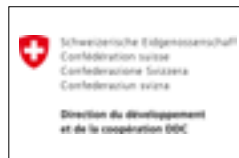


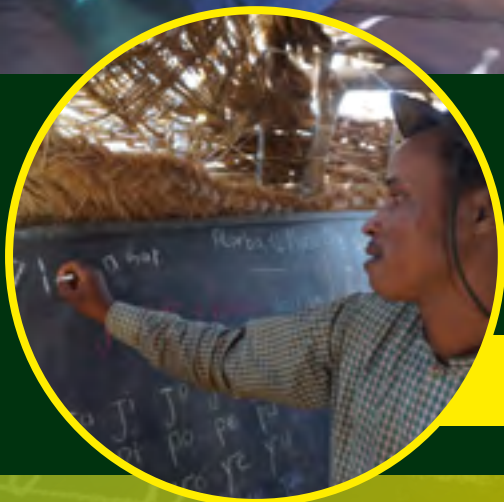


PREPP



REGIONAL PROGRAMME FOR THE EDUCATION AND TRAINING
OF THE PASTORAL POPULATIONS in Cross-border zones (PREPP)

Orientation committee 3rd session



« Sustain the achievements of PREPP for
better future perspectives for the young
people in pastoralists' environment »

Concept note

COTONOU

July 23-25, 2018

under the aegis
of ECOWAS



The background features a series of concentric circles in shades of green and yellow, centered on the page. A thin white vertical line runs through the center of the circles. A horizontal white line intersects the vertical line, passing through the text area.

Overall objective of PREPP

“ to achieve better social, political and economic integration of transhumant pastoral populations and the reduction of intercommunal conflicts through basic education and vocational training. ”



The programme

The overall objective of the Regional Programme for the Education and training of the Pastoral Populations in cross-border zones (PREPP) is to « reach a better social, political and economic integration of the pastoral transhumant populations of the border zones through basic education and vocational training ». Its ambition is, on the one hand, to save the pastoral communities from endemic illiteracy and to contribute to a better access to employment for the youth through the development of their technical and vocational skills (basic and vocational training components /DCTP). It is, on the other hand, to contribute to a peaceful transhumance at the level of the cross-border zones with the implication of the territorial entities across the borders in the framework of the cross-border dialogue and concertation committees (component «cross-border committees»).

This program was initiated in 2014 by APESS, which coordinates it and the country operators of the program with the support of the SDC (Swiss Cooperation Development Department). Five Sahel countries (Burkina, Mali, Niger, Mauritania and Chad) and two coastal countries (Benin and Togo) are involved in this program, which mainly targets adults aged 15 and over.

It is carried out in collaboration with seven country operators who are specialists in the delivery of educational and training offers who work in synergy in each cross-border area and receive

support / technical support. The second phase of the program has started since July 2017.

The Orientation Committee

Established in 2015, the orientation committee is a body whose mission is to anticipate developments, reflect on the strategic orientations of the PREPP program and support their implementation with political, technical and financial commitments to enable PREPP to offer, to the youth from the pastoral transhumant environments, relevant educational responses through the setting up of effective and sustainable education and training schemes.

This orientation committee includes: (i) high-rank national and regional decision-makers in charge of education and livestock policies (Ministers of the concerned countries, ECOWAS, ECCAS, UEMOA, CEMAC) and their experts, (ii) technical and financial partners, (iii) representatives of the pastoral community and (iv) actors in the program implementation. It sits every 18 months.

The first session, held in June 2015 in Niamey, allowed the members to agree on the necessity to adapt the educational offer to the realities of the pastoral system and to commit to supporting the program. The second session was held in October 2016 in Abuja under the aegis of the ECOWAS. On this occasion, the ECOWAS undertook to include the PREPP among its regional programs marking



the beginning of the institutional anchoring of the PREPP at its level. This commitment was materialized by the signing of a MoU (Memorandum of Understanding) between the SDC and the ECOWAS, on the one hand, and the introduction of an MoU (ECOWAS-APESS) for signature by the commission chairman' on the other hand. The third session, to be held in Cotonou from July 23 through

July 25, 2018, is intended to clarify the strategy of the PREPP in the light of its initial results and the challenges created by the changing context. In addition, this third session will make it possible to assess the above mentioned commitments and to define the practical modalities for their implementation.

2 Context evolution and subsequent challenges

In Sahelian countries, transhumance represents a secular practice and life style of Fulani, Tuareg, Moors, Arab and other pastoral communities. It represents a mode of development of resources particularly adapted to Sahelian environment where the rainfall makes it impossible to practice agriculture. Besides this advantage, it combines the supplying of sub humid and humid areas with animals and livestock products at lower cost, job niches in the sectors concerned and revenues under the form of taxes to different services.

Although these different functions are more acknowledged today, pastoralism meets strong constraints as to the mobility of herds and families: drastic reduction of grazing areas highly threatened by the advancement of the agricultural front, inadequate transhumance corridors sometimes obstructed by croplands, ignorance of the regulations adopted by the States, unlawful levying of taxes, etc. All these facts have led to the multiplication of conflicts, which are sometimes deadly, between farmers and herders, and a



marginalization of pastoralists exacerbated by the fact that they don't have an easy access to education and training due to the lack of an educational system adapted to their realities. This context particularly affects young people who are deprived of educational opportunities to acquire the knowledge and skills necessary for their social, economic and political integration.

In order to fill this gap the PREPP was conceived and implemented, and its strategy emphasizes the education and training of these youngsters in pastoral areas who do not have access to schooling.

Today, two trends mark the context of pastoralism and justify the necessity to develop the education-training system that the PREPP sets up and to perpetuate its achievements. These developments can be traced back at two levels: The youth crisis in pastoral environment which, since the beginning of the years 2000 is manifested among young people, particularly among those marginalized by the conventional education system, through challenging of some social norms and deviationist behaviors resulting from a loss of reference value and future prospects (drug addiction, theft of livestock...). These phenomena have gained



momentum and favored the adherence of some of them to fundamentalism.

A FIRST Major CHALLENGE is to GIVE HOPE again to all this youth that represents a vital force on which the recovery and development of local economies rests. It is also a basic condition for the social and civic integration of these young people. This must be a priority for all nowadays, especially for the States of the region and the development partners. This is a central challenge for APESS as a breeders' organization and for PREPP as a program that combines the efforts of various stakeholders and that is financially supported by Swiss cooperation.

Recently, important initiatives have been initiated and all of them tend to take more into account the issue of pastoral breeding from various perspectives. The States and sub regional institutions have developed new regulations for transhumance. With the support of the technical and financial partners, they have initiated the creation of basic infrastructures and

equipment and capacity building of the actors to profit from them.

This trend is consolidated by several major programs supported by the international development cooperation and oriented towards livestock development (PRAPS, PREDIP PRIDEC ...).

A SECOND CHALLENGE is to create or reinforce the CONVERGENCES and SYNERGIES between these policies and programs to allow them to better support the dynamism of the pastoral breeding with young people as major actors. That corresponds to the strategy of the PREPP.

3

Lines of thought proposed to the steering committee to meet the challenge of sustainability

According to the analysis of the APESS, which coordinates and implements this program at the regional level, this sustainability currently rests on three main factors:

1) Relevance of the PREPP offer : to achieve sustainable effects, this offer of basic education, vocational training and the opening of cross-border dialogue spaces must meet the expectations and needs of young pastoralists excluded from the conventional school. It must, however, adapt to the ongoing developments and find a strong anchoring at local level.

Then, as part of this current steering committee we will aim at linking the educational and training



offer of PREPP to the one of the evolutions that are noticeable within and around the youth in pastoral environment. The Orientation Committee already invited to that during its first session in Niamey where it insisted on the necessity to adapt the educational offer to the realities of the pastoral system (point 7 of the decision-makers commitment charter adopted on June 23, 2015), and during its second session in Abuja in 2016 when it recommended to broaden the package of the available trainings (recommendation at the attention of APESS and its partners).

2) 2) Reinforcement of the institutional anchoring of the program and the synergies of technical and financial support : in order to sustain the mechanisms of this program and enable them to produce long lasting effects, it is necessary to give it solid foundations and ensure its resources

The ORIENTATION COMMITTEE started reflexion on this issue in 2015 in Niamey and it suggested the allotting of public resources to support the education and training of the pastoral communities and provide financial support to the programme (point 9 of the decision- makers' commitment charter adopted on June 23rd, 2015), and in October 2016 in Abuja where it was recommended among others things, to investigate about ways of mobilising national and local resources for the education and training of the pastoral populations, to sign and really implement funding conventions with States, and to strengthen the adherence of the regional economic communities and the technical and financial partners around the challenges and stakes of the PREPP.



We will base ourselves on the guidelines already given during the previous meetings of the steering committee and in line with the meeting of the ECOWAS ministers of education in Lomé in September 2017. One of the resolutions of that meeting concerns reinforcing the integration of the issue of education and training of the pastoralists in the policies at local and national levels in collaboration with APESS to precise the modalities of the implementation of the commitments agreed on or that will be agreed on in order to consolidate the program mechanisms.

3) Functionality of the PREPP schemes : To last long, basic education, vocational training, or cross-border committees as well as those related to the management of the program must not be motionless.

We will focus on one of them - that of the cross-border committees - which aims to support in a sustainable way the «education / training» dimension and «local development / peaceful transhumance» of the program.



Overall objective: Mobilise the state and non-state actors around the objectives of PREPP to assure the sustainability of the program achievements.

In a more specific way, it is about :

(1) (1) sharing the analysis of the implementation of the education / training strategy in the light of its first results and the challenges created by the context evolution

Expected results :

- ➡ proposals are formulated for improving the «basic education» projected in the strategy where the evolution of the characteristics and the needs of young people
- ➡ the agreement of technical and financial partners to support the implementation of a vocational integration program after DCTP is acquired.

(2) specifying the process of consolidating the cross-border committees and concretizing their local roots through the municipal ownership of the program

Expected results :

une description de la vision, des missions et des compétences des CT susceptible de faire consensus est proposée.

- ➡ a description of the vision, missions and competences of the TC that are likely to reach consensus is proposed.
- ➡ Recommendations concerning the animation and management of the TCs and the strategy to imply women and young people in these committees are formulated.
- ➡ An analysis of the issue of the legal personality of the TC was made and determine the main steps of the process of establishing the ownership of the program are determined
- ➡ recommendations for implementing a fundraising strategy to fund the operation of the TCs and the implementation of territorial programs are formulated ;

(3) strengthen the institutional anchoring of PREPP at the level of sub regional institutions (ECOWAS, ECCAS), the States and the cross-border zones

Expected results :

- ➡ a roadmap for the effective implementation of the resolution taken by the Council of Ministers during the ECOWAS meeting in Lomé is drawn up. Definition of follow-up mechanisms for the implementation of the roadmap.

(4) Determining the practical modalities for the support to the sub regional institutions and the States in order to consolidate and sustain the achievement of PREPP

Expected results :

- ➡ A flexible and fast mechanism of disbursement of funds under conventions signed in the different countries is proposed.

(5) establishing effective synergies and possible complementarities between PREPP and the other regional programmes (PRAPS, PREDIP, PCTL, PRACT, PRIDEC...)

Expected results :

- ➡ the contours of the Memorandum of Understanding (MoU) or of the partnership convention with the regional programmes are defined.

(6) collecting expressions of interest and concrete commitments from the technical and financial partners different from SDC to encourage the continuation of PREPP implementation

Expected results :

Expressions of interest or commitments are received :

- ➡ on the perpetuation of the programme (support to the professional insertion)
- ➡ on the programme implementation (co-funding)
- ➡ on extending the programme to new cross-border zones (namely Burkina Faso/ Cote d'Ivoire, Benin/Niger/Nigeria, Mali/ Mauritania/Senegal)

5 Methodology/Approach

[1] The political support to the session :

This third session of the Orientation Committee of PREPP will be placed under the aegis of ECOWAS through its commission for Education, Science and Culture. It will be presided over by the Minister of Secondary, technical and vocational training of Benin.

[2] The themes of the session :

THE ISSUE OF YOUNG PEOPLE IN PASTORAL ENVIRONMENTS

- 1) THE ADAPTATION OF THE EDUCATION/ TRAINING OFFER OF PREPP TO THE EVOLUTION OF THE CONTEXT
- 2) THE NEED OF A CONSENSUAL APPROACH TO SAFEGUARD THE RUNNING AND SUSTAINABILITY OF THE CROSS-BORDER COMMITTEES
- 3) THE CONDITIONS FOR SUSTAINING PREPP AND ITS EFFECTS

[3] The scenario of the session :

The session of the orientation committee will have three main key periods:

- **A meeting between experts (July 23 and 24, 2018)** of the different countries and partners that will deepen the reflexion over the proposed issues and prepare recommendations in relation to the objectives of the session :

This first phase will have 4 sequences:

1. presentation by APESS and ECOWAS of the 3rd meeting of the orientation committee, introductory presentation of the 4 sub themes (youth, offer of PREPP, cross-border committees sustainability) – debate for clarification.
2. group work: three commissions will deepen, thanks to the light shed by the introductory presentations, the issues related to adapting the education/training offer of PREPP to the evolution of the context (group 1) , the necessity of a consensual approach to secure the running and sustainability of the cross-border committees (group 2), the conditions



for sustaining PREPP and its effects (group 3). Each group will propose formulations of recommendations for the committee.

3. Presentation and discussion on the proposals of recommendations formulated by the groups: reaching an agreement on the recommendations, determining those recommendations that will be proposed to the ministers.

Finalising the proposals of recommendations and the preparation of the council of ministers

This phase will be presided over by Amadou Hamadoum Dicko, President of APESS, and moderated by Dominique.

- ✓ **A meeting of the ministers (in the morning of July 25, 2018)** that will examine and adopt the recommendations proposed by the experts; this second phase will be moderated by ECOWAS Commissioner.
- ✓ **A roundtable of the Technical and Financial Partners: on July 25, 2018 (in the afternoon).** That roundtable will be conducted under the form of a « Face to Face » between the political decision-makers (States and sub regional institutions) and the breeders' leaders who will deliver the message of the actors of PREPP and the technical and financial partners under the lead of SDC. This roundtable will be moderated by the ECOWAS.



6

Participants

- ✓ The sub regional institutions (ECOWAS, UEMOA, CEEAC) ;
- ✓ The ministers of education/training and breeding of the 7 countries of the zone covered by PREPP and their experts;
- ✓ The SDC and the other technical and financial partners ;
The backstoppers IPAR and ICI;
- ✓ The representatives of the sub regional programmes (PRAPS, PREDIP, PCTL, PRACT)
- ✓ The APESS team ;
- ✓ Billital Maroobé network (RBM) ;
- ✓ The operators of PREPP ;
- ✓ The presidents of the 5 cross-border committees ;
- ✓ Breeders' leaders

Theme 1 : The issue of young people in pastoral environment

[1] An issue that must be mastered in order to orientate the PREPP

The sustainability of the effects that PREPP is longing for, namely, a better social, economic and political integration of this sensitive population as the young transhumant people who don't have access to school, constitute a worry and a criterion to orientate the programme. This sustainability depends essentially on the capacity of that program

to meet the educational needs of the pastoral communities and correspond to the needs and characteristics of the young people concerned by it. But it appears that the evolutions in the context that influence the profiles of the young people targeted by the program are fast and for that we run the risk of not being in phase with them if we don't find means in order to anticipate.



[2] What is new

APESS, pays much attention to these evolutions being responsible of coordinating PREPP and because of that, having to provide for the vision that guides its implementation, and being equally an important actor in pastoralist community. It notices a rising interest in issues regarding young people. Today 'everyone speaks about it': the international cooperation agencies, the States, the organisations of civil society, but equally and much more frequently, the pastoral communities and families. Every actor takes this issue

seriously for different reasons: because of that the opinions are not necessarily the same.

APESS also notices on the other hand that the increasing insecurity is often attributed to illiterate young pastoralists and that the feeling of insecurity is amplified by the recent rising of the threat by the extremist organisations that recruit mainly among these young pastoralists. The risks of amalgam are high and reinforce the mechanisms of social exclusion of the population targeted by PREPP. They call for the implementation of the program as the issue is delicate.

A more discrete but promising third evolution is related to the progress in knowledge and the perception of the issue of young Sahel people that permits to overstep the stereotypes and that can be valued by PREPP. APESS, has, on the one hand, noticed the great progress made by some agencies since 2014 in the refining of the mechanisms of social insertion and exclusion of young people¹. But, overcoat, it has initiated and started capitalizing a deep and appropriate reflexion at breeders level about their own responsibility in the current youth crisis that sets on this issue valuable light 'from inside'².

[3] What we understand more

There is a specificity in the youth crisis within the pastoralist community. These young people continue to have a good taste for animals and breeding- which is something positive, but it is handicapped by strong frustrations and a noticeable degradation of the relationships with their parents and their community that have crystallised around the issues of access to the animals and to the benefits of that activity that doesn't permit them to earn enough, and the issue of marriage. These frustrations are particularly sensitive at the level of the young herders targeted by PREPP and whose social and economic status has deteriorated: formerly, they were the respected 'keepers' of the herd. Today, they are 'sacrificed' and their brothers who succeeded in school and in migration are more considered than them.

The conflicts between generations are doubled with intra-generation problems linked to inequalities. These problems are witnessed under other forms at the level of the young girls targeted by PREPP



who have a strong aspiration to schooling but contradicted by early pregnancies or marriages which often push them to commit suicide. So, we have many components within the young people between which and inside which there are tensions that could, in future, accuse each other. This is a situation that PREPP must absolutely integrate to specify its different offers.

The reactions of the young people the most affected because of the obstacles they meet are most often negative: they isolate and marginalise themselves within the community, or they engage in the adventure of exodus, addict to drug, and sometimes commit suicide, as they may also adopt deviationists behaviours (theft, banditry...) and become easy prey for smugglers who permit them to get easy money; they then, become object of a social hatred. Due to the absence of satisfactory models within their own community, these young people seek to conform their behaviours to foreign systems of value and then become preys for dream merchants and more recently to the values advocated by the fundamentalists preachers who give them formidable answers disqualifying the society that excludes them and rehabilitating these young people who feel devalued.

In their own analysis, breeders acknowledge that they have their share of responsibility in this degradation due to the fact of insufficient listening, the abandoning of traditional practices that brought youngsters to be interested in breeding and social integration of the young people and also in the inequitable sharing of the fruits of their activity. They notice that women better know how to maintain dialogue with their children and gain their confidence. This is encouraging for PREPP in the sense that, for impacting its specific target, it must also work at the level of the family and socio-economic environment of the targeted young people.

The breeders notice that the sectoral policies have failed (education, employment, security...) in front of the challenge of the youth crisis because each of these policies deals with only one aspect of the problems while all its aspects are interrelated. The young people have a global request for their recognition and that means listening to them and taking their opinion into account, proposing alternatives to them and taking into account the values they are longing for, the improvement of their livelihood, their valuing through their professional activity, and an equitable pay for their work, access to land or to the management of the herds, the choice of their partners for marriage, equity, autonomy, the sharing of power... The answer of PREPP must, through education, take into account these different dimensions.

[4] The consequences for PREPP

These considerations for the fast growing issue of the young mobile pastoralist people excluded from schools and for the advancements noticed in its mastery have been classified in the sustainability of the effects of PREPP and will be prolonged

by the activities of one of the three commissions of the 3rd orientation committee of PREPP that will analyse the institutional aspects.

They justify the fact that PREPP is keen on seeking to permanently adapt targeting, the contents and the methods of its educational offer. It will be suggested to another commission to examine the advancements in its programme in relation to this issue of adapting the education/training offer of PREPP.

A second consequence to be drawn from this analysis concerns the role and importance of the cross-border committees in the framework of PREPP. These spaces for dialogue that are located on important sections of the routes of long transhumances are suitable indeed for the multidimensional examinations of these issues of local development that condition the socio-economic integration of the young people targeted by the program and peaceful transhumance. A last commission will work on reaching consensus on the missions and competences of these committees.

A cross question is the one of the importance within this programme, of the monitoring/ follow-up that must permit to inform on the adaptation of PREPP to the evolutions, and then, not be concerned only of the programme running, but equally on the evolution of the context. This issue should not be discarded by the orientation committee.



Theme 2 : Adapting the education/training of PREPP to context evolution

•1• setting up the education/training offer of PREPP has been conducted around two ambitions of this program: liberate the pastoral communities from endemic illiteracy (basic education / literacy component), and contribute to a better access to employment through the development of their technical and vocational skills (vocational training component).

•2• An in-depth evaluation in 2016 revealed the lessons drawn from the starting of this program and highlighted the need to adapt it to contexts that are varied and changing (the first issue «to continuously adapt to mobility»), and to well articulate basic education and vocational training (second issue: «effectively implement a quality education / training continuum»). This invites to deepen the knowledge of the different profiles of young people in the pastoral communities and that of the evolution of these communities. This evaluation concerns more particularly the following 5 points :

- a. Better respond to relevant expectations revealed by the implementation of the PREPP. The high motivation observed in women through their participation in the activities of the centers, the unplanned but attentive presence of many children under the age of 15 during the sessions confirm the importance of the an educational demand that is not met in the pastoral environment, in particular in women who play a significant economic and social role, and in those future young people who are the children. However, the forms of PREPP's current offer are not sufficiently adapted to women's lifestyles (schedule problems), and their content is poorly adapted to children.
- b. Better reach a strategic component of the youth: that of herders from 15 to 24 years old. This category is the least well represented in PREPP circles / centers. Some of these young people completely escape the system network because they do not stay in the transit sites where the PREPP centers are located, others do not complete their cycle because they do not spend enough time in these sites, and «stay at the margin». This strongly challenges PREPP's current offer in basic education because «it is these young people who

are truly behind the herds all day», and they are the most economically and socially vulnerable

- c. Controlling the targeting of the professions to which DCTP, the key component of the program, prepares young people: it is imperative to target occupations that ensure good socio-professional integration and that correspond to the aspirations of the communities, when taking into account the profiles of learners according to gender, age and context. Currently, DCTP aims at training in 5 types of professions selected from the referential of professions established by the PREPP (popularizer in health and animal production, endogenous facilitator in the centers of basic education, DCTP endogenous trainer, social mediator, and pastoralist entrepreneur). The PREPP is here called on two levels: the need to set up a monitoring-evaluation system to adapt its offer of training to the different situations, and seeking synergies with decent employment-creating development programs in pastoral environments after the training offered by the program.
- d. Constantly improve the quality of the offer: we remind here about the importance of the qualification of trainers and facilitators in each component and of the supports provided to them in order to be able to guarantee the validity of this offer and to certify the skills acquired by the learners. The PREPP is concerned with the consolidation of its first achievements before considering the extension of the program.
- e. Better popularize the achievements of the program in the field: The PREPP is now known and appreciated by the various authorities in charge of education at the decentralized level and at the central level, but these actors are not familiar with its activities and their effects. PREPP is invited here to involve them more into the evaluation of the learnings, which will allow them to concretely better understand the issues of education in a breeding environment.

•3• Being conscious that one of the factors contributing to the sustainability of the PREPP will be its capacity to adapt to the changing needs and expectations of transhumant youth, the program has focused on the recommendations of this evaluation and on its own reflection to

introduce into the design of its second phase (PRODOC 2017/2021) a number of innovations to improve its educational offer :

➡ Improvement of the offer of «basic education/ literacy» through redefining its pedagogical system. Three innovations will be mentioned :

- (1) the integration of a «distance learning» component based on the use of information and communication technologies (ICTs) to reach the groups that do not reside or aren't present in the centers, especially herders aged 15 to 24.
- (2) The introduction of new themes, so-called «emerging themes» in the curricula (conflict management, desired maternity, forced marriage,)
- (3) The implementation of innovative educational approaches for the benefit of children under 15 years old (experimentation of the SSA/P approach in two cross-border areas, but also synergy with the programs of BUCO countries targeted at this age group).

➡ Improving the offer of the «professional training» component on defining two professional channels :

- (4) «Training through renovated apprenticeship» (FAR) improves the current DCTP offer by defining a common foundation that relates with basic education, and by systematizing the alternating theoretical training / stays in professional structures (dual training).
- (5) Qualifying Accelerated Training (QAT) allows learners who cannot follow the whole cycle course (namely adults and women) to gain direct access to modules that allow quick



acquisition of targeted professional skills.

These improvements aiming at improving the PREPP of realities of the context and its evolution are introduced as trials/experiments, and the expected results are hypotheses to be verified so far. As a result, two other improvements are added to the previous ones:

- (6) Reinforcement of the follow-up/evaluation of the new systems introduced for experimentation (the use of ICT, children focused teaching, professional training by



renovated learning , qualifying accelerated training, socio economic insertion of outgoing trainees.

Strong involvement of pastoralist organizations concerned by transhumance (namely through the COGES and pastoralists leaders) in the follow-up of context evolution, in the orientation of the program and the monitoring of its implementation in order to take advantage of their knowledge of the realities.

As a result, PREPP develops with the view of adapting itself to a changing context. The third meeting of its orientation committee allows it to assess these changes and ask for contributions with the view of making PREPP offer more and more efficacious.



Theme 3 : research for a consensual approach to ensure the functionality and sustainability of cross-border committees

Cross-border cooperation is a cooperation which aims at reinforcing and developing neighborhood relationships between local municipalities and communities from two or several States. One of the basic principles of cross-border cooperation is to create links and contract relationships in the border regions so that common solutions to common problems could be found. Within the framework of PREPP, cross-border committees have been set to facilitate this cross-border cooperation. A framework convention has been signed by the local entities⁴ which are members of the cross-border committees.

There are currently five (5) cross-border committees which were set up in cross-border regions of Benin/Burkina/Niger, Benin/Niger, Niger/Chad, Mali/Burkina, and Mali/Mauritania. Since their setting up these cross-border committees have made notable advancements in two very important domains for PREPP, indeed:

- **Conflicts between communities linked to cross-border transhumance are progressively solved by the cross-border committees:** In the year 2016, cross-border committees contributed to the solving of conflicts. Out of the 12 last months, there were a total of 16 conflicts on the 5 cross-border zones with 14 caused by access to resources, that is 91.12% and 2 resulting from breach of the laws enforced in the countries that is 8.8%. Among the identified problems 31.3% were solved by the cross-border committees. The other 68.8 % were transferred to the judiciary or to some other conflict management organizations.
- **The municipalities more and more integrate the education/training of pastoral populations into their plans of development:** in the year 2017, surveys on reference situations showed that out of the 42 municipalities surveyed on the 5 cross-border zones, 20 made provisions to open literacy centers in their municipal development plans; that is a proportion of 47.6%. Out of these 20



municipalities which made recruitment for the opening of centers, only 6 of them could allocate budget that is, a rate of 30%. Referring to the total number of surveyed communes, we get 14.28% of communes which could make budget allocations.

Yet, since they were set up in 2014, cross-border committees are experiencing difficulties linked to their functioning, strategic orientation (vision and mission), and as a result the necessary competences required to translate into actions their goal-missions. This situation calls for, in general, for empowering perpetuating these cross-border committees.

The dysfunctions of the institutions, namely the regular holding of meetings, the animation and follow-up of actions, is the obvious manifestation of the difficulties experienced by the cross-border committees. Indeed, actors note meetings held with no follow-up, no precise agenda, which do not lead to recommendations which are followed up. As a result, animation to insure a coherence in the discussions, a participation of all the actors is required. Consequently, participants have who were unstable from one meeting to another, could not be briefed because of the lack of an internal system of communication and an institutional memory.

More precisely, these dysfunctions come from a central problem which is the lack of a shared vision on the goals of cross-border committees. They seem to ignore what they are for, nor do they know what to do, as a result cannot self-monitor themselves. Thus, a passiveness of the actors is



noticeable which does not allow members to take control of the committee. This weak commitment is actually linked to the fear of distant monitoring by APESS from Ouagadougou. The session of the Mali/Mauritania cross-border committee in February 2018 has once again showed it (preparation of the reference terms, preparation and animation of the session by APESS without the implication of the principal actors). This situation results in a misunderstanding; each actor (operators, APESS, cross-border committee members) expect the others to take initiative.

Eventually, in this confusion, cross-border committees face difficulties to master the competences required from them to fully play their role of owners in order to perpetuate the project. According to our analysis, this role can be reduced to three (03) points: i) competences in terms of animation and piloting of the cross-border committee, II) competence in terms of management and promotion of educational offer, iii) competence in term of local development project management. These three (03) competences are based on the triptych "Education-Training-Development) formulated for the new orientation. The type of composition will result from the definition of these competences in order to take into account all the actors who are able to take in charge the so called competences.

Under the light of this analysis, the main challenges to overcome are: i) the definition of the vision and missions shared by the different cross-border committees actors on the basis of a consensus. ii) the type of legal

personality to grant the cross-border committees; iii) the determination of the competences for each of the three functions and the reconstitution of the cross-border committees, IV) the definition of a system of piloting of cross-border committees with the view of establishing animation and internal functioning modes.

With regard to constraints and challenges above mentioned, the main question is: **which consensual approach in order to secure the functionality and sustainability of the cross-border committees?**

From this question, the following hypotheses can be formulated:

- 1. A clear definition of the vision and missions shared by the different actors is an asset for the good functioning of the cross-border committees and allow to have a clear perception of the legal personality of cross-border committees.**
- 2. A clear definition of the competences by the actors allows to identify the major and relevant actors to set up the cross-border committees.**
- 3. A piloting system adapted to the mode of piloting and functioning of local authorities and the entities of the other member actors will guarantee the effectiveness and the efficiency of the cross-border committees.**

Theme 4 : conditions for perpetuating PREPP assets.

The perpetuation of PREPP assets is a major challenge that will be a central point in the reflection on the orientations of the second phase and the expected commitments from the different actors in the course of the third session of the program orientation committee. Since the conceptualization of PREPP, the perpetuation mechanisms of the assets have explicitly been taken into consideration from two major components which are: cross-border cooperation and the responsibility of ECOWAS and the States involved. APESS and the other actors of PREPP have developed different initiatives in this line but important questions arise on the perpetuation of the assets. These questions refer to a set of problems and challenges which need stating in order to tackle the conditions for the project sustainability and its effects.

1. Major issues and challenges

The strategy for education and training offer

The education and training offer, despite all its pertinence with regard to the specific needs of the target population must permanently adapt to the changing environment of transhumance. The ability to adapt to these changes is a guarantee of sustainability of the offers, this dimension will be a point of focus of the reflection of commission 1 of the preparatory session of the orientation committee.

The institutional anchorage: it unfolds at different scales which include:

The local anchorage of the program: many efforts have been developed since the beginning of the program to create the conditions of its anchorage at the level of local communities, which eventually should spread the program to the cross-border zones. These efforts have made it possible to conduct many surveys which have fueled reflection and determined ways.

Constraints at the level of territorial entities basically are i) a weak understanding of their role in the implementation of PREPP, ii) an insufficient preparations of actors with regard to the issues of pastoralists communities, iii) an insufficient understanding of the benefit of transhumance in the local economy, IV) lastly, an insufficiency of local resources and budget lines allocated to education by the States. This aspect of the question will be analyzed by commission 2.

The anchoring of the program at national level is hampered by i) the lack of a shared understanding of the issue of education of pastoral communities by the public governments, ii) the insufficient resources allocated to the education sector in most countries, iii) slowness and heaviness in disbursements resulting from the signing of financial contribution agreements by states through the ministries hosting the program.

Concerning the materialization of the regional anchorage of PREPP, ECOWAS, through its Commission for Education, Sciences and Culture, has shown a determination to insure the political portage of PREPP since the holding of the orientation committee second session in Abuja in 2016. The operationalization of this commitment is eagerly awaited by PREPP actors. The adoption of a solution by PREPP ministers in charge of education in Lomé in September 2017 has marked another major advance. This resolution is formulated as follows: "Reinforcing the education and training issue of pastoralists in sector based policies at both national and regional level in collaboration with APESS". Such a resolution should speed up the process of regional and national anchorage of the program and ensure its perpetuation. Its implementation is still to come.

The building of synergies /complementarities with the other regional programs (PRAPS, PREDIP, PCTL, PRACT, PRIDEC, etc) is

another condition which may have a noticeable lever effect on the perpetuation of the program achievements. Though, the valorization of these dialogue frameworks stumble against recurring misunderstandings between actors involved in the implementation of regional programs, namely on the relevance and the roles assigned to cross-border committees. Considering these difficulties, the orientation committee had, as early as its second session, worked out a certain numbers of steps by identifying some sustainability strategies.

2. Strategies identified in the course of the last orientation committee

The organization of the second session of the orientation committee under the aegis of ECOWAS was already an approach included within the dynamics of research of strategies for PREPP perpetuation through its political portage by a sub-regional institution like ECOWAS.

ECOWAS has made clear its commitment to fully play this role asked for by PREPP actors. Perpetuation strategies identified by participants were the followings:

- ✓ The anchorage of the program at the level of local bodies through the setting up of cross-border committees.
- ✓ The anchorage of the program at the level of the countries through the establishment of conventions with ministerial authorities,
- ✓ The regional portage of PREPP by regional institutions, such as ECOWAS, which will allow to speed up the anchorage of the program at the level of member States within the framework of the implementation of these policies at the level of the country.
- ✓ A synergy with the other regional programs being formulated and / or implemented: PRAPS, PREDIP, PCTL, PRACT, etc.

The mobilization of partners (other than SDC) to accompany the implementation of PREPP.

3. Encouraging advancements


Since the holding of the second session of the orientation committee of PREPP in Abuja, noticeable advancements have been made in relation with the perpetuation of the program.

➡ At the local level some communes, which are members of the cross-border committees of PREPP have become more receptive for the taking into account of the themes of education/training of pastoralist communities in local development plans. To date, out of the 42 communes surveyed within the framework of the study on the reference situation in the 5 cross-border zones, 20 have scheduled to open literacy centers in their communal development plans; that is a proportion of 47.6%. Out of these 20 communes, six were able to make budget allocations; that is a rate of 30%. Referring to the total number of surveyed communes, we have 14.28% of communes which could make budget allocations (survey report on the reference situation 2017).

➡ At the level of countries, after the signature of the convention between NGO Delta Survie of Mali in 2016, a convention was signed between the NGO Potal Men of Benin, and the State through the ministry in charge of education in 2017.

Signatures of similar conventions in Burkina Faso and Togo, respectively with Andal & Pinal and SDC are imminent.

➡ - At regional level, the partnership between APRESS and ECOWAS (Commission for Education, Science and Culture) has known significant advances, materialized by the implication of APRESS into the preparation of the meetings of the ministers in charge of education within ECOWAS, marked by the adoption of important resolutions among which, a resolution to “reinforce the



integration of the issue of education and training of pastoralists in sector based policies at national and regional level in collaboration with APESS". This reinforced partnership has allowed the signature of MoU between ECOWAS and DDC and a project of MoU between APESS and ECOWAS.

- ➡ Within the framework of the synergies/ complementarities, there is a start in the implementation, namely within the framework of PREPP where the program has taken the resolution to valorize some cross-border committees of PREPP within the framework of cross-border dialogue spaces. It is the case of the Niger/Chad cross-border committee
- ➡ Some other initiatives are in course, namely, with GIZ through the Regional cross-border project of cooperation (PRACT/ RCPC) in partnership with ECOWAS. Precisely in the BTT zone, the cross-border committee has been designated to ensure the ownership of the program implementation and the actors of PREPP are implied in the development of cross-border projects.
- ➡ On the other hand, APESS has played an important role in the conceptualization

of PREDIP by using the CROSS-BORDER COMMITTEES of PREPP, namely, at the level of two lots: Lot 1: reinforcing dialogue and governance of cross-borders transhumance to reduce conflicts and improve child and women nutrition. Lot 2. setting up of cross-border pastoral and commercial infrastructures.

- ➡ Still in the same dynamic, consultations are initiated by APESS with the PCTL (Program of Local Transboundary Cooperation) of UEMOA within the framework of the search for synergies / complementarities. But, to date, no significant evolution has been recorded.

The institutionalization of PREPP, which is the only guarantor for the perpetuation of the project, is confronted with serious challenges at all levels (national and supranational). It concerns the weakness of the consideration for the issues of education of pastoralist communities by public authorities, consequently of the public resources allocated, but also the lack of articulation between the different initiatives all over this space and targeting the same community and that do not mutualize neither their resources nor their intervention perspectives. This situation gives rise to questions.

The background features a series of concentric circles in shades of green and yellow, centered on the page. A thin white vertical line runs through the center of the circles. A horizontal white line intersects the vertical line, passing through the text area.

Overall objective of PREPP

“ to achieve better social, political and economic integration of transhumant pastoral populations and the reduction of intercommunal conflicts through basic education and vocational training. ”



Backstopper



Operators education / training



Partners



SECRETARIAT GENERAL APESS

Tél. : +226 25 34 66 36

Email : sg@apess.org

Site web : www.apess.org

● CRIPA / APESS / DORI

Tél. : +226 24 46 40 15

Email: apessdori@apess.org

● CRIPA / APESS / GAROUA

Tél. : +237 96 11 25 60

Email : apessgaroua@apess.org

● CRIPA / APESS / THIÈS

Tél. : +221 77 951 01 95

Email: apessthies@apess.org