and cultural organisations,
- trade unions and employers organisations(as feasible),
- third sector organisations in concrete cases;
- organisations responsible for infrastructures.

CBC depends many times on individuals who can belong to the groups listed above, but they can also act on behalf of other entities, or even on an individual basis, to promote concrete CBC activities. In annex III there is a comprehensive list of contacted individuals.

5.1 Action plan specific for the case studies

The relevance of the European expertise in cross-border cooperation has been used for an action plan with concrete proposals concerning:

- capacity building needs and targeted training;
- the creation or activation of working groups in selected border areas in order to establish permanent structures for cross-border cooperation;
- the development of common strategies/programmes and projects;
- the promotion of partnership and subsidiarity (bottom-up approach and multilevel governance);
- the exchange of best practices in Africa and with the EU.

The SWOT analysis has provided the basis to elaborate a road map for CBC in the territories under study, using main results, outcomes and conclusions.

The recommendations given in this chapter can be implemented in the short-, mid- as well as in the long-term.

5.1.1 Concrete initiatives

Case 1 Intervention in the **Triple Border Mali-Burkina Faso-Cote d'Ivoire** (following the recommendations and identifications by ENDA-Diapol):

Decentralisations processes remain very abstract. Applying national reforms in cross-border areas does not solve development issues which extend beyond borders. The harmonisation of local, national and supranational regulations could reduce situations of unbalance that can contribute to resource waste. Coordination of heterogeneous regulations remains a central issue in border spaces, especially since there are multiple informal rules.

On cross-border trade, differentials between regulation or prices are to be examined, but also the strategies of spatial occupation or control through clan or religious solidarity networks. Trade developing is multifaceted: regular trade in legal merchandise and unofficial parallel channels for same merchandise, plus totally illegal activities such as drugs, persons and child trafficking. Here it is again the issue of overlapping regulations of diverse origins and the simultaneous positioning of actors in different trade circuits.

And, a main issue, looking at a wider territory, is that West African zones of solidarity cannot be reduced to national peripheries. Other spaces are under development. There are

cities or regions quite distant from each other that keep important relationships with permanent exchange of people and merchandises, and civilization values are shared, particularly religious and cultural. Both processes often overlap and the actors in the different spaces combine micro- and macro-spatial strategies, local and regional scales. Diverging strategies of different actors should converge on several levels. Interaction between interest groups should mobilise major political interventions. ENDA Diapol has proposed that associational models emerging in SKBo should be better defined: modern cooperatives, legal associations, customary associations or mixed forms⁷.

As already mentioned in this study, there is a need to support national programmes, like the CB programme for border villages (to be highlighted the examples of a CB health centre and a CB cereal bank), the radios network, and CB productive activities, as it is the case of the mango sector. The studies made by ENDA Diapol, the SWAC and the MOT should be taken into account and the actors identified should be contacted when planning an integral intervention in the area.

Case 2

The **River Boundary Senegal Mauritania**, and the **Karakoro basin**, wet border where the river can be a development factor if potentialities are properly exploited.

It is very much recommended to explore fields of action with some key actors in the area, as well as with some European institutions, as it is the case of the French NGO OIEAU, which is also very active in West Africa. Communication with this French NGO, as it is the case with other very relevant actors identified in the course of this study, are very much recommended to follow up the road map for CBC in West Africa.

This is another case to plan an integral intervention. For instance, the following set of actions could be planned:

- People to people (small) projects. Easy to start, while framework conditions are evaluated and prepared;
- water, linked to eradication of transmissible diseases;
- health (common) facilities;
- management of natural resources, e.g. rivers, natural parks; linked to production, transport, tourism
- livelihoods / value adding common facilities (e.g. storage, processing, packaging);
- trade (formal and informal);
- border delimitation and demarcation.

Case 3

Southern Senegambia and Guinea-Bissau is an interesting case of complex border area, where some other countries are necessarily involved (Mali, Guinea Conakry).

Main recommendations are:

- Development of consultation networks to facilitate regulation of mechanisms of regional and national development and public policies.
- Encouragement of CB management of natural resources, particularly water, including the harmonisation of policies to exploit and preserve forest resources.

⁷ ENDA Diapol (2009), *op.cit.*

- Foster the integration of territories by defining “concentric circles” to bring the countries in this region together to manage shared interests and spaces, taking into account infrastructural needs.
- Harmonisation of rules and coordination of activities related to the production of goods for exports (e.g. cashew).
- Support to existing programmes (e.g. the CB radio network).

A main issue to address here is the harmonisation of policies for exploitation and preservation of forest resources. Cashew production for export is a growing sector which would also benefit very much from a stronger CB coordination of producers.

Case 4

The “Development Corridor” Maradi-Katsina-Kano (Niger-Nigeria). One of the most densely populated areas in West Africa. A strong economic power meets one of the poorest countries in the world.

As it has been described in chapter 3, interventions in this area should be coordinated with the ECOWAS, local authorities and other agents, as well as with different international partners. The area is complex and conflicts should be addressed, but it has a strong potentiality due to a long tradition of CBC in various fields.

Case 5

It is very important to strengthen the **West African aspects of the MAC Programme** as a vehicle for the transfer of European expertise to CBC initiatives in West Africa.

Others

Collaboration with the **Niger Basin Authority** (NBA) by initiatives already initiated by NGOs and foreign enterprises, like the project on water depuration for human use implemented by *Aquaphytex* in Tacharan (Niger). This model, sustainable and environmentally very friendly, can also be transferred to other CB river areas.

5.1.2 Short-term and mid-term action plan

A first step to develop is the establishment of a working plan with the African Union and with ECOWAS in order to produce a CBC strategy that includes all aspects identified as crucial, i.e. capacity building, design and implementation of a legal instrument for CBC, generation of a CBC multiannual programme and the intervention in selected pilot areas. The growing interest in cross-border cooperation (CBC) in West Africa and the information about the prior results achieved in many European border areas pave the way along some border areas. The main objective is to enhance CBC in this area by exchanging information and staff and securing the transit from individual cross-border activities to a more strategic programmatic approach (sustainability). The tasks to implement an integrated and sustained activity in order to protect and develop cross-border initiatives in this area should be done by institutions at local and national level (multi-level governance and subsidiarity), but they need the support of supra-national organisations as well as other non-public actors (partnership). The stronger involvement of sub-national and non-governmental actors will speed up the process in a favourable way, because the potentials of border regions are far away from being fully used, neither in socio-cultural or socio-economic terms.

While giving advice based on the European experience, it has to be taken into account that the framework conditions in West Africa differ in political, historical, economic, bilateral, social and geographical terms. But there are key elements for successful CBC in Europe

that can be adapted to the needs on the ground and can also be used in the area of the case studies:

- Step-by step development (first the tasks, then the structure).
- Strengthening of regional and local tasks and responsibilities.
- Strategic/ programmatic approach.
- Real joint projects.
- A permanent working structure per cross-border area (informal, later formal) as the main player (with joint decision making bodies, joint secretariat and staff).
- Own joint financial resources).

This requires the following framework conditions and steps:

- The political will of all states concerned.
- Bottom-up approach, where local actors are playing the main role in partnership with the national governments (external partnership, avoiding conflicts of competences) and supra-national institutions.
- Involvement of politicians at all levels from both sides of the border to build up lobby in favour of CBC.
- Hands-on participation of all actors in both sides of the border (public/private and public-equivalent bodies, NGOs, etc.) in order to create a solid basis for CBC by using already existing knowledge on both sides of the border (internal partnership, avoiding conflicts of competences).
- The awareness that socio-cultural cooperation is as important as economic cooperation (and often a precondition for successful CBC as a whole).
- In the starting phase, informal cooperation based on private law.
- At the end, creation of permanent cross-border structures based on public law.

By introducing these key elements and establishing the framework conditions, it has to be underlined again that a cross-border structure is not a new administrative level, but only an instrument for CBC to balance existing and remaining differences at national level along a border (laws, competences, structures, etc.). And CBC is not a question of competence but of implementing necessary cross-border tasks for the benefit of the population living at the border area and, at the end, for the benefit of the national governments concerned as well.

The idea to harmonise existing differences at national level has to be rejected, because like in the EU, also in West Africa this will not be possible, and it will only produce frustration and loss of time to start with the CBC process.

The AEBC recommends using the following instruments:

- permanent advisory support and training (capacity building);
- exchange of experiences on best practices and information;
- workshops/seminars, including targeted training;
- international conferences.

Permanent advisory support and training should last over 3-5 years. It has to be secured by a team of experts with European-wide practical and strategic expertise in CBC (drafting and implementing joint cross-border programmes and projects, cross-border legal aspects and structures, evaluation) together with West African experts. There is

already a pool of experts in Europe with a lot of expertise in studying and identifying CBC practices in West Africa, and a growing pool of African experts has also been identified in the course of the studies mentioned in this report. Without this practical and European-wide experience the aim “to help actors at regional/local level to help themselves” cannot be achieved and consultants will remain the main actors in the field of CBC.

A **multi-annual approach** is needed as well. The experience in Europe shows that, in the “old” EU, CBC developed quite fast with targeted training by qualified experts over more than one decade. Under the regulation of PHARE-CBC and TACIS-CBC programmes in the new member states and third countries, the period for training and advice lasted only a few months, while the need for support was much stronger. And many different experts with strong varying ideas for CBC have been involved. As a result advice and training were not consistent, stopped after one year at most, and were not completed. People on the ground contributed with some new expertise, but also very different practices, and were always expecting a new contract. Most of them finally left to other jobs where they could capitalise their knowledge. And, when advice and training started up again after the break, they have to be implemented from zero.

In the following text, a consistent **training programme** to enhance regional and local competences and to achieve a more strategic approach in CBC involving all partners from both sides of the border is described.

Priorities

- Short missions to the individual border regions in order to work out a Position Paper with an Action Plan for the individual border areas as soon as possible.
- Short-term creation of bilateral/trilateral Working Groups in every border area.
- Training of the working groups in basic CBC questions using best European practice.
- Systematic training of working groups to develop common projects and applications.
- Training of working groups with regard to the elaboration of common strategies and programmes.
- Development of common cross-border structures as well as a joint secretariat.
- Creation of vertical and horizontal partnerships, i.e. with national governments and social partners on both sides and across the border.

Activities

- The main activities are to be developed by the border regions themselves. The objective is to establish CBC based in cross-border structures and working groups, which is able to become active permanently. Own activities are a precondition to obtain external assistance.
- Work concentrated on the needs of the regional and local partners on the ground.
- During the period 1990–2001, the AEBR advised and trained practically all partners in INTERREG-, PHARE-CBC- and TACIS-CBC-programmes with the support of EU Funds. Therefore, specialists with a unique knowledge of CBC are available. Furthermore, practitioners from border regions could be mobilised in special cases.
- Working groups and structures should stay active themselves in those periods when external experts are absent. External experts need to be on the ground especially at the starting period for a systematic training during several days.
- The coordination with other partners will be secured in a Steering Committee.

- Association(s) for Cross-Border Cooperation should be promoted in Africa, like the well as their cooperation with other related platforms, national associations of municipalities and regions, and similar structures in other continents.

Brief description of the instruments:

- **Networking:** range of activities with practitioners, experts, social partners at local and regional level and other representatives of border regions actively exchanging experience. This includes feedback from the border regions concerning strategies, programmes, financial engineering, projects and cross-border structures/organisations; and information advice to the border regions regarding good practice.
- **Information,** training activities and technical assistance: transfer of know-how, advisory missions, workshops, seminars, annual conferences, publications (e.g. handbooks, practical guides, info-sheets) concerning development of actions (e.g. cross-border concepts, structures, projects).
- **Management:** could be done by the AEBC in close consultation and partnership with the partners involved and other stakeholders. The management functions include work planning, coordination, monitoring, etc.

Besides, capacity building at regional/local level and a more sustainable and strategic CBC the following practical results can be achieved step by step:

- stronger bottom-up approach;
- better distribution of tasks and responsibilities,;
- genuine cross-border programmes and projects;
- solutions for daily border problems;
- solutions for social problems;
- improving CBC of SMEs;
- development of new CBC between manufacturers and suppliers;
- intensified cooperation in sectors like health, environment, innovation and research; and tourism;
- improved cooperation in education, especially bilingual schools in some border areas;
- stronger role of universities through cooperation in targeted analyses and studies (cross-border infrastructure, environment, diversification of economy, service sector, development of city centres, spatial planning);
- creation of a network for a cross-border labour market through cooperation between workers, trade unions and public authorities;
- promotion of cross-border vocational training and the mutual acknowledgement of national qualifications;
- creation of cross-border commercial sites;
- long-term cross-border development plans taken into account in national programmes;
- CBC between police, customs and border police departments.

In the first phase it is recommended to initiate a parallel process, because targeted training and the elaboration of cross-border strategies/programmes takes time. In the meantime,

concrete cross-border projects (see 6.1.1) and other actions coming out from the SWOT analysis can be drafted and implemented. Otherwise nothing will happen in this phase and as a result there would be a strong frustration of actors and citizens on the ground coming with high expectations.

The whole process has to be accompanied by a range of concrete steps to be taken at local/regional, national and supra-national level.

In selected areas and along the wet borders cross-border organisations/associations (having as members authorities from both sides) have to be established for each area in order to avoid duplication of structures. It will be responsible for managing and coordinating all cross-border activities (political responsibility). The objective will be not to do everything by oneself, but to establish a strong external and internal partnership, to build up a political lobby and to mobilise all actors (and their knowledge) from both sides of the border in favour of CBC (e.g. forming bilateral working groups in all fields of activities where private actors are playing a major role).

These CBC structures should be:

- light, broad and permanent (not only for a specific project or sector)
- able to facilitate exchange, build understanding/trust, promote cooperation
- not replace state structures or taking over their responsibilities

In each province/department being a member of such a cross-border organisation/association, one full time person has to be responsible exclusively for CBC.

At national level one department should be the overall responsible body for territorial cooperation with the main focus on CBC (this is already the case in some countries like Mali, Burkina Faso, but it should be developed in other countries with a stronger impact on the ground). Also, in this department one person has to be designated to deal exclusively with CBC and coordinate all cross-border activities within the government. National funds earmarked for border and cross-border activities have to be provided on a multi-annual basis.

The departments responsible for customs and border control have to secure, together with the respective ministry in the neighbouring country, a joint training programme for staff, to provide the necessary electronic equipment, to allow joint border facilities, etc.

The role of the EU is to encourage and facilitate the whole process through intensifying political contacts and allocation of some financial resources enabling the implementation of the recommendations. In a first step the EU-activities will be concentrated on providing advice, training, exchange of staff and politicians. But, in the long run, advice and training will not be enough to cover the high expectations placed in Europe.

5.2 Road map for the development of cross-border cooperation in West Africa

Main lessons learned and best European practice (dynamics of territorial cooperation through EU Regional Policy support and national/regional/local co-financing) have been used to draft a road map, with concrete proposals regarding:

- Creation or activation of working groups in the selected border areas, with strong institutional support, in order to establish permanent structures for CBC
- Addressing capacity building needs, with concrete measures regarding exchange of best practices in Africa, with the EU and with other parts of the world, e.g. with Latin America.
- Development of common concepts, strategies, programmes and projects, through appropriate training of key stakeholders

- Focus on the governance and coordination model (promoting a multi-level approach)

Legal framework and capacity building

One of the main tasks to be accomplished by international institutions is the support to African continental and sub-continental (regional) integration processes. Within them there are very promising CBC initiatives, particularly in the case of the African Union, ECOWAS or UEMOA. A concrete mission should be the support to the establishment of a (West) African legal framework for CBC in the sense of the Madrid Outline Convention⁸. In fact, many are asking for such an instrument in Africa for more the times of the Madrid Outline Convention. The AU is also determined to launch an African legal instrument for CBC. These supranational institutions and other organizations, think-tanks and NGOs, both from Africa and from Europe, have produced very valuable analyses with very similar conclusions in most of the cases: the need to implement a concrete African-European partnership to promote territorial cooperation, particularly cross-border, focused on **capacity building**. The EU institutions and CBC networks can design, together with African actors, a strategic framework to implement legal regulations for CBC and a capacity building programme to fulfil main needs. European border and cross-border regions can also offer a great support in this task due to their knowledge and expertise in defining, implementing and evaluating CBC practices. European experts can take part, together with their African peers, in a huge capacity building programme to be supported by the EU's and the Members states' official aid.

Delimitation and Demarcation

Meanwhile, another main task in African borders, which still is to take considerable time, debate and resources, is **delimitation and demarcation**, a pre-requisite to launch sound CBC strategies. Many efforts have been implemented already and the number of delimited and demarcated borderlines increased dramatically in the last years, but still less than 25% of African borders are properly demarcated. Some financial contribution from European aid agencies would be very convenient, as well as technological support to use the possibilities offer by satellite systems and the building of accessible communication networks.

Integration

This is one of the main objectives of many supra-national organisations and associations existing in West Africa. It goes without saying that integration needs regional development taking into account social and economic conditions. And integration is closely connected to cross-border cooperation (CBC), a laboratory for integration at continental level, and the instrument to implement development along borders. At the same time, the development of CBC is closely linked to supra-national, national and sub-national processes in West Africa where Multi-level Governance and Subsidiarity are key issues.

CBC in West Africa should be implemented at local, regional, and national level with the support of supra-national organisations as well as by the participation of the economic sector (e.g. Chambers of Commerce) and non-public actors (civil society) following the Principle of Partnership. But the relevance of the sub-national level still needs to grow within the whole development cycle of this regional integration process (bottom-up approach).

⁸ The *European Outline Convention on Transfrontier Cooperation between Territorial Communities and Authorities* was approved by the Council of Europe on 21st May 1980 in Madrid and is commonly known as the Madrid Outline Convention. Its three Additional Protocols complete a historical hint for CBC in the wide territory covered by the Council's 47 Member states.

There is a need of genuine cross-border programmes, projects and structures to strengthen social and economic cohesion without affecting sovereignty rights. Actually, West and Southern Africa are great working fields in knowledge and training, as well as in the implementation of permanent structures for CBC. Europe has cumulated an enormous experience in this regard (EU institutions, Member States, participating border and cross-border regions, EGTCs, associations, etc.), therefore a stronger process of cooperation in territorial development between the EU and the African Union (and RECs) would be very helpful.

The process of consolidation and formalisation of CBC in Europe is found by African stakeholders as having similarities with that of West Africa. This is another reason to promote a dynamic Euro-African dialogue on CBC, including technical expertise and exchange of experiences.

As in many other fields, some countries can play a leading role in the promotion of Territorial Cohesion and Subsidiarity by CBC in the continent. The dialogue between national and EU authorities should be followed by some practical implementation.

This road map needs a wide EU-African partnership, including all stakeholders, based on mutual trust, with a territorial vision to enhance (West) African integration and regional development by CBC. A main issue is the definitive inclusion of territorial aspects in the programmes financed by the EU through the EDF and the coordination of this support with the ERDF, in a model that is also growing in its acceptance for the Eastern and Southern EU Partnerships.

The following road map describes step-by-step how to proceed with CBC in West Africa through short-, mid-, and long-term activities.

Short-term (by the end of 2012 and 2013)

- Establishment of support mechanisms for the African Union efforts through the AUBP (border delimitation and demarcation, pilot projects, legal instrument, etc.).
- At the very beginning concentration on the area of ECOWAS and its members having already regional development and cross-border cooperation (CBC) in their agendas (and in their governmental structures), to elaborate a CBC Strategy including all crucial aspects. Participation of local actors and civil society.
- Realisation of concrete cross-border pilot projects (with external assistance) following the priorities indicated by local stakeholders (regarding location and field of intervention):
 - Completion of the African CBC catalogue
 - Strengthening of the West African aspects of the MAC Programme as a vehicle for the transfer of European expertise to CBC initiatives in West Africa.
 - Intervention in the Triple Border Mali-Burkina Faso-Cote d'Ivoire.
 - Extension of current interventions in fields like water management, reduction of poverty, food security in the Senegal, Karakoro, Gambia and Niger river basins. Projects like *Aquaphytex* in Tacharan (Niger) can be transferred to other CB river areas.
 - Support to ongoing processes to strengthen CB in some specific border areas, such as the Nigerian borders, particularly in the Northern regions bordering Niger.
- Exchange of politicians and staff.
- Establishment of a cross-border organisation/association with working groups and institutional support in order to get the maximum of coordination; and targeted training programmes in the areas of the case studies (see chapter 6.1.2 for a proposed way to proceed).

- In parallel, stronger bilateral relations between the EU (Commission, Parliament, Committee of the Regions) are to be established with the African Union, ECOWAS and some members (Mali, Burkina, Niger, Nigeria, Senegal) in order to prepare the ground for further implementation of regional development and CBC in West Africa.
- First (or follow-up) seminars and conferences in missing areas, offering quite favourable conditions for CBC among themselves and also with more experienced countries, focussing on information, initial capacity building, European experiences and best practice coming from the two case studies.
- Elaboration of cross-border statutes based on private law to promote CBC structures.

River and Lake basins need a specific approach, as it develops an own integration process. Some long-lasting conflicts are in their way to be solved, with the intervention of the International Court of Justice, but other obstacles do not (trafficking). In any case, there is a general feeling that CBC will generate sustainable benefits for people living in border areas, with the added value of joint protection of natural resources, and subsequent benefits for participating countries. There are already bilateral and multi-lateral agreements, showing a strong institutional commitment at national level, but the participation of the sub-national level is still too reduced. A stronger support to ongoing processes of local development, stressing decentralization and CBC interventions, is needed within their main development strategies.

Mid-term (2014-2016)

- A wide performance of a targeted training programme (see chapter 6.1.2) to be organised in selected areas:
- Generalisation of cross-border initiatives and activities, in the framework of multiannual strategies/programmes for selected areas of the case studies and:
 - in regions where the preconditions for CBC from the geographic point of view and regarding the population density are rather unfavourable: particularly the river basins
- The legislation of border activities and the constitution of border units (if not yet) in all countries has to be ensured.
- Bi- and trilateral treaties between national governments concerned in favour of territorial cooperation.
- Strengthening of a "(West) African Cross-Border Association" as a platform and lobby for all border regions.

Long-term (2017-2020)

- Further strengthening of the role of the AU, ECOWAS and other RECs on the implementation of free trade and free movement of persons, goods, services and knowledge.
- A supra-national financial framework for territorial cooperation in different RECs with an structural view and a main focus on CBC (like INTERREG), assuring multi-annual implementation of territorial programmes, and a wide participation of all stakeholders, with a multi-level governance approach.
- Implementation of a legal instrument for territorial cooperation, applicable throughout (West) Africa (voluntary, not obligatory).
- Building of sub-national authorities' capacities to manage cross-border programmes and projects by themselves.

Resumen Ejecutivo del Informe **Cross-Border Cooperation in West Africa: Support to Integrated and Sustainable Development and Cross-Border Cooperation between Macaronesia, Cape Verde and Senegal** (Referencia nº 2012.CE.16.0.AT.109) (CBC/WA II), elaborado por la Asociación de Regiones Fronterizas Europeas (ARFE) para la Dirección General de Política Regional y Urbana de la Comisión Europea en 2011.

1. Introducción

El estudio **“Cooperación Transfronteriza en África Occidental: apoyo al desarrollo sostenible e integral y a la Cooperación Transfronteriza entre la Macaronesia, Cabo Verde y Senegal”** fue elaborado por la Asociación de Regiones Fronterizas Europeas (ARFE) para la Comisión Europea, Dirección General de Política Regional y Urbana (DG Regio) entre diciembre de 2012 y septiembre de 2013. Martin Guillermo, Secretario General de la ARFE, ha dirigido el estudio, formando parte del equipo principal Haris Martinos (Experto Senior), Jean-Louis Sanka y Alejandro Hernández Rivero (Expertos Junior) y Marie-Lou Perou (Coordinadora).

2. Objetivos, metodología y tareas

Los terminos de referencia del estudio señalaron como objeto del mismo “apoyar la preparación de un **Plan de Acción** para el desarrollo de cooperación transfronteriza (CTF) y la mejora del desarrollo social, cultural, económico y medioambiental sostenible a lo largo de la costa occidental africana ... con un énfasis particular en la promoción de la participación activa de los actores locales y regionales...”.

Este estudio se planificó siguiendo las recomendaciones del estudio previo **“Oportunidades para la CTF en África Occidental”**, realizado por la ARFE para la UE en 2011-2012, y el Programa de Cooperación Transnacional de la UE Madeira-Azores-Canarias 2007-2013” (**Programa MAC**), que apoya unos 50 proyectos en los que participa un gran número de actores de África Occidental.

Durante el **trabajo de documentación** de este estudio se revisó abundante literatura sobre las fronteras de África Occidental, así como el creciente número de literatura institucional documentando las iniciativas y decisiones de la Unión Africana (particularmente el Programa de Fronteras de la UA), ECOWAS y UEMOA, acuerdos interestatales y distintas intervenciones.

El **trabajo de campo** se centró en Senegal y Cabo Verde. Se incluyó una **encuesta online** de la que se obtuvieron 55 cuestionarios (40 actores de Cabo Verde y Senegal, y 15 de los socios principales de proyectos del programa MAC, sobre todo de las Islas Canarias). Además se realizaron 40 **entrevistas** presenciales realizadas a actores de Senegal y Cabo Verde, explorando en profundidad su experiencia, los factores que facilitan o dificultan la CTF, los campos con mayor potencial para la CTF, los métodos de apoyo a la CTF y las lecciones aprendidas de distintas intervenciones hasta la fecha.

3. Hallazgos

La encuesta y las entrevistas han mostrado que hay una **experiencia e interés sustanciales en el gran campo de la cooperación transfronteriza**: en el caso de Senegal sobre todo con Gambia y Guinea-Bissau; en Cabo Verde predominantemente con las Islas Canarias; y en la Macaronesia (sobre todo las Islas Canarias) con Cabo Verde.

El **mayor potencial para la CTF** se observa en el ámbito del medio ambiente, seguido por la cultura (Senegal) y el turismo (Cabo Verde y la Macaronesia).

En lo que respecta a los **factores que facilitan la CTF**, los participantes de Senegal otorgan la máxima prioridad a la afinidad cultural y lingüística, seguida de cerca por la toma de conciencia y gestión compartida de los problemas (que es el factor principal en **Cabo Verde**, seguido de cerca por el apoyo gubernamental y europeo). En las respuestas de la Macaronesia se prioriza el transporte.

El principal **factor limitante** en Senegal tiene que ver con la falta de información, las inadecuadas conexiones de transporte y los retrasos en los controles fronterizos. La falta de estabilidad ha sido puesta de relevancia en las entrevistas como una de las mayores limitaciones. Otros limitantes relacionados con los transportes (conexiones inadecuadas, retrasos y costes) sobresalen en las respuestas de Cabo Verde y Macaronesia.

En general, hay una evidente **diferenciación geográfica** tanto en el tipo de cooperación como en el potencial de CTF:

- **Entre la zona MAC (en especial las Islas Canarias) y Cabo Verde** hay una amplia cooperación, pero pocos resultados tangibles, y una fuerte orientación a la transnacionalidad, la transferencia de conocimiento y a Europa;
- **entre Senegal y los países continentales de África Occidental** la CTF está "en obras", pero hay potencial para la obtención de resultados concretos. Se orienta a la "integración regional" y "la paz y la seguridad", con acciones tanto a nivel estatal (armonización/normalización) como a nivel local (acciones conjuntas a través de las fronteras terrestres);
- **entre Cabo Verde y Senegal** es limitada, pero con potencial para construir sobre los intereses compartidos (marítimos/pesca) y los vínculos personales (diásporas).

4. Conclusiones

El **potencial** de CTF que contribuya al desarrollo sostenible y la integración regional es **grande**, en muchos campos y tipos de cooperación, **pero** está **poco explotado**.

Las **condiciones clave** para que la CTF se desarrolle y tenga éxito son la **afinidad lingüística y cultural**, un buen nivel de **seguridad y estabilidad**, y la suficiente **proximidad** que hagan posible cooperar en muchos ámbitos y dedicarse a las acciones conjuntas. Esto implica, además, menores costes.

Hay un amplio reconocimiento de la CTF en África Occidental ("base institucional" y "confianza política") que puede construirse sobre una gran variedad de iniciativas y proyectos que merece la pena ser fomentados. Sin embargo, gran parte de la energía de las intervenciones existentes se destina sobre todo a actividades de carácter "abstracto", con relativamente pocos resultados concretos en el terreno que benefician a las personas. Por ello, es esencial que **en el futuro se haga más** en relación con:

- conseguir pequeñas y rápidas acciones prácticas con resultados en el terreno en diversos sectores, mediante asociaciones locales transfronterizas y la implicación directa de la gente;
- el fortalecimiento de la cooperación para compartir y aprender a nivel regional e interestatal;
- la construcción de buenos vínculos entre los niveles estatal y local para un marco y unas sinergias factibles.

También es importante **explicar mejor** a los políticos nacionales **el valor añadido de la "cooperación transfronteriza"** (la cual no debe confundirse con la "cooperación internacional") y promover las formas convencionales de CTF, por ejemplo la cooperación directa y las acciones conjuntas de los actores locales de distintos sectores (gobiernos locales, ONGs, empresas, etc.) a cada lado de la frontera dentro de un "espacio transfronterizo" compartido.

Por último, es esencial para la “cooperación transfronteriza” que sea reconocida como una dimensión importante de los esfuerzos para la paz, la estabilidad, el desarrollo sostenible y la integración regional. Como tal, debe reconocérsele un mayor perfil que hasta ahora. Por esta razón, la declaración del 7 de junio como “Día de las Fronteras Africanas” por parte de la Unión Africana debe ser apoyada *per se* e incluso debería ser declarada a nivel mundial como el **“Día Internacional de la Integración a través de las Fronteras Nacionales”**, tal y como ha sido propuesto por la ARFE a la Unión Europea, la Comunidad Andina, el MERCOSUR, el Sistema de la Integración Centroamericana, varios gobiernos nacionales de Europa y América, y la Asamblea General de las Naciones Unidas, tras informar oportunamente al Programa de Fronteras de la Unión Africana.

5. Plan de Acción

Se ha sugerido que este Plan de Acción debe constituir un paquete bastante flexible de intervenciones a dos niveles interconectados, con un horizonte temporal a medio y largo plazo, tal y como se explica a continuación.

En primer lugar, **a nivel regional**, el propósito debe ser incrementar la eficiencia y la efectividad del amplio rango de iniciativas existentes, promoviendo y facilitando que se compartan experiencias, aprendizaje y el apoyo mutuo de los actores e investigadores nacionales y sub-nacionales implicados en la CTF.

Esta parte del Plan de Acción debe ser tutelado por el **Programa de Fronteras de la UA y ECOWAS**, y debe ser coordinado de forma operativa por un **“Grupo de Trabajo de CTF”** liderado por el apoyo técnico del PFUA y/o ECOWAS, tal y como la GIZ hace en la actualidad con el PFUA.

Las actividades más relevantes a este nivel pueden ser apoyadas financieramente por diferentes donantes (incluyendo los programas y bancos de desarrollo) e incluso por patrocinadores privados, pudiendo incluir:

- la promoción de una **plataforma/red para el intercambio de información y experiencias en África Occidental**, que puede combinarse con formación, sesiones informativas, visitas de estudio (en África y en Europa), etc. Esto puede facilitarlo una organización experimentada como la ARFE.
- El apoyo a los **programas transnacionales y las iniciativas regionales** nuevas y existentes, tales como un nuevo Programa MAC 2014-2020 (por ejemplo, con búsqueda de socios, desarrollo de proyectos), iniciativas en áreas de interés común (como la cooperación marítima), el desarrollo de un instrumento similar a las AECTs, la promoción de la CTF en las escuelas de administración pública y los programas de investigación.

En segundo lugar, **a nivel sub-nacional**, el objetivo debe ser fomentar y fortalecer las actividades de CTF endógenas y espontáneas en el terreno, y construir capacidades locales para que sean más sustanciales y estructuradas en el futuro, basadas en asociaciones transfronterizas y estrategias de desarrollo local.

Esta parte del Plan de Acción podría tomar la forma de un **“Programa de CTF” regional para África Occidental dentro del inminente 11º Fondo Europeo de Desarrollo (FED)**, que podría aportar asistencia técnica y un fondo para pequeños proyectos *people-to-people* en las fronteras bilaterales o trilaterales de los países participantes. Una vez conseguida la capacidad institucional básica en CTF, pueden apoyarse adicionalmente infraestructuras conjuntas (centros de salud, colegios, almacenes para la producción y procesamiento agrícola, carreteras) y otros proyectos más sustanciales.

Este programa podría cubrir inicialmente un pequeño número de países con un buen grado de afinidad cultural y lingüística, proximidad y estabilidad, con vistas a ampliarlo de forma gradual.

6. Recomendaciones

Las recomendaciones principales que surgen de este estudio se dirigen principalmente a la Comisión Europea y la Unión Africana, y pueden encontrarse a continuación.

Se recomienda que:

1. La Comisión Europea debe presentar a la Unión Africana propuestas para un Plan de Acción, incluyendo acciones a nivel regional y sub-nacional para el desarrollo de la CTF en África Occidental, tal y como se describe en el presente informe.
2. La Unión Africana debe consultar a los territorios implicados, incluyendo a las organizaciones regionales y los países de África Occidental, sobre los objetivos y elementos de dicho Plan de Acción, así como sobre su ámbito geográfico (países participantes).
3. La Unión Africana debe solicitar a la GIZ y la ARFE que elaboren, junto con aquellos actores que se considere oportuno, una propuesta detallada de Plan de Acción, tras consultas con la UE (FED) y otros donantes, incluyendo una serie de especificaciones técnicas, y los preparativos para su financiación y ejecución.
4. La Comisión Europea y la Unión Africana deberían organizar conjuntamente un taller que considerara las propuestas de la GIZ y la ARFE y formulara recomendaciones sobre la finalización de los preparativos para el Plan de Acción.
5. La ARFE debe estimular actividades de comunicación y apoyo en África Occidental sobre el valor añadido de la cooperación transfronteriza y, junto con otras organizaciones internacionales y autoridades nacionales, debe continuar apoyando activamente la adopción mundial del 7 de junio como "Día Internacional de la Integración a través de las Fronteras Nacionales".

SWOT Analysis of CBC in West Africa

This section brings together the main findings as they apply to the West African seaboard and places them against the background of the overall SWOT for West Africa.

The SWOT analysis of CBC along the West African seaboard focuses on the main strengths, weaknesses, opportunities and threats which have stood out in the findings of the previous section as being particularly relevant to the development of CBC in the West African seaboard. A degree of simplification has been necessary in view of the significant differences that have been observed between CBC across the land borders of the continental West African countries and CBC between Cape Verde and Macaronesia (especially Canary Islands).

Table D.4.1: **SWOT of CBC along the West African Seaboard**

Strengths	Weaknesses
Cultural and linguistic affinity	Cultural, linguistic, institutional differences
Shared awareness / management of problems; common interest	Inadequate transport connections (poor roads, no regular maritime transport)
Local initiatives and endogenous dynamics;	Lack of information (about potential partners, sources of funding, etc)
Traditional cross-border trade (markets) and other economic activities	Delays at border controls; no free movement of people and goods
Traditional/cultural/religious cooperation	Local government excluded/marginalised (cooperation centralised by Governments)
Growing bilateral/trilateral treaties and agreements	Insufficient capacities to participate in CBC activities

Opportunities	Threats
Geographical location / proximity / historic links	Crime across borders: smuggling (weapons, goods), trafficking (persons, drugs), terrorism
Potential for CBC in many sectors (environment, culture, tourism, etc)	Lack of stability, security problems
Pre-existing CBC activities and networks (between universities, enterprises, etc)	Lack of legal and institutional basis for CBC
EU & government support	Lack of finance for project preparation and pilot actions
Good governance	
Desire to learn/benefit from more advanced countries /areas	

The above is a crystallised analysis applicable to the West African seaboard and should also be seen in the broader context of West Africa, since the Action Plan may include a broader regional dimension. The following SWOT of the West Africa CBC is taken from the AEBR (2011) study.

Table D.4.2: **SWOT of West African CBC**

Strengths	Weaknesses
• Growing bilateral/trilateral treaties and agreements • Traditional/cultural/religious cooperation (important role of traditional authorities functioning across borders)	• implementation up to now rather weak • lack of information
• long and large rivers	• extreme climate in some areas • no bridges, but traditional crossing
• growing border crossings	• difficult border crossings and poor infrastructures
• some international and local airports	• no international connections enough
• regional roads	• no highways • no railways (very few)
• important transport on roads	• long waiting time at border crossings
• simplified system for export (including traditional and informal)	• separate border facilities
• some important cities on both sides of the border	• mostly large rural areas
• city-centres are improving, as well as secondary cities	• low attractiveness of many cities and villages
• growing accommodation capacity in large cities (also improved quality)	• business and touristic travel still weak
• strong agricultural sector as a source for export	• exports depending on one sector • difficulties for export/import (customs clearance)
• SMEs and innovation sector developing	• weak service sector
• interaction between decentralised CBC and the national/multi-national level	• weak involvement of regional/local authorities in national activities
• many cross-border activities	• mainly one-off activities • mainly informal CB networks
• relatively strong cooperation at project level	• isolated activities • no long term approach/ strategy
• regional/local level and social partners involved in CBC on the ground	• no permanent structures • voluntary structures doubled • missing legal instruments for cooperation
• tourism development	• mostly national promotion
• good consultancy	• lack of own knowledge at regional/local level • potentials of regional/local actors poorly developed

Opportunities	Threats
a test case for successful CBC in West Africa	crime across borders: smuggling (weapons, goods), trafficking (persons, drugs), terrorism
growing role of ECOWAS and UEMOA	few national investments in border areas
free trade zone / single currency	asymmetric benefits for both sides of the border
railway projects under planning (?)	still weak border control
starting up joint border controls (training programmes, veterinarian control) (?)	illegal activities (drugs, smuggle, crime-related, illegal migration, trafficking)
great efficiency in dealing with priority problems in a CB basis (eg, common grain storage facilities, disease eradication programmes, etc.)	negative attitude amongst locally based State officials (eg customs officers) towards cooperation
twin cities with a gateway function, and connecting metropolis trade routes	development limited to the border
growing economic and technical knowledge, particularly from agro-industries	strong dependency on mono-agricultural and agriculture and livestock (tensions)
dynamic cross-border labour market	- slow implementation (weak) frequent labour migration
strong feeling of the need of CBC	long distances (very much time-consuming) for CBC
attractive touristic conditions in some areas (pilgrimage routes, ...)	- weak security at the borders - fear of corruption and criminality - growing violent actions and terrorism (conflicts, attacks, kidnapping)
strong feeling in politicians	cross-border education mostly absent
cross-border health	health system
growing industry	special institutions involved, but strategic approach rather weak (national focus)
open labour market	- poor working conditions - informal mobility
potential for cross-border tourism	cross-border touristic infrastructure rather weak
development of twin-cities to commercial gateways	improvements only in the border area and not in the whole region
growing CB projects	no systematic/strategic involvement in cross-border development
Bi- (and multi-) national Committees,	poor participation of sub-national level

Conclusions

From the findings of the present study and the above analysis two key conclusions are drawn of central importance to defining a strategic direction for the development of cross-border cooperation in West Africa.

First, the **potential** for cross-border cooperation contributing to sustainable development and regional integration is **great** and this applies to many fields, many categories of actors, many types of cooperation (transnational as well as CBC across maritime and land borders). However, this potential is grossly **under-exploited**, notwithstanding the large variety of cooperation activities noted by the study.

The evolution of CBC and its prospects for development should be seen against an overall unfavourable background. On the one hand, there are general obstacles that have not yet been overcome, such as the artificiality of many of the African borders reflecting the colonial period to which illegal cross-border activities and security issues have been added in recent years. On the other hand, there is the limited success of many years of regional integration efforts which have achieved little with regard to economic integration and flows of trade.

The realisation of the potential for cross-border cooperation should take into account the lessons drawn from existing interventions, which (to some extent) explain the reasons for this potential not being fully exploited and provide some pointers for the strategic direction of the Action Plan:

- There is a growing recognition of cross-border cooperation ("institutional base" and "political trust") as a crucial dimension of efforts aimed at peace and security, development and regional integration. This relatively new context needs to be better understood and built upon.
- There is a great variety of initiatives and projects worth nurturing.
- Much energy in existing interventions goes to initial and rather "abstract" stages: agreements, regional/national commissions, conferences and other events, with relatively little concrete results on the ground benefiting people.
- Many interventions tend to be top-down, conceived and imposed from the top and lacking:
 - links to the local level (e.g. relying on *ad hoc* visits to the border areas) and crucially to the spontaneous cross-border activities and endogenous dynamics;
 - cross-border delivery mechanisms (e.g. reliance on national commissions).

Second, the **key conditions** for CBC to develop and succeed fall clearly in a small number of categories:

- **Cultural and linguistic affinity** is of paramount importance and exists in abundance across many of the West African borders.
- A good degree of **security and stability** is a precondition for a favourable state-level framework for CBC at local level. **Good governance** "from top to bottom" would be an important factor in CBC succeeding and becoming sustainable. These conditions have taken root in some West African countries but overall they are in short supply in the region.
- **Geographical proximity** and good transport communications make it possible for a wide range of stakeholders to cooperate across borders and pursue joint actions in a large number of fields. Such close contact involves lower costs, allows larger numbers of stakeholders to participate in (and benefit from) CBC activities, and facilitates an on-going cooperation based on longer-term strategies rather than isolated projects.

Towards a strategy for the development of CBC in West Africa

The above conclusions provide a basis for a strategy for the development of cross-border cooperation in the countries of the West African seaboard.

A strategy for action in favour of cross-border cooperation needs to address issues of high complexity. It follows that the appropriate interventions will inevitably require a degree of complexity and capacities (institutional and financial) higher than typically the case in West Africa. To this effect the EU experience and resources would need to be relied upon.

The **strategic approach** that emerges is based on three pillars.

First, the strategy should be based on a clear understanding that CBC is not a goal *per se*, but a means towards sustainable multi-faceted development and regional integration.

Second, the strategy should seek ways to add value and to gain from synergies between the various types of cross-border, transnational and other actions that are being pursued at different levels and regional/sub-regional groupings.

Third, the strategy should accord priority to nurturing local endogenous processes, create strong top/bottom links with CBC initiatives pursued at supranational level, and aim for results on the ground.

This approach is illustrated in the following chart:

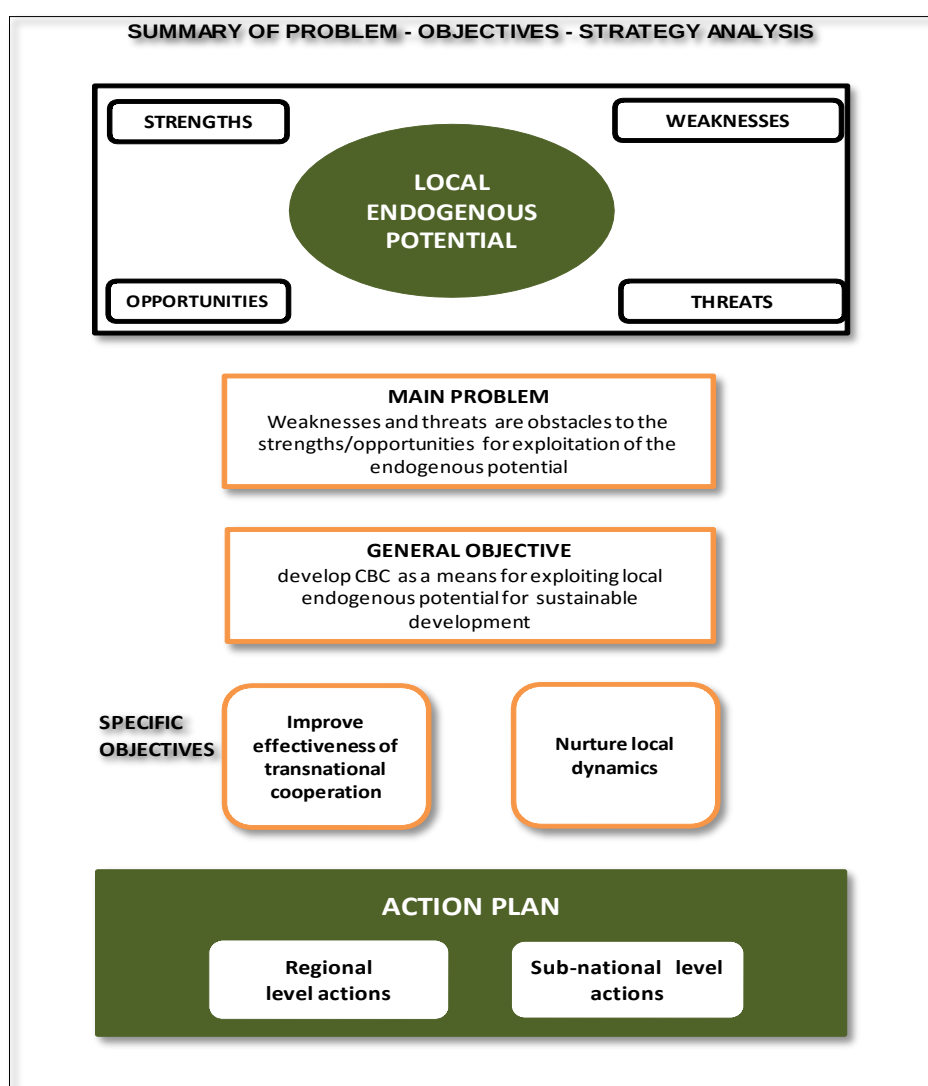


Fig. D.4.2

Taking into account the above key conditions for CBC to develop and succeed, **the direction of the Action Plan** should be to focus:

- on the one hand, on actions at sub-national level:
 - in a group of countries with affinity, proximity and (a reasonable degree of) stability and good governance;
 - aiming at small and fast practical actions with results on the ground in various sectors, through local cross-border partnership and direct people involvement, building on and enhancing local initiatives and endogenous processes;
 - building good links between the national (state) and local levels for achieving an enabling framework;
- on the other hand, on strengthening cooperation at regional and inter-state level for sharing / learning and synergies between various initiatives and programmes.

The Action Plan will need a longer-term perspective building on a fairly large number of complementary actions, rather than a single project.

Effective **communication and advocacy** need to be an important transversal dimension in all the actions of the Action Plan. It is important to explain better to national policy makers **the added value of "cross-border cooperation"** (and that it should not be confused with "international cooperation") and to promote the mainstream forms of CBC, i.e. direct cooperation and joint actions by local actors from various sectors (local government, NGOs, business, etc.) on either side of a border within a shared "cross-border space".

It is also essential for "cross-border cooperation" to be recognised as an important dimension in the efforts to achieve peace, stability, sustainable development and regional integration. As such, it should be accorded a higher profile than so far. For this reason the AU's "African Borders Day" of 7 June should be supported *per se* and, furthermore, it should be adopted globally as the **"International Day of Integration across National Boundaries"**, as it has been proposed by AEBC to the European Union, the Andean Community of Nations, MERCOSUR, the Central American Integration System, several national governments in Europe and America, and the General Assembly of the United Nations, after informing the AUBP.

While fine tuning this draft report and the action plan, a project led by the General Direction for Relations with Africa of the Government of the Canary Islands is to be followed up particularly: the European project "AFRICAN" (Canary islands with West Africa: a Partnership Strategy) is aimed at strengthening and developing a common cooperation strategy between the Canary islands and West African Neighbour countries, specially Cape Verde, Senegal, Morocco and Mauritania (partners of the AFRICAN project). Its main objective is to develop a debate between the partners and work together in order to identify areas of cooperation of common interests (win-win approach) and produce a final strategy report (AFRICAN Strategy Report) that could serve as an input for the contents of the new MAC Programme 2014-2020 (cooperation between Macaronesia regions and third countries). Its conclusions are expected in the summer 2014, but a coordination with the present study is under way.

Action Plan

1 Main features

The main elements of an Action Plan for the development of CBC along the West African seaboard are presented below.

It is suggested that the Action Plan should have a medium-to-long term time horizon and, in indicative terms, it should be developed for the **period 2014 – 2020**.

It should be a fairly flexible **package of consistent and reinforcing actions**. Some of them could take the form of multi-annual programmes or projects, whilst other actions could involve “light” and on-going activities, such as networking. However, each component should have its own, clearly defined, implementation arrangements.

The interventions of the Action Plan should be at two inter-linked levels:

- **regional level actions** for whole of West Africa; and
- **sub-national level actions** in cross-border areas of a group of West African countries.

2 Action Plan Components at Regional Level

Regional level actions of the Action Plan should be for the whole of West Africa, including all member countries of ECOWAS and should also be open to other countries, such as Mauritania. The potential involvement of the EU MAC territories (i.e. the three EU archipelagos of Canary Islands, Madeira and Azores) and potentially other EU countries would be advantageous both in terms of the knowledge they can bring as well as human and financial resources. This type of participation could create a good balance between “North-South” and (increasingly) “South-South” cooperation.

The Action Plan should encompass at regional level a wide range of transnational activities, some of which would be on-going and some would be new. There are opportunities to associate with different programmes and initiatives, and to offer a platform and practical mechanisms for sharing and learning. The aim should be to increase the efficiency and effectiveness of the full range of existing initiatives, by promoting and facilitating the sharing of experience, learning and mutual support among national and sub-national level actors and researchers engaged in CBC.

Structure

This part of the Action Plan should be under the aegis of the **African Union Border Programme and ECOWAS** (and other structures such as UEMOA), and it should be operationally coordinated by a **“CBC Working Group”** led by technical support attached to AUBP and/or ECOWAS, such as currently provided by GIZ to the AUBP. This type of institutional arrangement should allow it to play several roles:

- **direct role in legal / institutional** matters, as is currently the case with the AU and regional organisations, but also take new initiatives, e.g. promotion of an ECTG-type instrument;
- **umbrella role** for sharing experience and knowledge from miscellaneous programmes and pilot actions, with MAC and other European inputs;
- **steering committee** role for the “West Africa CBC Programme” (see below).

Activities

Relevant activities at this level could be supported financially by different donors (including development programmes and banks) and even private sponsors, and could include:

- the promotion of a **West Africa platform/network for the exchange of information and experience**, which could be combined with training, information sessions, study visits (in Africa and in Europe), etc and could be facilitated by an experienced organisation like AEBR;
- support to existing and new **transnational programmes and regional initiatives**, such as a new MAC Programme for 2014-2020 (e.g. with partner search, project development), initiatives in areas of common interest (e.g. maritime

cooperation), development of an EGTC-type instrument, promotion of CBC in Public Administration schools and research programmes.

Several of these activities will be facilitating and enhancing existing ones, whilst some of them will be new initiatives (see below) that can introduced progressively, under the coordination and support of the "CBC Working Group", when the required financial and human resources and participants' interest and commitment have been assured.

Table D.4.3: New Regional Level Activities to be Promoted as Part of the Action Plan

- **West Africa platform for the exchange of information and experience:**
 - Aims: sharing experience, learning and mutual support
 - Scope: ECOWAS/UEMOA countries (plus other African countries and MAC)
 - Participants: national and sub-national stakeholders engaged in CBC (including, politicians, administrators, researchers, development workers, etc.)
 - Activities: networking, training, information sessions, study visits, etc.
 - Funding: international or bilateral donors, development banks, private sponsors
 - Management/facilitation: by international organisation
- **Potential regional-level CBC capacity building initiatives:**
 - Research: evaluation studies and good practice database/publications
 - Facilitation of transnational cooperation: partner search, transnational project development, new thematic initiatives in areas of common interest (e.g. maritime issues)
 - Introduction of CBC in Public Administration Schools / Programmes
 - Promotion of Local Development Agents programmes for CBC (or introduction of CBC in existing programmes)

3 Action Plan Components at Sub-national Level

The central component of the Action Plan should be a programme of active support to cross-border cooperation activities at sub-national level, across the borders of several West African countries. Such a **regional (multi-country) programme** is referred to below as the **"West Africa CBC Programme"**.

For the programme to succeed the participating countries should meet, as far as realistically possible, the conditions identified in the conclusions of this study (cultural/linguistic affinity, stability, proximity). In view of the prevailing conditions in West Africa, it would be appropriate to consider starting the programme with a small core of countries and subsequently rolling it out. Ideally this should be done once the programme mechanisms are established and fully functioning, more countries meet the basic conditions and there are some good practice models to help newcomers learn by example and catch up. A decision as to the composition of the initial group of participating countries should be reached nearer to the launch of the programme to take account of the up-to-date situation and the outcome of the consultations with national authorities (and their capacity and willingness to participate).

This type of programme will need funding from a major donor. The regional part of the EU's EDF would be a suitable financial instrument. **In the previous 10th EDF the regional component was under-spent**, reflecting the pre-eminence of national/sectoral priorities and the greater complexity in implementing regional programmes. The new 11th EDF is

expected to come into effect in 2014 and would again offer the opportunity to support **multi-country actions**, so long as their added value (over and above country specific actions) and the efficacy of the implementation can be demonstrated. Thus, a systematic and thorough preparation would be necessary, including those areas highlighted below.

Regarding the definition of eligible areas, it should be accepted that it will be unrealistic to aim for a standardised definition, for instance, at province or county level. Both politic-administrative differences and geography (land borders, borders defined by rivers, or maritime ones) call for a flexible approach, adaptable to local conditions.

This could be based on the concept of “cross-border space”, covering areas on either side of an international border that will be defined pragmatically, taking into account geographical, cultural and institutional characteristics. Ideally, these areas should be small enough to allow local stakeholders to engage directly in the programme.

For similar reasons, a “variable geometry” should be accepted regarding the membership of cross-border partnerships, so long all main sectors (local government, traditional authorities, civil society organisations, business, etc.) are adequately represented.

In Phase I priority should be accorded to raising awareness and capacity building, as well as establishing the institutional mechanisms of the programme and a good articulation between state and local levels. The experience of the GIZ capacity building work under the AUBP, and any other relevant experience from other programmes, could be particularly useful in these matters.

The handling of grand aid can be very slow and bureaucratic and susceptible to abuse. Hence, in Phase I the emphasis should be on using only very small grants through the operation of “Small Project Funds”. There is sound experience with such instruments in the EU, where they are commonly used for “people-to-people” projects, particularly in cross-border areas by cross-border structures such as the “euroregions”. This has been explained in a recent position paper by the AEBR (“People-to-People-Projects – Their significance and contribution to the success of cross-border (INTERREG A) programmes”, April 2013).

Tabla D.4.4: “**West Africa CBC Programme**” (Phase I)

- **Scope:** All bilateral borders of participating countries
- **Purpose:** Awareness raising and capacity building
- **Activities:** Technical Assistance and Small Project Fund(s) for people-to-people (P2P) projects
- **Expected results:**
 - Local cross-border partnership(s) – multi-sector, variable geometry (to accommodate different institutional structures and traditions on different sides of the border)
 - Common cross-border vision and (if possible) local development strategy
- **Duration:** 3+ years
- **Funding:** EDF Regional Programme (11th EDF)
- **Management:**
 - Steering Committee including representatives of EU & African organisations
 - Service contract or agreement

It should be expected that although the programme will evolve but not all countries and border areas are likely to move at the same speed. Those advancing well should become

eligible for more substantial, albeit still small, joint projects of direct relevance to socio-economic development.

Phase II should be reserved for those achieving certain important milestones, such as a functioning local partnership, and agreement on a local development strategy (or at least a clearly expressed vision for cross-border cooperation). A good working relationship with the state level in both countries (or three countries in the case of triple borders) could be another precondition for receiving support for more substantial actions under Phase II.

Tabla D.4.5: “West Africa CBC Programme” (Phase II)

- **Scope:** selected borders with established cross-border partnership and agreed vision or local development strategy
- **Purpose:** Capacity building and socio-economic development
- **Activities:**
 - Technical Assistance
 - Small Project Fund(s): people-to-people and common infrastructure projects
- **Expected results:**
 - Improved socio-economic infrastructure, as per local development strategy (e.g. education, health, road access to markets, agricultural produce processing)
 - Higher incomes and living standards
- **Duration, funding, management:** as for Phase I

Recommendations

The main recommendations that stem from this study are addressed principally to the European Commission and the African Union and are set out below.

It is recommended that:

- 1 The European Commission should present to the African Union the proposals for an Action Plan comprising actions at regional and sub-national levels for the development of CBC in West Africa, as outlined in this report.
- 2 The African Union should consult the territories involved, including regional organisations and West African countries on the objectives and components of the Action Plan, and on its geographical scope (participating countries).
- 3 The African Union should request GIZ and AEBR⁹ to elaborate a detailed proposal for the Action Plan following consultations with EU (EDF) and other donors, including technical specifications, implementation arrangements and funding.
- 4 The European Commission and the African Union should jointly organise a consultative workshop to consider the GIZ/AEBR proposals and make recommendations concerning the finalisation of preparations for the Action Plan.
- 5 The AEBR, should encourage communication and advocacy activities in West Africa on the added value of “cross-border cooperation” and, in conjunction with other international organisations and national authorities, should continue to actively support the adoption globally of 7 June as the “International Day of Integration across National Boundaries”.

⁹ And eventually other actors, such as those involved in the AFRICAN Project (namely the Lead Partner, the Government of the Canaries), or other European cross-border organizations.

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- ❖ Asiwaju, A.I. (1994) *Borders and borderlands as linchpins for regional integration in Africa*. En: Schofield, Clive H. (ed.) *Global Boundaries, World Boundaries Series*, Volumen 1; Blake, Gerald H. (ed.), Routledge, Londres y Nueva York
- ❖ Blake, Gerald H. (1994) *Captain Kelly and the Sudan-Uganda Boundary Commission of 1913*. En: Schofield, Clive H. & Richard N (ed.) *The Middle East and North Africa, World Boundaries Series*, Volumen 2; Blake, Gerald H. (ed.), Routledge, Londres y Nueva York
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- ❖ UEMOA, ...
- ❖ Unión Africana (1964) Carta de la Organización para la Unidad Africana (OUA) y Resolución AHG/Res.16 (I) sobre los litigios entre estados africanos en relación con las fronteras, Acto Constituyente de la Unión Africana, El Cairo, julio de 1964
- ❖ Unión Africana (1986) Resolución CM/Res.1069 (XLIV) sobre la paz y la seguridad en África mediante la regulación negociada de los conflictos fronterizos, 44ª Sesión Ordinaria del Consejo de Ministros de la OUA, Addis Abeba, julio de 1986
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- ❖ Walther, O.J.; Miles, F.S. (eds.) *African Border Disorders. Addressing Transnational Extremist Organisations*. Routledge Studies in African Politics and International Relations. Routledge, Abingdon – New York, 2018

Anexo 1: Instituciones, organismos y agencias de cooperación multilaterales en África

ASOCIACIÓN AFRICANA DE INSTITUCIONES FINANCIERAS DE DESARROLLO (AAIFD)
<http://www.aadfi.org/>

BANCO AFRICANO DE DESARROLLO (BAD) <http://www.afdb.org/en/>

BANCO AFRICANO DE EXPORTACION E IMPORTACION <http://www.afreximbank.com>

BANCO ÁRABE PARA EL DESARROLLO ECONÓMICO DE ÁFRICA (BADEA) <http://www.badea.org/>

BANCO CENTRAL DE LOS ESTADOS DE ÁFRICA OCCIDENTAL (BCEAO) <http://www.bceao.int>

BANCO CENTRAL DE LOS ESTADOS DE AFRICA ORIENTAL <http://www.bceao.int>

BANCO DE DESARROLLO DEL ESTE AFRICANO <http://www.eadb.org>

BANCO DE DESARROLLO DEL OESTE AFRICANO (BDOA) <http://www.boad.org>

BANCO DE LOS ESTADOS DEL ÁFRICA CENTRAL (BEAC) <http://www.beac.int/>

BANCO PARA EL DESARROLLO AFRICANO <http://www.afdb.org>

CENTRO AFRICANO DE FORMACIÓN E INVESTIGACIÓN ADMINISTRATIVA PARA EL DESARROLLO (CAFRAD) <http://www.cafrad.org/>

COMISIÓN ECONÓMICA PARA ÁFRICA (CEPA) www.uneca.org

COMUNIDAD DE ÁFRICA ORIENTAL (CAO) <http://www.eac.int/>

COMUNIDAD ECONÓMICA DE LOS ESTADOS DEL ÁFRICA OCCIDENTAL (CEDEAO)
<http://www.ecowas.int/>

FONDO AFRICANO DE DESARROLLO (FAD) <http://www.adf.gov/>

MERCADO COMÚN DEL ESTE Y SUDESTE AFRICANO (COMESA) <http://www.comesa.int>

NUEVA ALIANZA PARA EL DESARROLLO DE ÁFRICA (NEPAD) <http://www.nepad.org/>

UNION AFRICANA (UA) <http://www.africa-union.org>

UNION ECONOMICA Y MONETARIA DE LOS ESTADOS DEL OESTE AFRICANO
<http://www.uemoa.int>

UNITED NATIONS AFRICAN INSTITUTE FOR ECONOMIC DEVELOPMENT AND PLANNING (UNIDEP) <http://www.uneca.org/idep>

UNITED NATIONS ECONOMIC COMMISSION FOR AFRICA (UNECA) <http://www.uneca.org>

Anexo 2: Instituciones, organismos y agencias multilaterales de cooperación en Europa

@LIS - Alianza para la Sociedad de la Información (@LIS)

http://ec.europa.eu/europeaid/where/latin-america/regional-cooperation/alis/index_es.htm

Agencia Andaluza de Cooperación Internacional para el Desarrollo (AACID)

<http://www.juntadeandalucia.es/aacid/>

Agencia Española de Cooperación Internacional al Desarrollo (AECID) <http://www.aecid.es/EN>

<http://www.cooperacionespanola.es/>

Agencia Catalana de Cooperación <http://cooperaciocatalana.gencat.cat/ca/>

Agencia Extremeña de Cooperación Internacional (AEXCI)

<http://www.gobex.es//aexcid/view/portal/index/index.php?id=inicio>

Agencia Vasca de Cooperación (Elankidetza) <http://www.elankidetza.euskadi.eus/x63-homev7/es/>

(inclúyanse otras agencias de cooperación regionales, provinciales y locales en España, Francia, Italia, y otros países europeos) (téngase en cuenta que las cooperaciones nórdicas o la británica, e incluso la alemana, están bastante centralizadas: DANIDA, NORAD, SIDA, GIZ, VNG)

Asociación de Entidades Locales Vascas Cooperates (*Euskal Fondoa*) <http://euskalfondoa.org/>

Asociación Europea de Libre Comercio (AELC) <http://www.efta.int/>

Banco Europeo de Inversiones (BEI) <http://www.eib.org/>

Banco Europeo de Reconstrucción y Desarrollo (BERD)

<http://www.ebrd.com/pages/homepage.shtml#&panel1-2>

Comisión Económica para Europa (CEPE) <http://www.unece.org/>

Confederación Europea de Sindicatos (ETUC) <http://www.etuc.org>

Consejo de Europa, Banco de Desarrollo (CEDB)

<http://www.coebank.org/index.asp?ChangeLangue=EN>

Consejo de los Estados Bálticos (CBSS) <http://www.cbss.org/>

Europe Aid Cooperation Office (EUROPAID) http://ec.europa.eu/europeaid/index_es.htm

EUROPEAN BANK FOR RECONSTRUCTION AND DEVELOPMENT (EBRD) <http://www.ebrd.org>

EUROPEAN CENTRAL BANK (ECB) <http://www.ecb.int/home/html/index.en.html>

EUROPEAN INVESTMENT FUND (EIF) <http://www.eif.org>

European Network on Debt and Development (EURODAD) <http://eurodad.org/>

EURO-SOLAR - PROGRAMA REGIONAL DE COOPERACIÓN UE (EUROSOLAR)

<http://www.programaeuro-solar.eu/>

EUROSTEP - European Solidarity Towards Equal Participation of the People (EUROSTEP)

<http://www.eurostep.org/wcm/contact-us.html>

Fondo Andaluz de Municipios para la Solidaridad Internacional (FAMSI)

<http://www.andaluciasolidaria.org/>

Fondo Extremeño Local de Cooperación al Desarrollo (FELCODE) <http://www.felcode.org/>

Fondo Europeo de Desarrollo Regional FEDER

http://europa.eu/legislation_summaries/agriculture/general_framework/g24234_es.htm

Fondo Europeo de Inversiones (FEI) <http://www.fei.org>

Fons Catalá de Cooperació al Desenvolupament <http://www.fonscatala.org/>

GARNET - Global Governance, Regionalisation and Regulation: the Role of the European Union (GARNET) <http://www.Garnet-eu.org>

Oficina Humanitaria de la Comunidad Europea (ECHO) http://europa.eu/pol/hum/index_es.htm

Parlamento Europeo (PE) <http://www.europarl.europa.eu/news/es>

Unión Europea (UE) http://europa.eu/index_es.htm

(Incluir programas específicos para África)

Anexo 3: Entidades, organismos y agencias de cooperación multilaterales Internacionales

Agencia de Cooperación y de Información para el Comercio Internacional (ACICI)
<http://www.acici.org/>

Alto Comisionado de las Naciones Unidas para los Derechos Humanos (ACNUDH)
<http://www.ohchr.org/SP/Pages/WelcomePage.aspx>

Alto Comisionado de las Naciones Unidas para los Refugiados (ACNUR) <http://www.acnur.org>

Asociación Internacional de Fomento (AIF) <http://www.worldbank.org>

Banco de Crédito y Comercio Internacional (BCCI) <http://www.bcci.info/>

Banco de Pagos Internacionales (BPI) <http://www.bis.org>

Banco Internacional de Pagos de Basilea (BIS) <http://www.bis.org>

Banco Mundial (BM) <http://www.worldbank.org>

Centro de Comercio Internacional (CCI) www.intracen.org

Centro de Estudios Avanzados Multidisciplinarios (CEAM) <http://www.nottingham.ac.uk/social-sciences/research/cas.aspx>

Centro de Estudios Urbanos y Regional (CEUR) <http://curs.unc.edu/>

Centro de las Naciones Unidas sobre Empresas Transnacionales (UNCTC) <http://www.unctad.org>

Centro Internacional de Arreglo de Diferencias Relativas a Inversiones (CIADI)
<https://icsid.worldbank.org/ICSID/Index.jsp>

Centro Internacional de Empresas Públicas (de los países en vía de desarrollo) (ICPE)
<http://www.icpe.si/about-icpe>

Centro Internacional de la Papa (CIP) <http://cipotato.org/>

Comisión Oceanográfica Intergubernamental (COI) <http://ioc-unesco.org/>

Conferencia de las Naciones Unidas sobre Comercio y Desarrollo (UNCTAD) www.unctad.org

Consejo Económico y Social de las Naciones Unidas (ECOSOC) <http://www.un.org/en/ecosoc/>

Convenio Internacional del Azúcar (CIA) <http://www.isosugar.org/About/Role.aspx>

Corporación Financiera Internacional (CFI) <http://www.ifc.org>

Corte Internacional de Justicia (CIJ) <http://www.icj-cij.org>

Escuela Superior del Sistema de las Naciones Unidas (ESSNU)
<http://www.cinu.org.mx/negocios/unssc.htm>

Estrategia Internacional para la Reducción de Desastres (EIRD) <http://www.eird.org>

Facilidad Global Ambiental (GEF) <http://www.thegef.org/gef/>

Federación Internacional de Sociedades de la Cruz Roja y de la Media Luna Roja (IFRC)
<http://www.ifrc.org>

Federación Internacional para la Planificación de la Familia (FIPF) <http://www.ippfwhr.org/es>

Financial Stability Forum (FSFORUM) <http://www.fsforum.org>

Fondo Común de Productos Básicos (FCPB) <http://www.common-fund.org>

Fondo de las Naciones Unidas para Actividades de Población (FNUAP) <http://www.unfpa.org>

Fondo de las Naciones Unidas para la Infancia (UNICEF) <http://www.unicef.org>

Fondo de las Naciones Unidas para la Mujer (UNIFEM) <http://www.unifem.org>

Fondo Fiduciario Pérez Guerrero (FFPG) http://www.g77.org/pgtf/guideline_es.html

Fondo Internacional de Desarrollo Agrícola (FIDA) <http://www.ifad.org>

Fondo Monetario Internacional (FMI) <http://www.imf.org/>

Fondo OPEP http://www.opec.org/opec_web/en/

Foro Económico Mundial (FEM) <http://www.weforum.org>

G-15 <http://www.photius.com/g15/g15.html>

G-20 <http://www.g20.org>

G-24 <http://www.g24.org>

G-77 <http://www.g77.org>

G-8 <http://www.g8.utoronto.ca/>

Instituto de Educación de la UNESCO (IEU) <http://www.iiep.unesco.org/>

Instituto de las Naciones Unidas de Investigación sobre Desarme (UNIDIR) <http://www.unog.ch/>

Instituto de las Naciones Unidas para la Formación Profesional e Investigación (UNITAR) <http://www.unitar.org>

Instituto Interegional para Investigaciones sobre la Delincuencia y la Justicia (UNICRI) <http://www.unicri.it>

Instituto Internacional de Agricultura Tropical (IITA) <http://www.ied.co.uk/>

Instituto Internacional de Investigación Alimentaria (IFPRI) <http://www.ifpri.org/es>

Instituto Internacional de Investigaciones y Capacitación para la Promoción de la Mujer (INSTRAW) <http://www.unfoundation.org/how-to-help/donate/instraw.html>

Instituto Internacional para la Educación Superior en América Latina (UNESCO-IESALC) <http://www.iesalc.unesco.org.ve/>

Multilateral Investment Guarantee Agency (MIGA) <http://www.miga.org>

Naciones Unidas (UN) <http://www.un.org>

Oficina de las Naciones Unidas de Servicio para Proyectos (UNOPS) <http://www.unops.org>

Oficina del Alto Comisionado de las Naciones Unidas para los Derechos Humanos (UNCHR) <http://www.unchr.org>

ONUSIDA <http://www.unaids.org/es>

Organismo Internacional de Energía Atómica (OIEA) <http://www.iaea.org/>

Organismo Multilateral de Garantías e Inversiones (OMGI) <http://www.omgi.com>

Organización de Aviación Civil Internacional (OACI) <http://www.icao.com>

Organización de las Naciones Unidas para el Desarrollo Industrial (ONUDI) <http://www.unido.org>

Organización de las Naciones Unidas para la Agricultura y la Alimentación (FAO) <http://www.fao.org>

Organización de las Naciones Unidas para la Educación, la Ciencia y la Cultura (UNESCO) <http://www.unesco.org>

Organización de Naciones Unidas (ONU) <http://www.un.org>

Organización Internacional del Azúcar / INTERNATIONAL SUGAR ORGANIZATION (ISO) <http://www.isugar.com>

Organización Internacional del Trabajo (OIT) <http://www.ilo.org>

Organización Internacional para las Migraciones (OIM) <http://www.iom.int>

Organización Marítima Internacional (OMI) <http://www.imo.org>

Organización Meteorológica Mundial (OMM) <http://www.wmo.ch>

Organización Mundial de Propiedad Intelectual (OMPI) <http://www.wipo.int>

Organización Mundial del Comercio (OMC) <http://www.wto.org>

Organización Mundial del Turismo (OMT) <http://www.world-tourism.org>

Organización para la Cooperación y el Desarrollo Económico (OCDE) <http://www.oecd.org>

Organización para la Prohibición de Armas Químicas (OPAQ) <http://www.opcw.org>

Programa de las Naciones Unidas para el Desarrollo (PNUD) <http://www.undp.org>

Programa de las Naciones Unidas para el Desarrollo (PNUD). Unidad Especial de Cooperación Sur-Sur (PNUD-UE-CSS) <http://ssc.undp.org/content/ssc.html>

Programa de las Naciones Unidas para el Medio Ambiente (PNUMA) <http://www.unep.org>

Programa de las Naciones Unidas para la Fiscalización Internacional de Drogas (PNUFID) <http://www.unodc.org>

Programa de las Naciones Unidas para los Asentamientos Humanos (HABITAT) <http://www.unchs.org>

Programa Mundial de Alimentos (PMA) <http://www.pma.com>

Sociedad Internacional para el Desarrollo (SID) <http://www.sidw.org/>

The International Centre for Settlement of Investment Disputes (ICSID) <http://www.worldbank.org/icsid>

Unión Internacional de Telecomunicaciones (UIT) <http://www.itu.int/en/Pages/default.aspx>

Unión Interparlamentaria Mundial (UIM) <http://www.ipu.org>

Unión Mundial de Organizaciones Femeninas Católicas (UMOFC) <http://www.wucwo.org/es>

Unión Postal Universal (UPU) <http://www.upu.int>

Universidad de las Naciones Unidas (UNU) <http://unu.edu/>

Voluntario de las Naciones Unidas (VNU) <http://www.unv.org>