

SUMMARY PAPERS

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These papers summarise the presentations and debates at the study days organised by the French Cooperation "Land Tenure & Development" Technical Committee.

Securing pastoral and agro-pastoral systems in West Africa

Civil society participation in the "Nouakchott+10" high-level forum

This paper summarises the discussions at a one-day seminar on the challenges of securing pastoral and agro-pastoral systems, held by the "Land Tenure and Development" Technical Committee (CTFD) at AFD on 20th November 2024.

The aim of the event was to share key aspects of the consultation process that enabled pastoral and agro-pastoral civil society organisations to contribute to the high-level "Nouakchott+10" forum that took place in the Islamic Republic of Mauritania on 6th-8th November 2024.

The seminar was chaired by Amel Benkahla (GRET, CTFD secretariat), and structured as follows: (i) presentations by Safiatou Baldé Loum (Cerfla/Crafs) and Alpha Ba (Secretary of State for Cooperatives and Rural Affairs), with discussions about the dynamics and challenges of securing pastoral systems in Senegal; (ii) presentations by Dramane Orou Guetido (Anoper Benin) and Adamou Mama Sambo (High Commissioner for Sedentarisation) and discussions about the future of livestock systems in Benin; (iii) a round table attended by Djibo Bagna (ROPPA), Seyni Amadou (APESS), Blamah Jalloh (RBM), Bernard Bonnet (Iram), Sandra Rullière (AFD), Adamou Mama Sambo (High Commissioner for Sedentarisation in Benin) and Alpha Ba (Secretary of State for Cooperatives and Rural Affairs in Senegal) to discuss proposals from regional pastoral civil society organisations and the challenges encountered at regional level.

> PASTORALISM AS A FACTOR OF REGIONAL STABILITY

Livestock rearing and pastoralism play a vital role in rural economies and the dynamics of regional integration in the Sahel and West Africa. The livestock sub-sector is a major driver of regional and national wealth creation, contributing an estimated 5% of Gross Domestic Product in countries across the sub-region, and making a significant contribution to the food and nutritional security of millions of people involved in production, processing, marketing and service activities related to this sub-sector.

Livestock rearing as a lever for rural development

Despite their significant economic importance at various levels, livestock rearing and pastoralism have been the poor relations of public action since independence due to unfavourable public policy paradigms and low public investment in the sub-sector. Yet these activities are a major lever for economic and social development, with considerable potential and assets. With annual growth estimated at 4%, demand for animal products in West Africa is set to increase by over 250% between now and 2025. Many observers believe that strong demographic growth and rapid urbanisation will, in the medium to long term, favour the emergence and consolidation of a regional agricultural market, and the development of primary processing activities.

In the 2010s, these contradictions led governments in the Sahel and West Africa to start reviewing their public policies in order to better support the resilience of pastoral livestock systems. This shift coincided with renewed interest in the sector from integration institutions and technical and financial

>>> The "Land Tenure and Development" Technical Committee is an informal think tank composed of experts, researchers and senior members of the French Cooperation. It was set up in 1996 to provide strategic support to the French Cooperation and guide land tenure initiatives.

partners, and led to international meetings that marked a change in the strategy for supporting pastoralism in the sub-region.

A decade of action to support pastoralism

The regional symposium in N'Djamena (Chad) in May 2013 marked a moment of joint reflection on how pastoral livestock systems contribute to security and development in the Saharan-Saharan region. This meeting gave new impetus to the rehabilitation of pastoralism, as participants pledged to implement policies that would improve rural land governance and strengthen the resilience of activity systems in Saharan-Saharan areas. This commitment was renewed at the high-level forum on pastoralism held in Nouakchott (Mauritania) in October 2013, which determined how the policy guidelines adopted in N'Djamena would be put into practice. The Declaration adopted at this forum set the objective of increasing the gross income from livestock activities by at least 30% in six Sahelian countries over the next five years, with a view to significantly increasing pastoral incomes within 5 to 10 years.

The World Bank responded to the call put out by the forum by allocating funds for the preparation and implementation of the Regional Sahel Pastoralism Support Project (PRAPS). Other large-scale regional initiatives implemented since then include the Regional Dialogue and Investment Project for Pastoralism and Transhumance in the Sahel and Coastal Countries of West Africa (PREDIP), the Integrated and Sustainable Livestock Farming and Pastoralism in West Africa Project (PEPISAO), and the Support Programme for Livestock Marketing in West Africa (PACBAO). According to data provided by ECOWAS, *"over 20 regional projects [were] launched between 2013 and 2024 in West Africa and the Sahel, at an estimated cost of over US\$1.3 billion"*.¹

These initiatives have had positive impacts on animal health and sustainable natural resource management, the development of livestock value chains, strengthening pastoral infrastructures, social inclusion of vulnerable pastoralists, particularly women and young people, and consolidating national livestock institutions.

Significant progress has also been made in other areas, by:

- developing cross-border cooperation between coastal and Sahelian countries;
- launching a high-level multi-stakeholder regional dialogue to promote peaceful transhumance;

- introducing instruments to monitor cross-border dynamics (Regional Observatory of Mobile Livestock Systems);
- and formulating a regional strategy to develop livestock rearing and secure pastoral systems.

However, implementation of the pastoral development commitments set out in the Nouakchott Declaration has been hampered by the deteriorating security situation, increasing pressure on land, and climate change-related disturbances. It was therefore decided to review the implementation of pastoralism support initiatives, assess the progress made since 2013, and use the lessons learned to define new strategic guidelines for livestock rearing and pastoralism. To this end, CILSS organised a high-level forum on pastoralism entitled "Nouakchott + 10", under the political leadership of the Government of the Islamic Republic of Mauritania.

> ISSUES AND PROCEDURES FOR INVOLVING PASTORAL CIVIL SOCIETY IN THE "NOUAKCHOTT + 10" PROCESS

Like the previous high-level forum on pastoralism held in October 2013, the meeting on 6th-8th November 2024 was intended to enable States to renew their commitment to ensuring that public policies and cooperation agreements with technical and financial partners take due account of pastoralism.

CSOs' exemplary internal consultation process

Actors from pastoral and agro-pastoral civil society decided to organise consultations at various levels in the run-up to "Nouakchott + 10" to ensure that they were not sidelined from the process. This move was prompted by the realisation that no system had been put in place to enable them to monitor implementation of the political guidelines set out in the 2013 'Nouakchott Declaration'. Holding consultations ahead of the meeting allowed them to analyse initiatives to support pastoralism, identify persistent and/or emerging challenges, and formulate their proposals accordingly.

They conducted two simultaneous participatory exercises.

- inclusive, multiparty national consultations were held in six Sahelian and West African countries (Burkina Faso, Ghana, Mali, Niger, Nigeria and Togo) to enable member organisations of the ROPPA, APESS, COFENABVI, CORET and NANTS consortium to play an active role in preparations for the "Nouakchott + 10" meeting;

1. ECOWAS, 2024: Mapping pastoral projects and programmes implemented since 2013.

- RBM initiated a participatory consultation process for actors intervening at the cross-border level (the Kayes-Guidimakha-Tambacounda, Maradi-Katsina, and Zinder-Jigawa corridors), multi-country level (Togo-Benin-Niger, Mauritania-Senegal, Burkina Faso-Mali, and Nigeria-Niger), and the national level (mobilising multi-stakeholder frameworks on land tenure in Benin and Senegal),² to enable participants to respond to the results of the 2013 'Nouakchott Declaration, and discuss the issues and challenges for the future.

Common civil society positions defined in Abidjan

The results of these exercises and the work done by regional professional organisations (RPOs) in the runup to "Nouakchott + 10" were shared at a regional consultation in Abidjan (Côte d'Ivoire) on 7th-9th October 2024.

About 100 leaders of pastoral, agro-pastoral, agricultural and inter-professional organisations from 12 West and Central African countries³ attended this meeting, where they discussed the progress made, difficulties encountered, ongoing challenges, and drew up a position paper to inform the debate at the high-level forum on pastoralism.

> MIXED RESULTS OF THE 2013 NOUAKCHOTT DECLARATION

Constantly deteriorating security environment

The PROs found that the past decade has seen mixed progress in achieving the Nouakchott Declaration objectives. On the one hand, political decision-makers' and development partners' renewed interest in pastoralism has helped mobilise substantial funding to support the implementation of livestock and pastoral development strategies at the local, cross-border and regional levels. These initiatives have contributed to positive outcomes in animal health, sustainable natural resource management, strengthening livestock production and

2. The cross-border consultations took place when the results of the transhumant livestock count were presented. The main focus of the multi-country meetings was: (i) presentation of the results of the study on insecurity in pastoral areas; and (ii) validation of the proposed strategic guidelines (RBM Strategic Plan 2024-2029). The multi-stakeholder frameworks involved in organising the consultations in Senegal and Benin were CRAFS (Cadre de réflexion et d'action sur le foncier au Sénégal) and CCAF (Cadre de Concertation des Acteurs de la Société Civile pour la Gouvernance Foncière).

3. Benin, Burkina Faso, Chad, Côte d'Ivoire, Ghana, Guinea, Mali, Mauritania, Niger, Nigeria, Senegal and Togo.

Workshop for consultation and validation of the position paper of civil society actors at the Nouakchott+10 Forum, October 7-9, 2024, Abidjan, Côte d'Ivoire © RBM



marketing infrastructures, consolidating national livestock institutions and improving cross-border cooperation. On the other hand, the continued deterioration of the security situation since 2012 has affected the capacity of governments and their partners to intervene in many pastoral and agro-pastoral areas and thereby achieve the objectives of the Declaration.

Increasing obstacles to transhumance

The security situation has changed perceptions of transhumance. Several coastal countries have developed a negative perception of pastoralism and transhumance, questioned the principle of free cross-border movement of herders and their animals, and adopted public policies and legislation that aim to restrict foreign transhumants' access to their territories. The authorities in Sahelian countries used to be more protective and supportive of pastoralism than their counterparts in coastal countries, but have gradually come to consider it mainly in terms of security, and increasingly perceive pastoralists and livestock mobility as a threat that is inextricably linked to terrorism.

The sub-regional integration organisations that were supposed to play a key role in implementing the Nouakchott Declaration have been unable to defend the principle of free movement as States increasingly use national sovereignty to address security issues and tackle the health challenges posed by the COVID-19 crisis.

Governments and their partners have also been unable to address the access issues caused by the volatile security situation, and have largely abandoned landlocked pastoral areas, which are now only accessible to pastoral organisations.

Worsening crisis in pastoralism

The crisis in pastoral development has been exacerbated by the security crisis, as pastoralists are now largely left to their own devices due to the limited capacity of governments and their partners to take action. Restricted internal and cross-border mobility and chronic, shifting insecurity are having direct impacts on the pastoral economy; they also lead to the concentration of animals in certain areas, which upsets the environmental balance and causes conflict between herders and other rural land users.

The future of livestock production is under threat

This pastoral development crisis is compounded by a societal crisis. Pastoralists have historically suffered worse discrimination than other groups, but their physical safety is also threatened now as they are subject to mass arrests and summary (sometimes collective) executions. Economically weakened, and sidelined by emergency aid and social protection schemes, they are facing a humanitarian crisis that is testing the limits of pastoral resilience. They are no longer adapting to cumulative hazards and crises, but struggling to maintain their meagre livelihoods from day to day. This situation has led to large-scale forced internal displacements or flight to neighbouring countries. Coastal States have responded to the influx of pastoral refugees and attendant socio-economic challenges with restrictive measures and border closures, only admitting selected refugees without their livestock, or sending them back to their countries of origin – measures that run the risk of fuelling the very insecurity that the authorities are trying to prevent or combat. In such a context, the whole future of livestock farming is now under threat.

Opening ceremony presided over by the Côte d'Ivoire Minister for Livestock, of the workshop to discuss and validate the position paper of pastoral civil society actors at the Nouakchott+10 Forum, October 7-9, 2024, Abidjan, Côte d'Ivoire © RBM



> SECURING PASTORAL SYSTEMS: A MAJOR PUBLIC POLICY ISSUE IN SENEGAL

National consultation organised by CRAFS in Senegal

Participants at the consultation organised by CRAFS in Dakar in September 2024 spent a long time discussing and analysing the major challenges to securing Senegalese pastoral systems, and formulated a number of recommendations. The main priority for civil society actors is promulgating implementing decrees for the Pastoral Code, and ensuring that the current consultation process on the revised framework agro-sylvopastoral law (LOASP) retains all the advances made in the new Pastoral Code.

Stakeholders unanimously agreed on the importance of using integrated rather than sectoral approaches to address the wide range of pressing pastoral issues.

These include:

- technical challenges relating to access to water, livestock feed and animal healthcare;
- economic challenges in improving the livestock products value chain and reducing the trade deficit;
- social challenges in facilitating livestock farmers' access to education, health and social protection services;
- and political challenges of maintaining peace, social cohesion and security in rural areas.

It was agreed that a number of key issues need to be prioritised:

- securing strategic pastoral areas and adopting inclusive production and governance systems (more specifically, the government plans to assign the Dolly ranch as a public establishment in the near future);
- clearing obstructed livestock tracks to facilitate mobility;

SIDEBAR N° 1

Analysis of the impact of pastoral livestock support interventions in Senegal over the past decade

As part of the run-up to the "Nouakchott + 10" forum, the Cadre de Réflexion et d'Action sur le Foncier au Sénégal (CRAFS) held a national consultation in Dakar (Senegal) on 12th-13th September 2024 for Senegalese pastoral and agro-pastoral civil society organisations, with financial support from the "Land Tenure and Development" Technical Committee.

The main objective of this consultation was to gather pastoral and agro-pastoral civil society actors' views on the current challenges and issues for livestock rearing and pastoralism, formulate proposals to inform national political dialogue and the regional consultation in Abidjan, and consider a mechanism to monitor the commitments made at the forthcoming "Nouakchott +10" forum.

Senegalese civil society organisations highlighted several areas where major progress has been made in securing pastoral land and improving local natural resource management. These include:

- adopting a Pastoral Code in December 2023 at the end of a decade-long process;
- introducing agricultural and pastoral governance tools, most notably Land Occupation and Allocation Plans (POAS), Pastoral Units (UP), and local agreements to combat agricultural encroachment or annexation of pastoral land by other productive activities;

- protecting pastoral resources, with the public authorities confirming the 87,500 ha Dolly ranch in the Ferlo as pastoral land. This area plays a vital role in the livestock systems of several regions of Senegal, and helps maintain social peace.

There have also been numerous advances in terms of cross-border livestock mobility and access to cross-border economic areas since the first Nouakchott Declaration:

- better understanding and acceptance of mobility among local populations and authorities;
- securing livestock tracks and pastoral facilities in strategic cross-border areas (mapping, signposting, and developing watering points, rest areas and grazing areas, etc.);
- increasing the density of pastoral water networks in livestock farming areas.

Capacity building for community organisations, local institutions, livestock breeders and their families. This has:

- enabled livestock farmers to access training and advisory services (functional literacy for adults, support in structuring their activities, advocacy, etc.);
- led to the development of fodder crops;
- improved herders' resilience and social protection;
- helped develop income-generating activities (dairy and non-timber forest products, sheep fattening, etc.) as levers to change women's socio-economic and even political situation;
- vocational training and support for youth and women's socio-economic integration.

- developing facilities and infrastructures along livestock routes;
- legally recognising and consolidating sustainable natural resource governance tools and mechanisms, such as Land Use Plans (POAS), Pastoral Units (UP) and local agreements;
- relaunching the land reform process, and ensuring that it takes account of the specific nature of pastoral land tenure;
- establishing a social tariff for access to livestock water points as part of the rural water governance reform;
- tackling livestock theft. This is a key factor in the livestock crisis, and is associated with 'terrorism' in several neighbouring Sahelian countries because some farmers arm themselves to try to safeguard their livestock;
- setting up joint mechanisms based on inter-municipal cooperation to manage pastoral resources in cross-border areas;
- using initiatives to promote fodder crops to obtain objective data on the conditions needed to produce them in favourable biophysical areas;
- regulating the growing trade in straw, and starting consultations on adapting the calendar for releasing fields so that it better aligns with agro-pastoral seasons;
- addressing the specific socio-economic challenges faced by pastoralists and their families:

reducing interest rates and adapting loan repayment periods to take account of the specific nature of livestock farming, introducing appropriate financial products, ensuring that the public social protection system better supports pastoral and agro-pastoral households, supporting youth training and socio-professional integration, improving access to health facilities, particularly during the rainy season, introducing specific approaches to enable children to continue their schooling during transhumance, etc.

Herder organisations are too fragmented to participate meaningfully in political dialogue

Some of the issues that were discussed need to be explored in greater depth. For example, livestock policies and funding for the sector need to better match herders' expectations and pastoralists' specific needs. But herder organisations are too fragmented to participate meaningfully in policy development and monitoring. They need to organise themselves more effectively so that they can formulate proposals that reflect the realities of pastoralists' lives, and inform advocacy and dialogue with decision-makers. Until now, public resources have largely been channelled into so-called 'modern' livestock systems (fodder production, artificial insemination, feed subsidies, etc.) to improve animal productivity, and pastoralists have not benefited from this type of investment.

Herds in the Dieri in the Senegal River Valley © CTFD



What is needed now is a paradigm shift, a reset of public policies to balance/manage competition between family (extensive) livestock systems and intensive livestock systems. Senegal also needs to optimise the resources allocated to the sector while reducing spending on imported milk, dairy products and livestock feed (estimated at 65 billion CFA francs per year).

Working to secure pastoral systems

Several avenues are currently being explored to help livestock farmers shift towards semi-intensive mobile systems, and install new facilities to reduce the distances pastoralists need to travel. These interventions must take account of herders' current sustainable natural resource management practices and strategies, and focus on their needs, so that responses are adapted to the challenges they face in terms of mobility and access to markets and services.

Pressure on land is another key issue. How can pastoral areas and strategic livestock zones be protected? How can land use plans secure herders' mobility and sustainable access to resources?

Extensive livestock farming has already ceased in areas where the pressure from advancing agricultural and urban fronts is most intense (such as Niayes). Some communes have taken steps to allocate pastoral areas (notably in the Ferlo), but there is a risk that pastoral lands will be fragmented if they are only considered at the communal level.

It is also worth noting that the Ministry of the Environment's conservation objectives will lead to the creation of new reserves and classified forests in the coming years, and that these areas will need to be made available for pastoral activities to avoid further losses of pastoral space. Securing herders' access to land will be a key factor in stability and social cohesion in the years to come.

Participants at the regional civil society consultation workshop in Abidjan © RBM



> GOVERNMENT GUIDELINES ON SECURING PASTORAL LANDS AND PROMOTING 'MANAGED' MOBILITY IN BENIN

Pastoral and agro-pastoral livestock systems account for 13% of Benin's agricultural GDP. The country's livestock population has doubled over the past 10 years (cattle now account for one third of the national herd), with more diverse and increasingly complex production systems (mobile livestock rearing, agropastoralism, sedentary livestock farming). While levels of mobility vary in different areas, the natural and social environment is becoming increasingly restrictive due to climate change, anthropic pressure, the exponential growth of cultivated land, loss of biodiversity and increasingly scarce/fragmented grazing land, which has led to a decline in livestock productivity (milk, meat and reproduction).

Multiple challenges for livestock farming systems at different scales

Livestock systems face challenges at different levels. At the local level, land governance is geared towards agriculture, and pastoral camps and agro-pastoral communities are under constant threat of eviction. Territorial development plans prioritise agricultural intensification and allocate few resources to agro-pastoral investments. At departmental level, decentralisation legislation is poorly enforced, and few communal associations are involved in inter-communal issues. At national level, statistics undervalue the economic importance of ruminant farming and little is invested in the sector.

Finally, civil society actors note that national policies and strategies to promote pastoralism at the regional level have not been implemented. The integration processes initiated by ECOWAS have not improved coordination between the authorities in Benin and neighbouring countries, or respect for bilateral commitments and agreements on the free movement of goods and people:

- countries of origin are not building infrastructures and are therefore unable to control livestock flows;
- host countries (like Benin) report violent conflicts and pressure on resources;
- the resulting ban on cross-border transhumance contradicts ECOWAS provisions and opens the way to pockets of corruption and arbitrary application of the rules.

Despite these difficulties, there is still some cause for optimism: agro-pastoral systems are resilient and productive, have strong potential for bio-

SIDEBAR N° 2

Achievements and challenges for pastoral and agro-pastoral livestock systems in Benin

The consultation in Benin organised by the Cadre de Concertation des Acteurs de la Société Civile pour la Gouvernance Foncière au Bénin (CCAF) on 4th-5th September 2024 brought together representatives from public services, research institutions, elected local officials, farmers' and planters' associations, pastoral organisations, etc. The aim of the event was to review the progress made and identify new challenges to be addressed over the next decade.

Analysis of the progress made in Benin over the last 10 years shows that a great deal has been achieved:

- numerous laws and regulations have been adopted (Pastoral Code, decree on pastoral surveillance, etc.);
- technical and logistical support for livestock production (plotting and marking out livestock corridors, creating multi-purpose boreholes, developing and securing grazing areas, producing fodder crops, etc.);
- strengthening inter-professional, inter-communal and inter-community organisations (livestock breeders' organisations, transhumance committees, farmer/herder consultation frameworks, consultation frameworks for social integration and coexistence, livestock traders' and butchers' organisations).

Nevertheless, major challenges remain:

- pastoralism is overseen by several ministries, which makes it hard to reach joint decisions;
- the environment is changing rapidly amid fierce competition for access to natural resources (commodification of community land, competition from imported products, fragile community relations and insecurity);
- the sector is undervalued despite its economic and social importance;
- policy guidelines that prioritise agriculture and protect biological diversity in national parks are being strengthened;
- chronically insecure agro-pastoral tenure is exacerbated by agricultural activities encroaching upon pastoral land, discriminatory and exclusive management of community assets, incursion of herds deep into parks, etc.;
- social recognition of pastoralists' citizenship is still a major issue, particularly in terms of their rights of access and means of subsistence, the stigmatisation and oppression of certain agropastoralists, and challenges for the next generation (young pastoralists lack prospects and are vulnerable to all kinds of security risks and threats, etc.);
- cross-border mobility is severely restricted by lack of compliance with bilateral agreements between countries of origin and destination.

logical and social regeneration, and there are endogenous and inter-community mechanisms for cross-border dialogue.

Civil society recommendations

Civil society organisations made a number of recommendations. One of their primary concerns is for States and regional organisations to strengthen cross-border coordination in order to address current geopolitical tensions and conflicts over access to land and water. Realistic standards need to be set to facilitate cooperation between different stakeholders, create an environment conducive to investment, and promote good practices by States and herder and farmer organisations.

Other recommendations include better support for the modernisation of livestock and agricultural production systems. This could include training for sedentary and mobile breeders, creating new rural infrastructures, securing livestock corridors, improving access to drinking water, processing local livestock products, and making it easier for small livestock farmers to access credit and financial services, etc.

The government strategy of encouraging more 'modern' livestock farming practices by promoting 'managed' mobility includes setting up pastoral areas and marking out livestock corridors in pastoral communes. The aim is not to move towards stabled systems, but rather to create the conditions where breeders can rely more on local resources and not have to travel long distances. This will also entail consolidating multi-stakeholder consultation mechanisms to discuss shared land-use planning choices, improve local social cohesion and strengthen inter-community links – which is a more effective way of consolidating herders' local citizenship than using formal administrative texts and structures.

Knowledge production is also essential, in order to capitalise on the lessons learned from existing projects and experience. Therefore, it is important to continue collecting data on transhumance so that conflicts can be prevented and/or managed peacefully, and local committees can synergise their monitoring, analysis and intervention systems (bringing together CSOs, POs, local authorities and government technical services).

The authorities in Benin are also looking for ways to work together in cross-border areas. The decision to close borders to transhumant herders a few years ago was primarily a response to security issues and an attempt to manage national pastoral resources, but everyone agrees that it is practically impossible to prevent livestock of different origins from crossing borders within the same living space.

Herds that come from Benin also travel to Niger, which allows herders into the country. The authorities in Benin want revitalise existing consultation frameworks in order to support dialogue in cross-border areas.

> PASTORAL CIVIL SOCIETY'S MAIN PROPOSALS TO INFORM DISCUSSIONS AT THE FORUM

Participants at the Abidjan regional consultation adopted a position paper setting out key points of their assessment of the implementation of the Nouakchott Declaration, and called on everyone involved in preparing the new Declaration to ensure that it reflects their ambitions for the sector.

A call for ambitious regional action

A key priority for public action should be consolidating the synergies between sedentary livestock systems in coastal countries and pastoral livestock systems in the Sahel, in order to optimise the ecological complementarities between the Sahel and the Gulf of Guinea, and fully exploit the comparative advantages of the two areas.

Pastoral and agro-pastoral CSOs therefore call upon on all stakeholders to promote innovative programmatic approaches that can strengthen national public livestock institutions, encourage greater regional coordination, harmonise separate national initiatives and renew intervention approaches. The emphasis should be on:

- strengthening cross-border cooperation, which is crucial for the pastoral economy and regional integration;
- using a territorial approach designed to deliver flexible, adaptive and inclusive interventions on livestock and pastoralism;
- and using innovative approaches to build social agreements around pastoral infrastructures, and strengthening the connections and peace factors between farming, agro-pastoral and pastoral communities.

Strengthening multi-stakeholder and inter-community dialogue

Efforts to rebuild understanding between communities will include multi-stakeholder dialogue based on a rigorous methodological approach that helps connect people who are being driven apart by the current climate of rising tensions. If ongoing local work on awareness-raising, dialogue and reconciliation is to succeed, all stakeholders need to understand and be informed/educated about pastoral realities, and livestock farmers need to be better informed about the realities and constraints of other groups of actors. A context-sensitive monitoring system also needs to be put in place to keep abreast of the volatile security situation.

Improving local water and land governance

Sustainable security for pastoral and agro-pastoral lands will require more effective land governance bodies, inclusive systems for accessing pastoral resources and infrastructure, and legal tools to secure these lands. Joint, coordinated water and land management is also needed to tackle the problems caused by sectoral approaches to agricultural and rural development, which weaken the complementarities between production systems and undermine cooperation between agricultural, agro-pastoral and pastoral producers.

Reminder of the content of the 2013 Nouakchott Declaration at the regional workshop in Abidjan © CTFD



Promoting a livestock-peace nexus

Efforts to promote the livestock-peace nexus are more important than ever before.

They should follow various general principles and lines of action that centre around:

- developing a collaborative mindset and generating shared outcomes in order to strengthen social cohesion in rural areas;
- conflict sensitivity training to raise stakeholders' awareness of conflict dynamics and encourage them to actively contribute to conflict mitigation and greater social cohesion;
- and establishing mechanisms that give projects and programmes the flexibility they need to respond to rapid changes in the intervention context.

Promoting cooperation and implementing cross-border responses to the problems caused by increasing insecurity (including in northern areas of coastal countries) will entail:

- consolidating systems to manage and monitor cross-border livestock movements;
- strengthening mechanisms for information, monitoring and anticipatory action on shocks and hazards;
- and encouraging public authorities to institutionalise the information systems that POs have put in place.

Moves to strengthen pastoral and agro-pastoral value chains should include:

- support to optimise the potential of the pastoral and agro-pastoral livestock sector and add value to its subsectors (meat, fattening, dairy, hides and skins);
- and support for pastoral processing activities.

It is also important for livestock farmers and other actors (especially livestock traders) to develop strategic alliances within market management structures in the value chain (through win/win agreements between actors involved in production and marketing) to help promote fair trade.

Strategic and operational capacity building for farmer organisation

Governments and cooperation agencies must do more to build professional organisations' (POs) strategic and operational capacities. This will entail:

- consolidating and enhancing POs' ability to access insecure areas;
- helping develop their ability to advocate for livestock farmers' interests and service their needs (support livestock feed supplies, disseminate technical innovations, collect and disseminate information on livestock mobility and markets, etc.);
- and giving POs a greater role in humanitarian assistance to pastoral communities and recovery support actions.

SIDEBAR N° 3**Supporting transformative change to improve women's and young people's inclusion in decision-making bodies**

As part of its work on gender issues, the international community has long encouraged professional organisations and development practitioners to set up specific 'women's' and 'youth' committees and develop targeted actions to support them. But do these groups have homogenous interests? Is this the right way to reset unequal power relations and support their empowerment in strategic decision-making spaces?

The Billital Maroobe network (RBM) set up an action-research programme that attempted to change the mindset on 'women's and youth inclusion'. A presentation on its support for 'pastoralist youth ambas-

sadors' at the "Nouakchott+10" forum described how RBM developed a process of strategic reflection that better addresses the needs and expectations of social groups that have been coralled into inappropriate organisational and functional frameworks.

RBM proposes several levers for action to address the problems that lead to women's and young people's marginalisation:

- consolidating positive changes set in motion by organisational frameworks that focus on women and youth;
- setting up tailored training systems for young pastoralists, by developing and implementing national strategies for their education and vocational training;
- and supporting initiatives for women and young people's economic and social integration in sectors with interesting employment and business opportunities (local milk and fodder production, etc.).

> PASTORAL CSOS AS DYNAMIC ACTORS IN THE FORUM

Regional POs prepared a joint position paper to enable their representatives to make coherent and effective arguments at the forum.

This paper set out:

- the Regional Professional Organisations' review of implementation of the Nouakchott Declaration;
- and key proposals put forward by civil society actors.

Representatives of pastoral CSOs played an active role in the reflections and discussions at the high-level forum on pastoralism held in Nouakchott on 6th-8th November 2024.

Milking milk at a festival organized before the transhumance © RBM



Joint analysis by the three regional networks: RBM, ROPPA and APESS

These three regional professional organisations jointly presented the pastoral CSO position paper at the session to assess the implementation of the N'Djamena and Nouakchott Declarations. Their presentation focused on:

- the consultation process initiated by POs;
- pastoral CSOs' assessment of the implementation of the Nouakchott Declaration;
- prospects identified during the "Nouakchott + 10" process;
- and how youth and women's issues are being addressed.

An RPO representative then joined the round table discussion on 'Stakeholders' views of the assessment (achievements, shortcomings and major challenges identified)'. This enabled participants at the forum to hear key messages from the position paper adopted at the Abidjan meeting.

CSO representatives also participated in the three simultaneous workshops on the future of:

- climate change and agro-pastoral resources;
- the regional economy, territorial integration and pastoral systems;
- and social and political changes linked to insecurity.

A notable contribution from civil society organisations

It is remarkable how closely the Declaration adopted by the forum reflects the form and content of the proposals put forward by pastoral CSOs. Not only is the structure of the 'Declaration of the High-Level "Nouakchott+10" Forum on livestock development and securing pastoral systems in West Africa and the Sahel' largely based on that of the 'Position paper of pastoral CSOs at the "Nouakchott+10" forum', but it also explicitly mentions the important contribution that civil society actors made to the joint reflection and discussions during the "Nouakchott+10" process.

The CSOs' consultative approach in the run-up to the forum was praised by various political leaders. They emphasised its relevance, noting that governments would do well to follow a similar course and jointly assess national and cross-border actions, so that the Declaration does not result in a jumble of uncoordinated country projects.

AFD also praised the quality of the CSOs' consultation process and strategy of gaining sufficient political support to get their main concerns included in the final declaration; noting that the "Nouak-

chott+10” process demonstrates the scope and value of using participatory processes to inform political dialogue. AFD reiterated its commitment to support implementation of the commitments made at the “Nouakchott+10” forum through cooperation with its national and regional counterparts (States, regional integration organisations).

It was also noted that producer and herder organisations play a key role in strengthening dialogue between their members, promoting social cohesion on the ground, and supporting stakeholder consultations in cross-border areas. They will need to be supported and empowered to ensure that they can continue this work and help serve the public interest in this way. ●

This note was written by **Oussouby Touré** and **Amel Benkahla** (“Land Tenure and Development” Technical Committee Scientific Secretariat).

We would like to thank **Bernard Bonnet (Iram)**, **Safiatou Baldé (CERFLA)** and **Blamah Jalloh (RBM)** for their careful review and contributions to the summary.



Roundtable discussion led by the Land Tenure & Development Technical Committee, with the participation of civil society representatives, alongside representatives of States and regional organizations during the “Nouakchott+10” Forum, Mauritania, November 6-8, 2024 © RBM

SIDEBAR N° 4

Main achievements of the “Nouakchott+10” high-level forum Declaration

It was unanimously agreed that the Declaration of the “Nouakchott+10” forum marked some major achievements. By involving all the countries in the region in the same process, the forum opened up excellent prospects for coastal and Sahelian countries to develop coherent, integrated approaches that reflect the realities of livestock movements and marketing.

The Declaration also reaffirms the importance of pastoralism and the need to preserve mobility; notes the need to secure pastoral land and adopt integrated approaches in the territories concerned; and reiterates government commitments to jointly implement the regional strategy to develop livestock farming and secure pastoral systems.

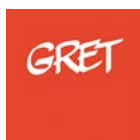
But what exactly is meant by securing pastoral land tenure? Do all stakeholders share the same vision? This needs to be explored in greater depth, as actors’ views are likely to vary according to their position. Some elected local officials and technical services may see it as a simple matter of identifying, mapping and delimiting

pastoral areas, which could be legally protected in the same way as agricultural land. But focusing on this approach would reinforce the fragmentation and privatisation of pastoral areas, rather than address the real challenges of securing pastoral and agro-pastoral systems and safeguarding producers’ access to resources (water and pasture).

The answer does not lie in creating private ranches or dedicating isolated areas to pastoral activities, but in providing legal protection for pastoral areas in order to preserve livestock mobility and sustainable access to resources (water and pasture). Participants called for new ways of looking at pastoral land and talking about how it can be secured. For example, water could be a highly relevant entry point for thinking about how to secure mobility and strengthen social cohesion in these areas.

Because decentralisation has reinforced territorial discontinuities, it is important to think about interlocking levels rather than focusing solely on the local level. Thus, while communes are responsible for securing areas and planning developments in their respective countries, regional and cross-border reflection and land use plans are needed for more coherent actions and investments along transhumance routes, and to secure mobility and access to pastoral resources and markets.

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