



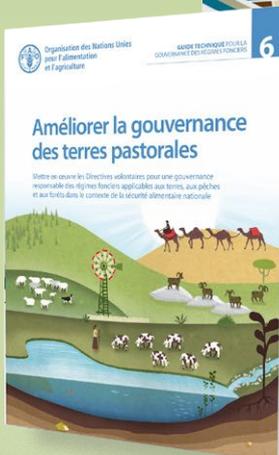
Food and Agriculture
Organization of the
United Nations



ROPEN-MAROUBE



HANDBOOK



A guide for better governance of pastoral land tenure in the Niger

A TOOL TO
STRENGTHEN
LOCAL LAND
GOVERNANCE

A guide for better governance of pastoral land tenure in the Niger

This pictorial guide is the result of two capacity-building workshops for regional transhumance committees, which were attended by 110 participants (pastoralists, farmers, governorates, regional councils, prefects, mayors, traditional chiefs, regional and departmental technical services, civil-society organizations, project representatives and nongovernmental organizations in the region). The two workshops took place on 9 and 10 September 2019 in Dosso and on 13 and 14 September 2019 in Tahoua, the Niger. The workshops enabled stakeholders to become familiar with the VGGT and with the technical guide on “Improving governance of pastoral lands”. They also provided an opportunity to analyse local governance of pastoral land with the help of these international instruments.

Case study: creating pastoral land tenure security in the municipality of Sabonguida (Tahoua)

In the rural municipality of Sabonguida (Tahoua region), the cultivation of rangelands and the obstruction of livestock corridors has become more and more frequent, despite the municipal authorities' intentions to enforce the law in this area. The local mayor says that the perpetrators of such actions have been removed from those areas more than four times, to no avail. The municipal authorities had to adopt a new approach, inviting the customary authorities to carry out awareness raising and to bring local communities on board. As a result, all stakeholders now know the statuses of the different areas and they help to secure them. Analysis of these cases in accordance with the VGGT shows that the municipal authorities were only able to protect grazing areas by adopting the consultation and participation principles therein and by bringing the customary authorities on board.

What is the technical guide on “Improving governance of pastoral lands”?

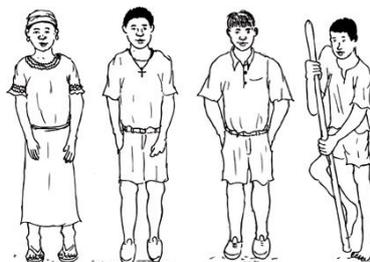
This guide presents proposals to secure pastoral tenure and improve the governance of pastoral lands. It provides guidance and practical action areas to improve the governance of pastoral lands. The guide is inspired by the VGGT, which were approved by the Committee on World Food Security in 2012 and have been implemented in more than 50 countries around the world, including the Niger.

The principles for the implementation of the governance of tenure according to the VGGT



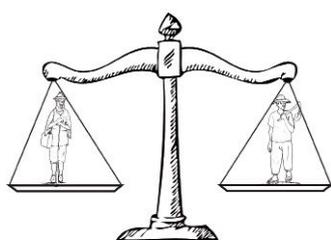
1

Respect for human dignity



2

Non-discrimination



3 & 4

Equity, justice and gender equality



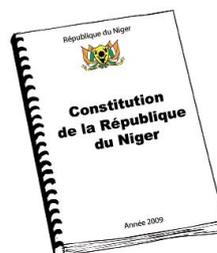
5

Holistic and sustainable approach



6

Consultation and participation



7

Rule of law



8

Transparency



9

Accountability



10

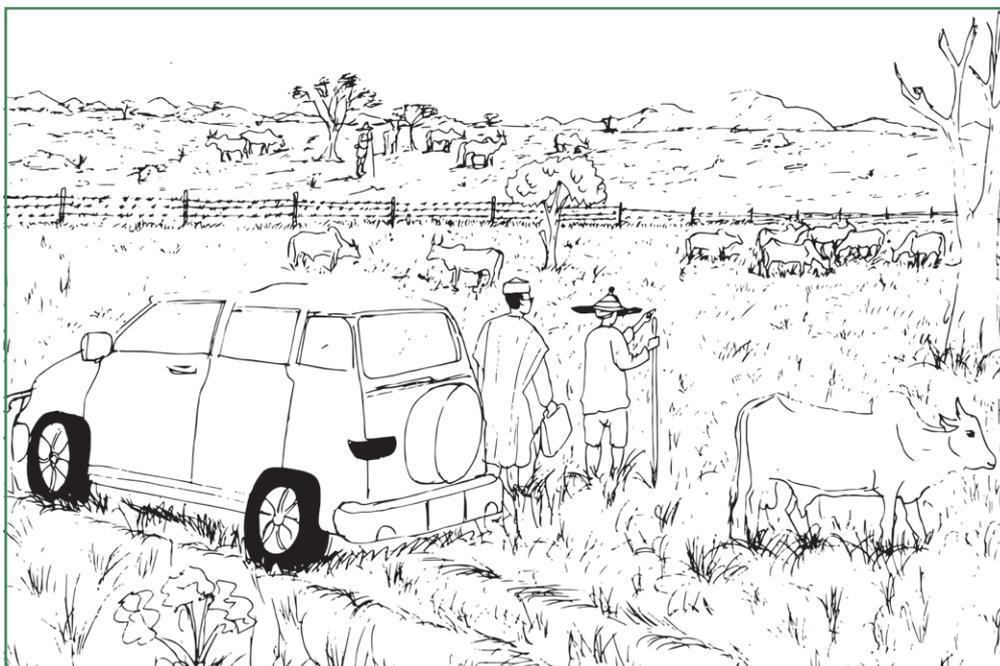
Continuous improvement

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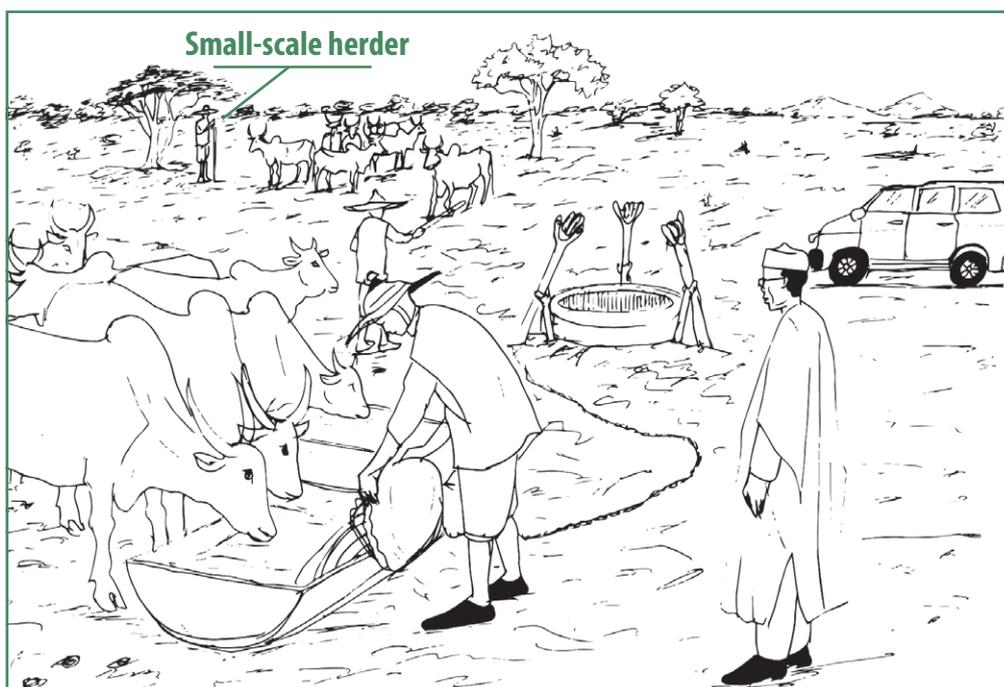
Main governance problems for pastoral resources

Private and exclusive appropriation of access to natural resources

In certain parts of the Niger, especially grazing land, private and exclusive appropriation is a crucial issue in the management of pastoral resources. Operators with the necessary financial means fence off rich grazing land and prevent others from being able to graze their animals there.



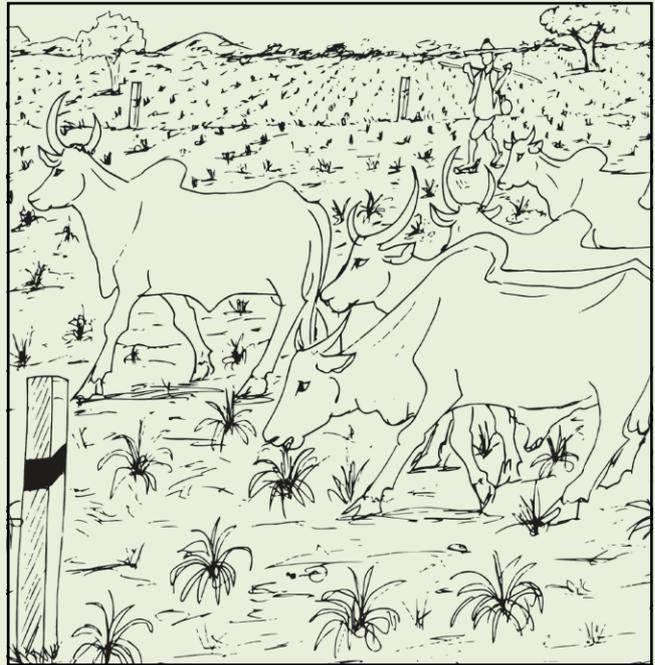
Rich people who can afford it build livestock wells and prevent other pastoralists from having access to them.



Cultivation of pastoral rangelands

In mixed farming and pastoralist areas, more and more crops are being grown in areas designated for grazing animals. It is now common to see fields of crops growing in the middle of livestock corridors and pastoral enclaves.

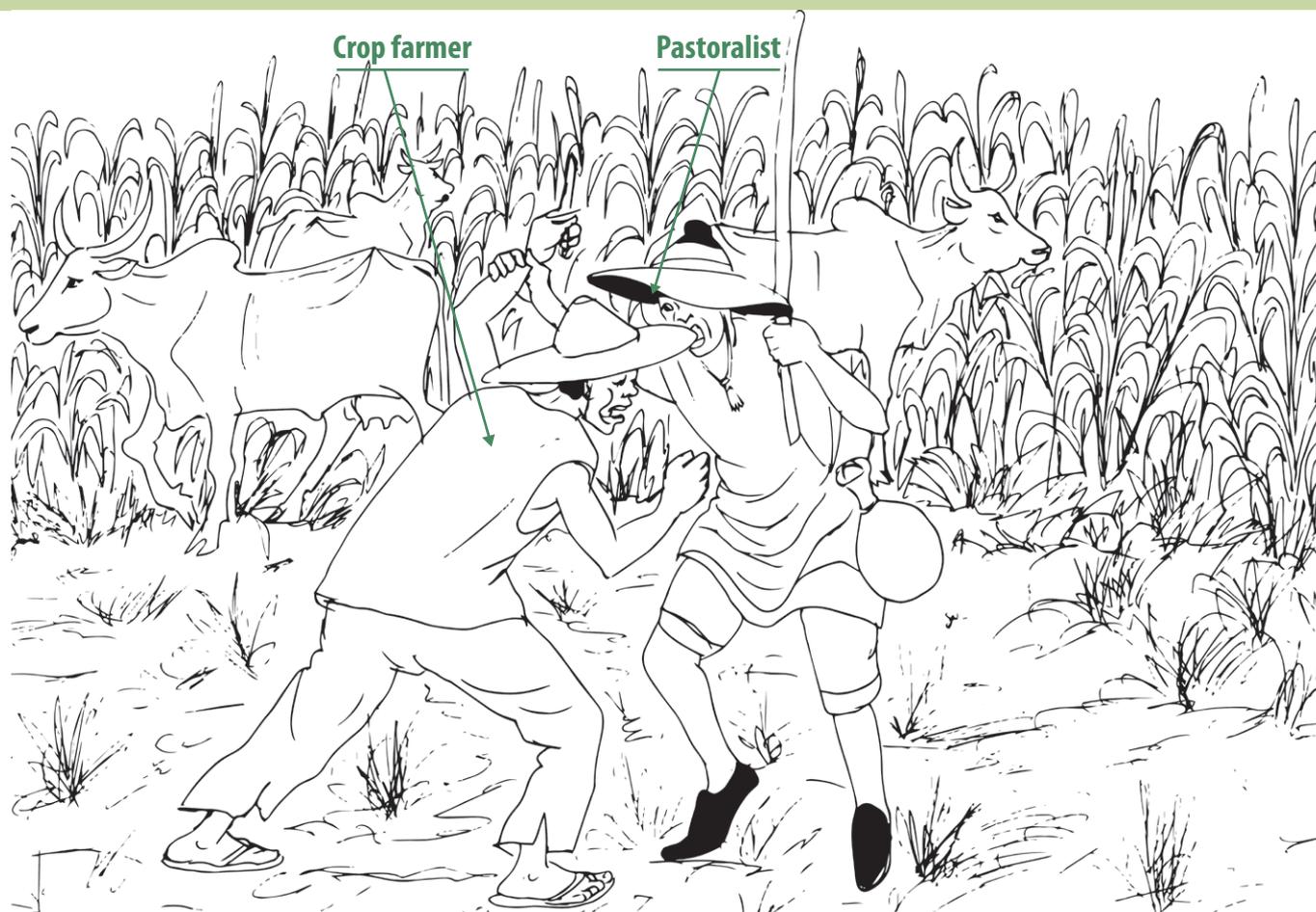
1 . Cultivation of livestock corridors



2 . Cultivation of grazing areas

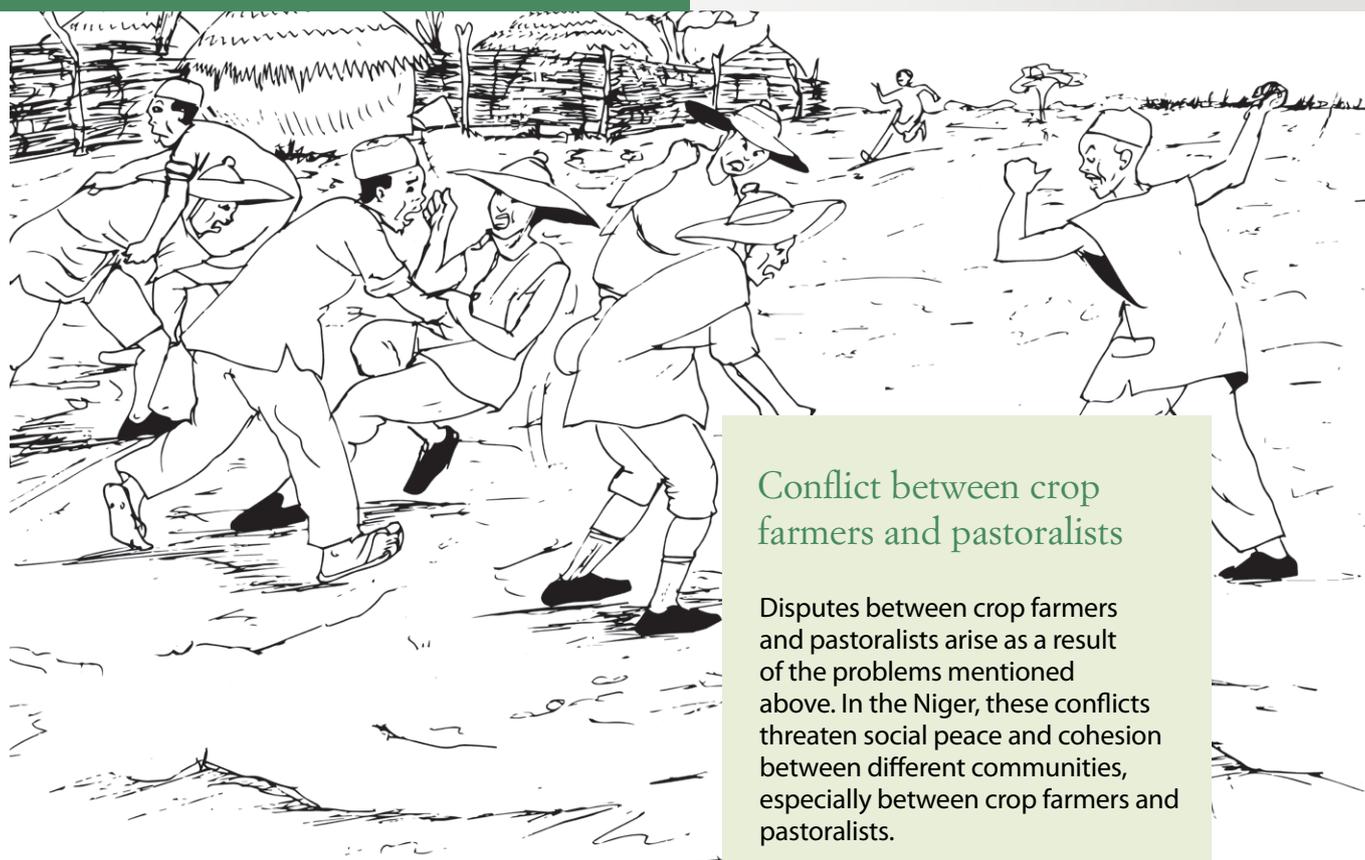


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Conflict always begins between two people: a crop farmer and a pastoralist.

If the conflict is not dealt with, it can spread to other community members.

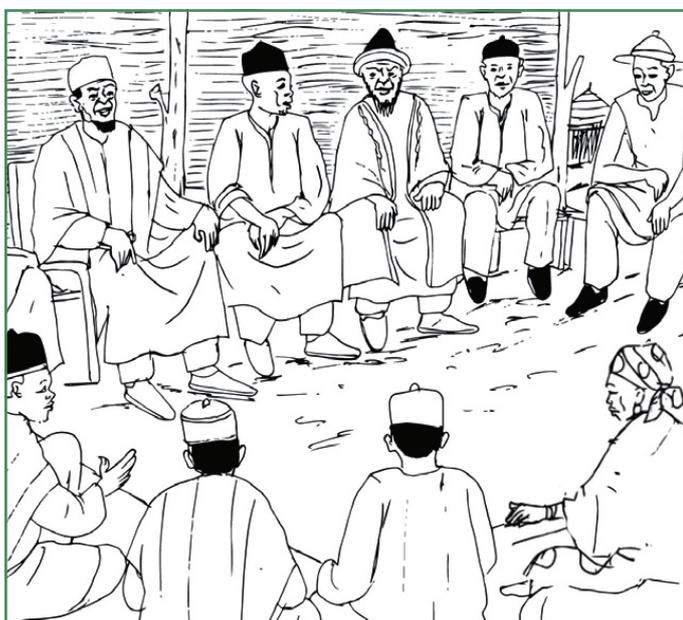


Conflict between crop farmers and pastoralists

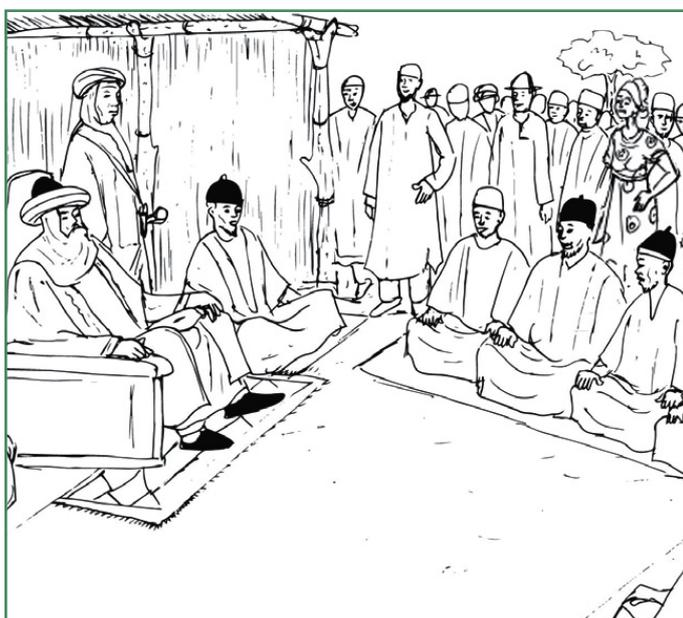
Disputes between crop farmers and pastoralists arise as a result of the problems mentioned above. In the Niger, these conflicts threaten social peace and cohesion between different communities, especially between crop farmers and pastoralists.

Institutional context

Discrimination, violation of pastoralists' rights and poor representation of pastoralists in institutions and in decision-making processes (such as land commissions, community development programmes and meetings with the cantonal leader) are still a reality in the Niger, despite constant efforts to improve the institutional context. The illustrations below, for instance, show that crop farmers are absent from these three consultation frameworks.



Elders' village meeting



Traditional chief's palace

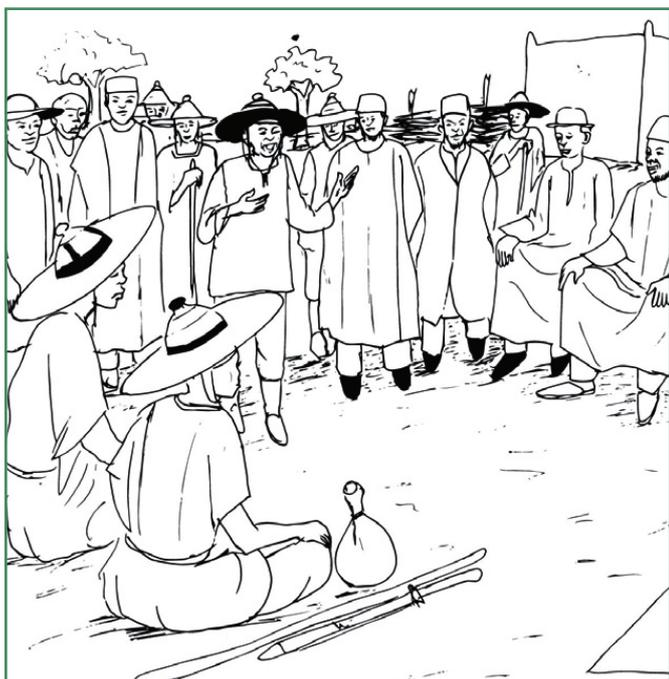


Local authority meeting

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Conflict resolution and prevention measures

The technical guide on “Improving governance of pastoral lands” is inspired by the VGGT. The guide presents proposals and provides guidance and practical action areas to secure pastoral tenure and improve the governance of pastoral lands.

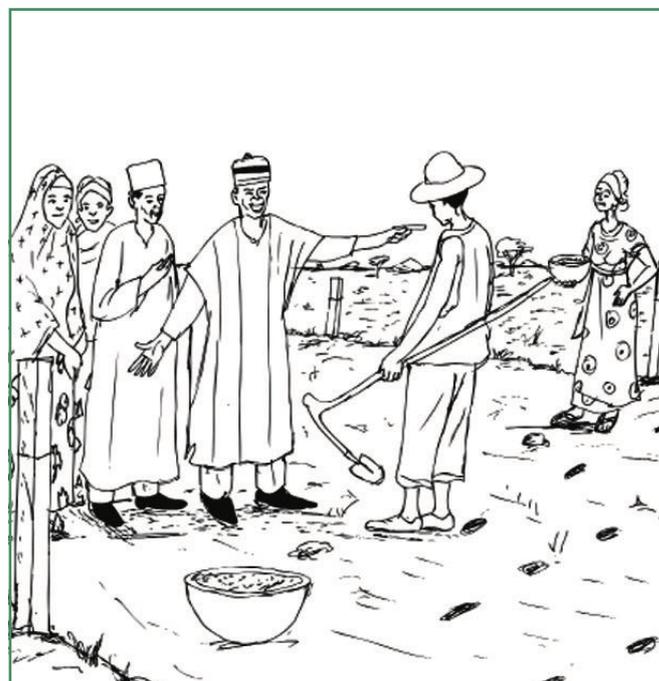


Action area

Improving the decision-making process in the governance of pastoral resources. As underlined while dealing with governance of pastoral lands in the Niger, bringing stakeholders into decisionmaking bodies is a challenge that remains to be addressed. The VGGT set out a number of steps that need to be taken to ensure that stakeholders become fully involved.

A normative standard

A normative standard would allow stakeholders to assess whether the process complies with the principles it establishes. It could be international or domestic legislation, or even the principles of the VGGT.



Effective representation

Representation of pastoralists can be descriptive (self-representation), advocacy (such as by a non-governmental or civil-society organization) or substantive (such as by elected officials, parliamentarians or mayors).

A meeting of village elders, with the participation of pastoralists.



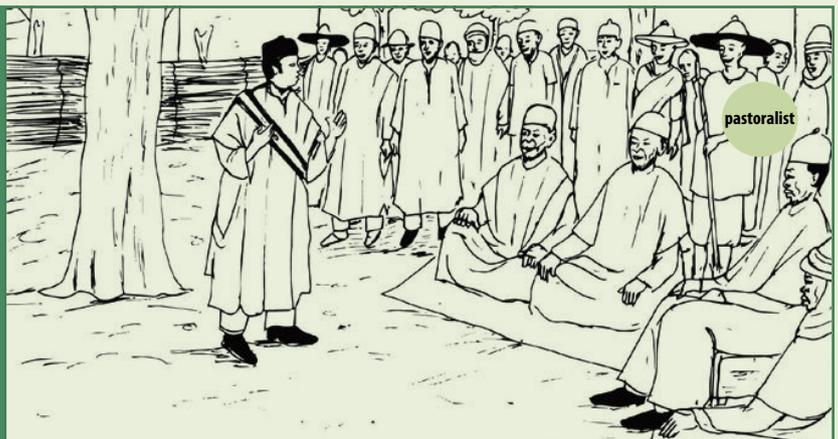
Active participation by pastoralists at village meetings.



A non-governmental organization running a session to raise awareness on the involvement of pastoralists.



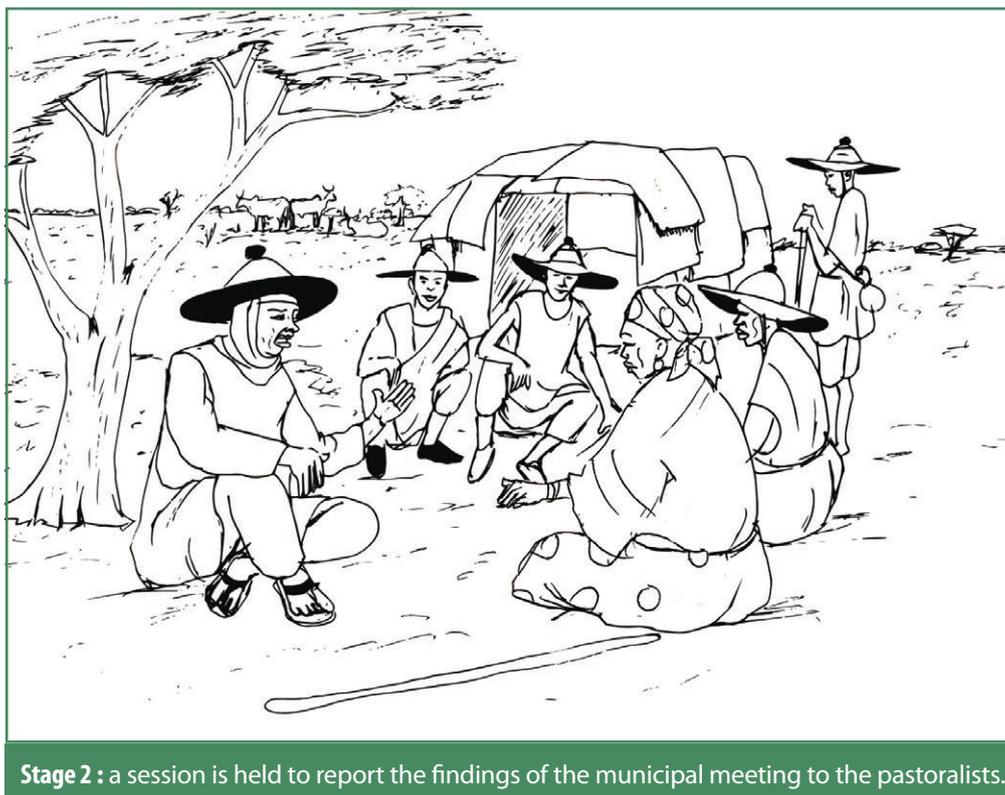
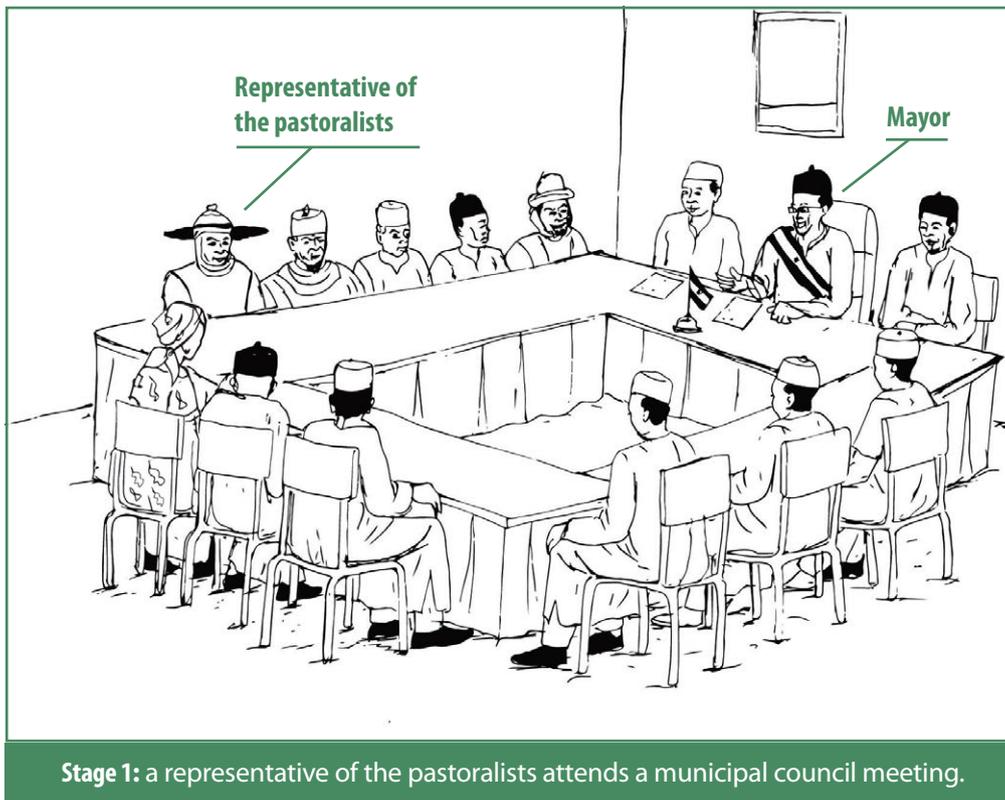
A locally elected representative running a session to raise awareness on the importance of pastoralism.



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Accountability

Accountability refers to the legitimacy, transparency and eligibility of representatives.



Action area

Ensure inclusive, equitable and transparent participation in consultations and negotiations.

The objective of this action area is to ensure inclusive participation in the pastoralist context, such as in the demarcation of livestock corridors.



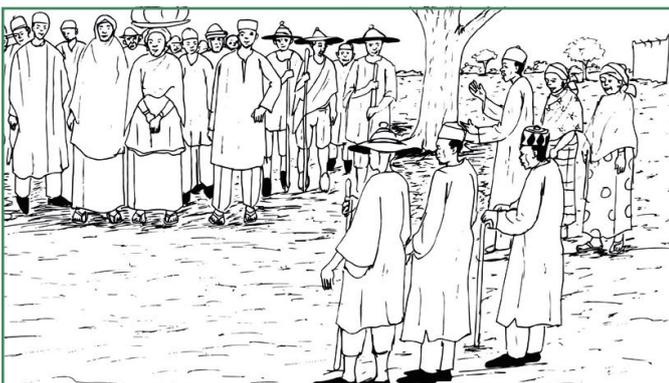
Step 1

A committee composed of representatives of all community members submits an application to the land commission.



Step 2

The pastoral land is identified.



Step 3

Communities (crop farmers, pastoralists, etc.) are informed.



Step 4

The pastoral land is demarcated.

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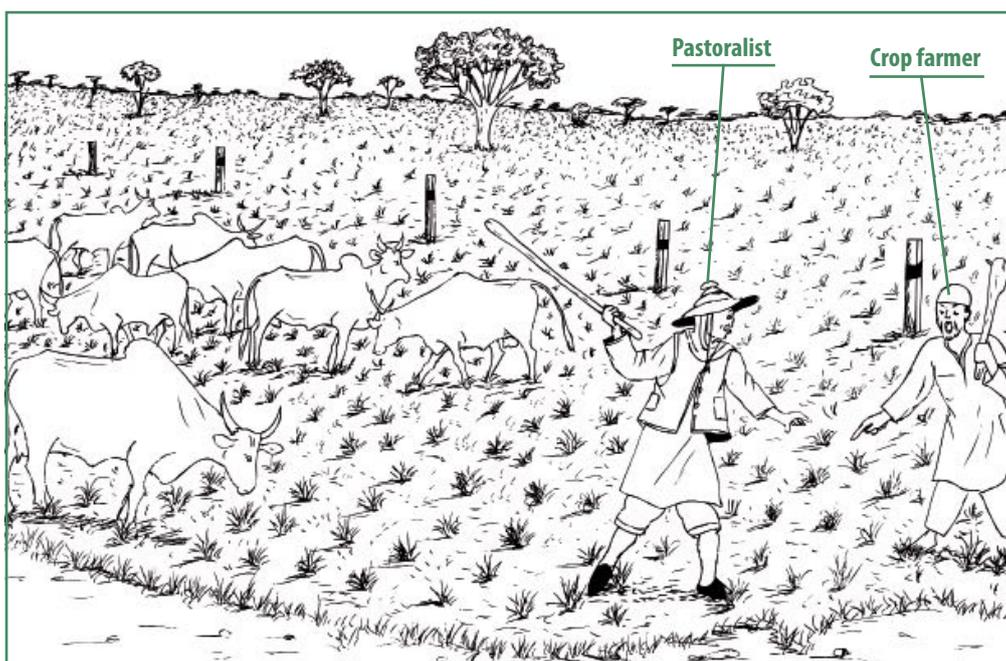
Action area

Avoid and manage conflict.

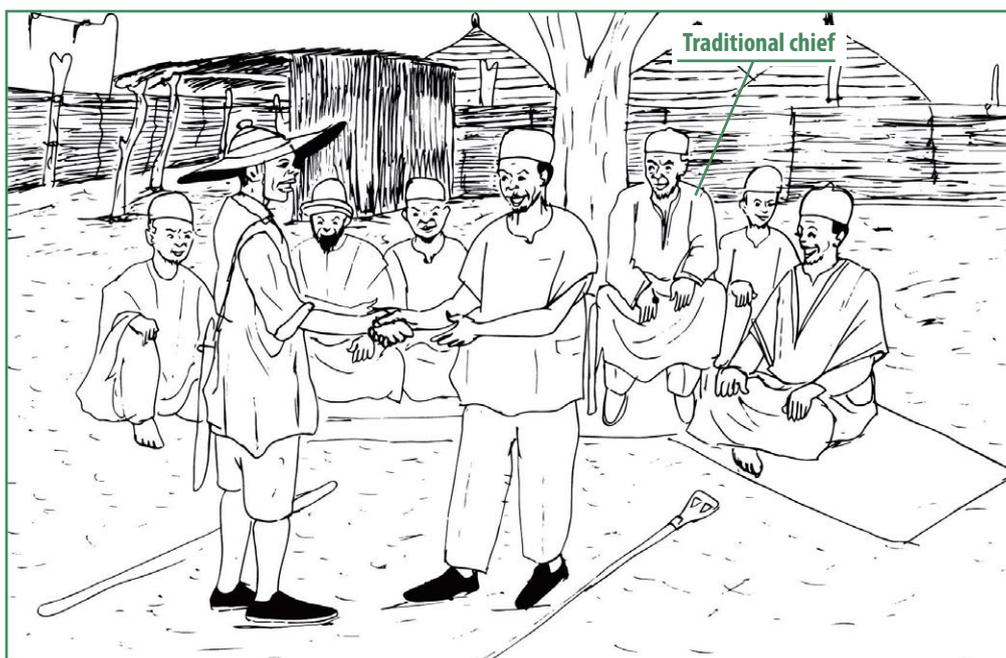
The Technical Guide offers a number of solutions to address conflict among users of pastoral resources, which is a reality in the Niger. The most relevant solutions for the Niger are as follows:

Restore the role of customary institutions

Accountability refers to the legitimacy, transparency and eligibility of representatives.



Conflict between crop farmers and pastoralists

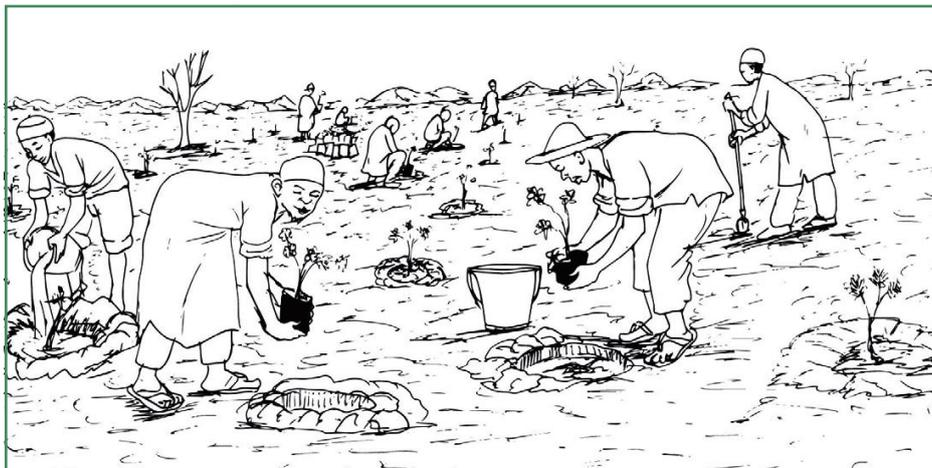


Building bridges with the traditional chief

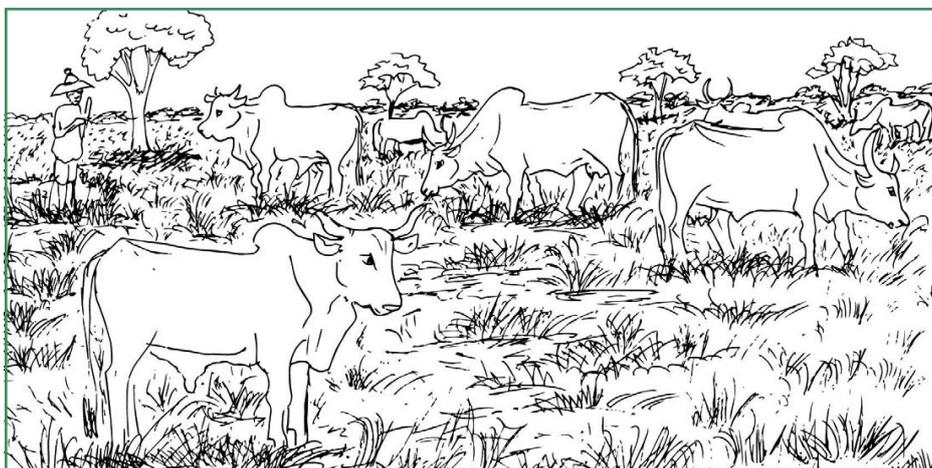
Strengthening environmental management and sustainability



Soil conservation and restoration



Reforestation

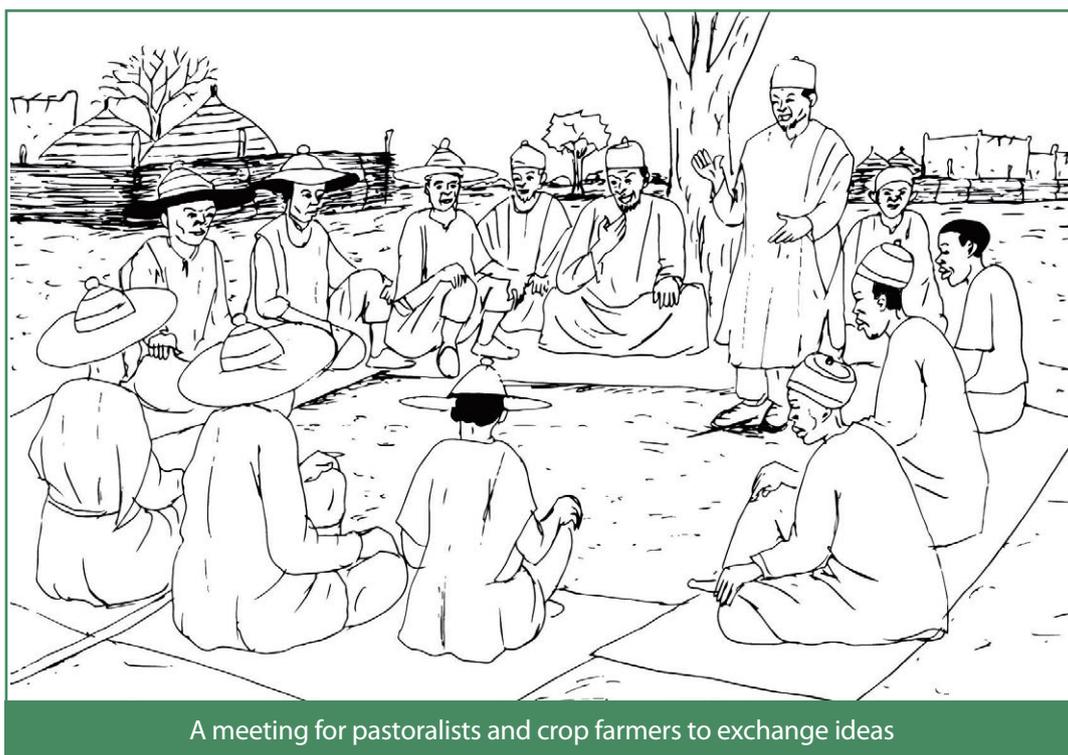
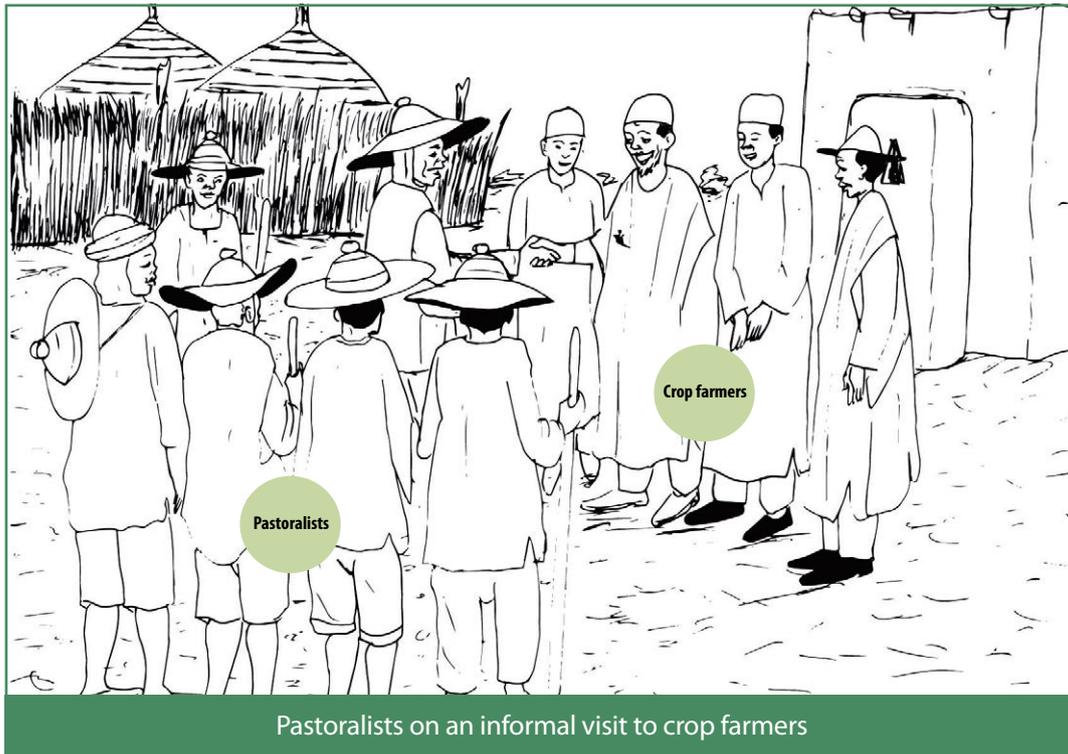


Efficient use of natural resources (ANR, preventing overgrazing)

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Strengthening social cohesion and good social relations

To strengthen social cohesion, the VGGT suggest promoting communication, dialogue and interaction to help consolidate the bonds that allow communities to live side by side in harmony.



Information resources on the international, regional and national land frameworks

The following publications may be useful and may provide additional information:

Domestic reference texts

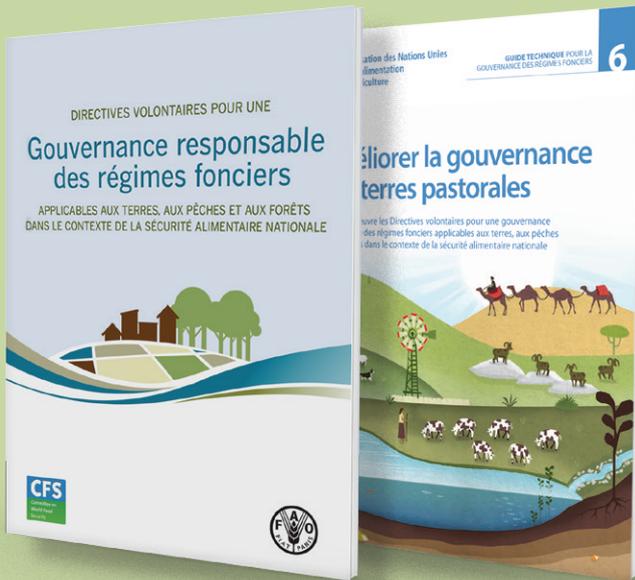
1. Order 93-015 of 2 March 1993 setting out the Guiding Principles of the Rural Code.
2. Order No. 2010-029 of 20 May on pastoralism.

Regional reference texts

1. Decision A/DEC.5/10/98 relating to the regulation of transhumance between ECOWAS Member States (applicable to all ECOWAS countries).

International reference texts

1. *Improving governance of pastoral lands: implementing the Voluntary Guidelines on the Responsible Governance of Tenure of Land, Fisheries and Forests in the Context of National Food Security*, Governance of tenure technical guide No. 6. FAO, Rome, 2017. <http://www.fao.org/3/a-i5771e.pdf>
2. *Voluntary Guidelines on the Responsible Governance of Tenure of Land, Fisheries and Forests in the Context of National Food Security*, FAO, Rome, 2012.



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A TOOL TO STRENGTHEN LOCAL LAND GOVERNANCE

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