



**ECOWAS COMMISSION  
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*Integrated and Secure Livestock and Pastoralism Project in West Africa (PEPISAO)*

**Experience in negotiating and securing resources to prevent conflicts related to pastoral mobility in cote d'ivoire**



**CAPITALISATION NOTE**

# Introduction

This experience was shared during a workshop held in Lomé (Togo) from 29 to 31 October 2019 organised by PEPISAO (Projet Elevage et pastoralisme intégrés et sécurisés en Afrique). It was complemented by amendments from some forty pastoral and agricultural associations from West Africa and Chad.

The "Negotiating and securing pastoral resources to prevent conflicts" experience is carried out by the Organisation Professionnelle des Eleveurs de Ferkessédougou (OPEF) created in 2009 in the Republic of Côte d'Ivoire. OPEF's objective is to improve the living conditions of livestock farmers and their livestock as well as to promote good livestock farming practices. This experiment in negotiating and securing pastoral resources is being conducted in the north-central part of Côte d'Ivoire in the regions of Tchologo, Poro and Bagoué. It started in 2016 with the support of the international NGO Acting for Life (AFL) through the Support to the Resilience of Agro-Pastoral Systems in West Africa (PARSAO) project. Other pastoralist organisations are engaged in the same process of negotiating and securing pastoral resources in other regions of Côte d'Ivoire, particularly in the north-east (the Bounkani region by AEHRB) and the north-west (the Kabadougou and Folon regions by AJELAMO).

This experience continued in 2018, within the framework of the implementation of Component 3 of the Regional Programme of Dialogue and Investment for Pastoralism and Transhumance in the Sahel and Coastal Countries of West Africa (PREDIP) through the Support Project for Livestock Mobility for Better Access to Resources and Markets in West Africa (PAMOBARMA). PREDIP, which is funded by the European Union, is a project coordinated by CILSS and implemented in partnership with CARE Denmark, Acting For Life, CRSA and the Agrhyment Regional Centre.

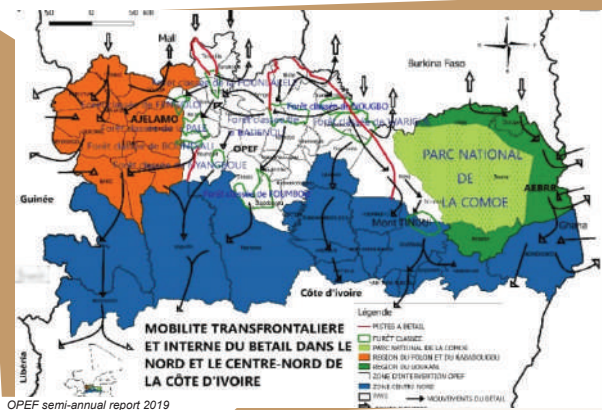
Our warmest thanks to:



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<sup>1</sup> BURKINA FASO (ANDAL et PINAL, ROPPA, RECOA) MAURITANIE (GNAP, APSS Mauritanie) SENEGAL (DIRFEL, Kawral de Younouféré) NIGERIA (PARE, CORET) GUINEE CONAKRY (CAP Bokondjon, CONASEG), LIBERIA (Association of Cattle Advocate) TOGO (ONG – CDD, FENAPFIBVTO) BENIN (ANOPER, POTAL MEN; FUPRO Bénin, APSS Bénin) COTE D'IVOIRE (AEHRB, OPEF, COFENABVI-AO) GHANA (GDCA GNACAF) MALI (RBM, FEBEVIM) TCHAD (KAWATAL, CONFIFET, COPAFIB) NIGER (CODE RURAL, CONACOOOP, EFK FNEN-Daddo, RBM)

# BACKGROUND



Although the Republic of Côte d'Ivoire is not a pastoralist country as such, it has been confronted in recent years with sometimes violent conflicts between farmers and local and transhumant herders. Côte d'Ivoire is a host country for herders from the Republic of Mali and Burkina Faso. The main causes of these conflicts are the lack of pastoral areas and access roads to resources, which leads to animals wandering in crop and forest areas where animals are not allowed. Thus, this experiment aims to prevent conflicts between herders and farmers over access to and use of shared natural resources. With this in mind, OPEF has set up a mechanism for negotiating and securing pastoral resources, in particular transhumance tracks, grazing areas, rest areas and water points.



This experience of securing pastoral resources is not entirely new in the zone. The peculiarity of this experience lies in the fact that in the 1970s, the Société de Développement des Productions Animales (SODEPRA) secured the plantations and certain pastoral infrastructures.

For example, at that time, the dams were not secured although they had management committees. As for the cattle tracks, they were not secured at all and had no management committees.

The first peculiarity of the OPEF-led experience of securing resources, as well as its added value compared to previous experiences, is that it takes into account the security of all resources and infrastructures for pastoral use, including livestock tracks, grazing areas, rest areas, water points, cattle feed banks, loading docks and livestock markets.

The second distinctive feature is the inclusive approach to securing resources, which leads to consensus and agreement amongst all stakeholders on the resources to be secured, and the establishment of a monitoring mechanism consisting of management committees and inter-community groups to ensure the sustainability of the action and to avoid the process being called into question.



# STRATEGY/APPROACHES AND RELEVANCE

In order to identify resources and secure them while avoiding disputes and challenges, OPEF based its strategy on the involvement of "key people" such as canton chiefs, land chiefs, village chiefs, leaders of local and transhumant herders, and leaders of youth and women's associations. Then, the work is extended to 'more people', particularly to farming and herding communities, to gather as many opinions as possible, understand the positions and interests of each party and reach social agreements on the resources to be secured.

For example, there are 17 steps to follow to start the process of securing a livestock track:

- 1 – Identification of corridors/tracks
- 2 – Gathering of information about the track and users
- 3 – Prioritisation/selection of the track or section
- 4 – Identification of the villages, municipalities, sub-prefectures and administration having jurisdiction over the track
- 5 – Setting up negotiation committees (town hall, regional council ....)
- 6 – Village or communal assembly for sensitisation / diagnosis of tracks and other pastoral resources
- 7 – Physical identification of the track route per village/commune
- 8 – Identification of farmers affected by the track route (crop fields, landowners, type of farming: paid, borrowed, requested or family owned)
- 9 – Definition of the width (of the tracks to be negotiated)

10 – Collective (village) and/or individual (field or landowner) negotiation

- \* Minutes of the negotiation
- \* Transfer deeds of plots of land
- \* Individual commitment

11 – Geo-referencing of the negotiated section

12 – Validation of deeds by the competent authorities

13 – Classification of the tracks in the public patrimony according to the levels of competences of the administration

14 – Request for tender (recruitment of the company)

15 – Choice of critical sections to be marked out

16 – Training of the section monitoring committee by the OPEF animators

17 – Setting up a monitoring system to ensure the sustainability of the negotiated tracks

Securing pastoral resources requires a very careful approach in order not to create new conflicts between landowners and herders. Being aware of this situation, OPEF has focused its strategy on the inclusiveness of all stakeholders and transparency throughout the process, from the identification of the resource to the establishment of the management committee. In this way, the "Do No Harm" principle is taken into account. This experience meets the needs for peace pursued by OPEF and its technical and financial partners.



Photo Credit : OPEF, Ferkéssédougou

# STAKEHOLDERS



Photo credit: CILSS

This experience of securing pastoral resources to prevent conflicts linked to pastoral mobility involves several actors, namely:

- **The sub-prefects:** these are the administrative officials at the sub-prefecture level. They are the representatives of the State and are responsible for ensuring public order. They provide administrative supervision of the process of securing natural resources and ensure that the commitments made by the various parties are respected. They keep the archives of the process, notably the different minutes of the consultations and the delimitation of pastoral resources.
- **The canton chiefs:** they are the customary authorities at canton level. They provide information that enables the identification of resources to be secured. They participate in the setting up of committees to negotiate the resources to be secured and to identify landowners.
- **Land chiefs:** they are the landowners. They are the main actors to negotiate to cede part of their land and turn it into a pastoral resource; for example, the case of cattle tracks. Sometimes they freely cede their land or take land elsewhere in compensation, depending on their level of understanding of the usefulness of demarcating pastoral resources in conflict prevention.
- **Village chiefs:** They take part in the whole process of identifying and securing pastoral resources. They provide information on the status of the resource and participate in negotiations with landowners. They are members of the resource management committees and participate in determining the rules of management, including fruit picking, small-scale hunting, payment for water, etc.
- **Local and transhumant herder leaders:** They are amongst the main actors and take part in the whole process. They provide information on the difficulties of pastoral mobility and participate in the delimitation of resources. They are members of resource management committees and participate in the development of management rules.
- **Leaders of youth and women's associations:** they look after the interests of women and young people in the process but also raise their awareness so that they can be real agents of change in the prevention of conflicts.

## OUTCOMES

Securing several pastoral resources, especially cattle tracks in this intervention area, has considerably reduced conflicts between farmers and herders. In the future, animals will move to graze and water without destroying crops, if these agro-pastoral infrastructures are put in place. The animals will then move at any time of the year with less damage to crops. The quality of cohabitation between farmers and herders is improved. Also, it will be easier for veterinary officers to carry out health checks on the animals by visiting the cattle tracks.

Changes are observed at the individual/personal and socio-political levels.

### At the individual/personal level :

this experience has produced a change in behaviour at the individual and collective level amongst farmers, who finally agree to give up part of their land to make it pastoral areas. They no longer clear the areas reserved for grazing and the movement of animals. As Côte d'Ivoire is not a pastoral country but a host country for some transhumant herders, this change in attitude and behaviour of farmers with a view to preventing conflicts is a significant step forward.



Photo crédit : OPEF

thus calming the social climate and improving social cohesion within the communities. Changes are observed at the individual/personal and socio-political levels. The change at the level of the herders is reflected in the fact that they use the livestock tracks marked out for this purpose and ensure that the animals no longer destroy the crops,

### At the socio-political level:

the State of Côte d'Ivoire, through the sub-prefects, is involved in the process of securing pastoral resources and ensures that the agreements reached are respected. The technical services explain to herders and farmers the legislative and regulatory texts that govern the management of natural resources. Veterinary officers monitor animal health through the sanitary control they carry out along livestock tracks. The institutional change is also noticeable at the level of the forestry authorities, who accept that livestock breeders can access classified forests during the growing season to avoid crop damage.

Securing pastoral resources for conflict prevention also requires a lot of financial, human and technical resources. After organising consultations and negotiations, which take quite a long time, and reaching agreements on the resources to be secured, it is necessary to proceed with the construction of infrastructures that meet the needs for peace. These include the marking out of pastoral areas, water points, livestock markets, loading platforms, etc. All of these infrastructures require sufficient financial resources. All these infrastructures require a fair amount of financial resources. But as these investments contribute enormously to conflict prevention and the establishment of a peaceful social climate, profitability should not only be seen as a ratio of investment to results.

## SUSTAINABILITY

The inclusiveness of the actors and the transparency throughout the process of securing pastoral resources give chances that this experience will resist socio-political shocks. The fact that the results obtained contribute to the prevention of conflicts encourages stakeholders to engage more in this process, as everyone has an interest in promoting a climate of peace and social tranquillity. The establishment of management and monitoring committees with an inter-community approach ensures the sustainability of the infrastructure to be built.

## ANALYSIS

The analysis of this experience of securing pastoral resources for the prevention and management of conflicts related to pastoral mobility brings out elements explaining the lessons learnt and recommendations for scaling up the experience.

### 1-LESSONS LEARNT

The experience of securing pastoral resources for the prevention of conflicts linked to pastoral mobility highlights the urgent need for an inclusive and transparent approach. Social agreements must be negotiated in a responsible and informed manner. All relevant information must be known and understood by the actors concerned. This is what makes it possible to avoid questioning the concessions made, especially by landowners, which could destroy all the efforts made upstream.

In addition, it is highly desirable that the promoter of the process be able to respond to certain peace needs that have financial implications, in particular pastoral infrastructures. For example,

a farmer who gives up his land to build a watering place or an animal track and who, after a certain time, does not see the infrastructure being built, will probably be tempted to take back his land.

Wherever possible, exchange visits should also be encouraged to show stakeholders similar successful experiences elsewhere. This is an element of conviction for those who are sceptical or doubtful of the results that would come out of the process.

The limitation of this experience is that its implementation, and particularly the construction of pastoral infrastructures which are peace needs, is linked to the financing of external financial partners, especially projects.

### 2-RECOMMENDATIONS

It is recommended that the following aspects be taken into account when replicating this experience:

■ **Work in accordance with national regulations and local customs:**

Natural resources are part of the nation's common heritage. They are regulated by the State and the communities. Resources that belong to the private

domain of individuals or families are often regulated by local customs and practices. It is important in such a process to be aware of them and to take them into account.

■ **Take into account the interests of stakeholders:**

the creation of pastoral areas often requires the consent of landowners when it affects their property.



## About PEPISAO

The Integrated and Secure Livestock Farming and Pastoralism in West Africa Project is implemented by ECOWAS, which has delegated the implementation of Components 1 and 2 to CILSS with the financial support of the Agence française de développement (French Development Agency) (AFD), to deploy approaches for securing pastoral mobility and integrating modes of livestock production (i) within a shared regional vision, (ii) offering maximum guarantees for peaceful co-existence of the various users of natural resources. It is designed to be integrative in terms of its approach.

Its overall objective is to "strengthen the resilience of the populations and contribute to the economic and social development of the region" and specifically, to reduce conflicts related to pastoralism through the construction of a shared regional vision on the different modes of ruminant breeding. Through these specific objectives, the project aims to support and complement the various initiatives underway to develop a sustainable regional capacity to manage issues related to the various livestock production systems, particularly in the transhumance reception areas of the three major corridors in West Africa and the Sahel (Eastern, Central and Western corridors) in order to build a sustainable social fabric of peaceful coexistence and regional integration.

PEPISAO is implemented in the 15 ECOWAS countries as well as Mauritania and Chad. The key partners are ECOWAS, CILSS, UEMOA and AFD.





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