

Congo Basin Forests Partnership
Facilitation of the Federal Republic of Germany (2020-2021)

“Transhumance, the fight against poaching, security and sustainable development”

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Implementation of the N'Djamena Declaration

1. Background: An alarming and worrying situation

Transhumant flows from the Sahel to the equatorial zone continue to grow with corollaries such as trafficking of all sorts, insecurity, conflicts resulting in negative socio-economic impacts, threats, pressures and alarming consequences on: wildlife conservation, the preservation of Central Africa's rich biodiversity, protection of forest ecosystems and harmonious development of local and indigenous communities.

Urgent action is needed to prevent large scale civil and armed conflicts in the northern Congo Basin. This state of affairs has become a priority for those who grapple daily with transboundary transhumance conflicts. The situation is a reflection of ongoing geopolitical developments: as the Chadian and South Sudanese States grow weaker, pastoral communities migrate from the central Sahel to the Congolese forest. Another notable fact is that violence often reaches unprecedented levels both in the Sahel and the northern Savannah regions of Equatorial-Central Africa. These regions have become hot spots of violent multifaceted and multi-actor conflicts, and stress resulting from climate change and deforestation, degradation and decrease of natural resources on an alarming scale as well as poverty.

2. Rationale for the topic – What's the challenge?

Transhumance is a widespread practice in Africa, especially in the Southern and Central areas. Large migratory herds are prevalent in the Sudan-Sahelian zone of Africa (specifically transhumance-emitting countries: Niger, Nigeria, Sudan, South Sudan; Chad). The area straddles the northern fringes of the Congo Basin (transhumance-receiving countries: Cameroon, the Democratic Republic of Congo and the Central African Republic). In the Sudan-Sahelian region alone, 60 million people (10-40% of the population)¹ rely on extensive livestock rearing for their livelihood, which entails leading cattle herds to pastures that change with the seasons, sometimes travelling over long distances and increasingly crossing national borders (pastoralism/transhumance). It is a form of land use that is suited to frequent droughts and wide fluctuations in climatic conditions. Over the years, transhumance actors have become increasingly sedentary.

Due in part to **political instability in the region**, herds of livestock have recently begun to leave their traditional pastures for arable land in the Congo Basin forests. Often the herds are led by heavily armed herders who often resort to the use of force. **Anthropogenic climate change** further reinforces this trend by accelerating processes such as desertification, droughts and soil erosion, which exacerbate the **depletion of land and water resources**² and intensify migration southward. This drives up competition downstream with other user groups (increased livestock density per hectare of pasture). Pastoralists are pushed south with their movements and camps (increasingly sedentary), which worsens ongoing issues arising from the co-existence of transhumant herders and local herders/farmers.

Furthermore, owing to porous State borders, weak governance, corruption and poverty, the security situation has deteriorated sharply in recent years. For example, cattle populations in north-eastern DRC, northern CAR and Cameroon, have exploded in recent decades, causing tensions between transhumant

¹ Population and Development Review (2018), [Pastoralism and Conflict in the Horn of Africa and the Sahel](#). 44:4. p. 857-860

² Delsol, G. (2020), [UN Peacekeeping Operations and Pastoralism-Related Insecurity: Adopting a Coordinated Approach for the Sahel](#). IPI Working Paper.

herders and farmers, but also between wildlife and livestock as they compete for access to pastures and water points.

In addition, State control through taxation is weak, breeding an informal taxation system in which **transhumants and armed rebel groups collude together** to form a parallel economic circuit. As a result, for several years now, transhumance has witnessed peaks in tensions between different groups of transhumant herders on the one hand, and between armed groups and transhumant herders on the other hand, and also between transhumant herders and sedentary populations (local inhabitants or farmers) to the point of causing internal displacements across the country.³

"Neo pastoralism"⁴, is another phenomenon whereby an emerging elite class of cattle owners (mostly powerful and influential business and political figures with financial clout) are venturing into the increasingly lucrative meat production business. Their activities have resulted in entire forested areas being gradually cleared and turned into pastures. In many cases, former traditional herders are recruited to manage and protect herds in complete disregard for other local ethnic groups. They receive a share of the herds as payment for their work. This type of in-kind payment motivates them to resort to the use of weapons (with continuous arming of transhumant herders) if necessary, to assert their rights to use natural resources against the competing claims of other stakeholders.

In the Central African Republic (CAR), more than 70% of the country is controlled by armed groups, including identity-driven armed groups that are determined to protect herders but have been implicated in acts of violence against civilians. This "neo-pastoralism", which is a new form of absentee herd ownership, often bypasses established contracts with local pastoralists in favor of hired drovers and armed protection to move cattle into porous border areas, often crossing national borders, to graze with impunity.⁵

In addition, transhumance is closely tied to several ills, notably **subsistence poaching and the illicit trade in wildlife products** driven by **global demand for ivory and other trophies derived from protected species**, with huge profit margins, thus reinforcing **collaboration (collusion) between transhumant herders and armed rebel groups**.⁶

The **RPCA - Sahel Club** has indicated that Covid-19 could eclipse and exacerbate a major pre-existing **food and nutrition crisis**. Tens of millions of people are reportedly at risk. The region's stability could be under threat with grave implications in terms of accelerated transhumance/migration and mass displacement in the northern Congo Basin.

This setting creates a combination of local, transnational and political interests or conflicts in which distinctions between the interests of different groups are blurred.

3. Migratory/transhumant livestock productions and forestry in the Congo Basin: What are the signs of the problem?

³ <https://migration.iom.int/reports/r%C3%A9publique-centrafricaine-%E2%80%94-rapport-sur-les-mouvements-de-transhumance-1-1er-janvier-%E2%80%94-15-0>

⁴ Large-scale investment in cows and livestock by urban elites, swelling the size and number of transhumant herds.

⁵ Such actions can exacerbate overgrazing and contribute to the perception of a pastoralist "invasion," with dire implications for local livelihoods, wildlife resilience and regional security. Neo-pastoralists - those rich and powerful urban elites - feed into toxic simplifications such as the "Militant Fulani" because they often have well-armed drovers who do not follow customary practices that regulate access to pastures and provide mechanisms for mediating conflicts between herders and farmers. They flout the rules, which can exacerbate local conflicts and further reduce the complex socio-ecological dynamics associated with access to natural resources to simple narratives such as "Christians versus Muslims". In the case of the CAR, the foreigners include neo-pastoralist herds from neighboring Chad and Sudan. These large herds, mainly cattle, enter the CAR in search of grass and water. The herders often burn the landscape ahead of their animals to stimulate grass growth and avert the threat of tsetse flies, which can transmit diseases (USFWS: Urban Elites' Livestock Exacerbate Herder-Farmer Tensions in Africa's Sudano-Sahel: <https://climate-diplomacy.org/magazine/conflict/urban-elites-livestock-exacerbate-herder-farmer-tensions-africas-sudano-sahel>)

⁶ The 2018 Global Terrorism Index report highlights the rise of "Peul extremists" in Nigeria, but fails to capture the nuances associated with the "Peul" label, which may include sedentary farmers, traders and mobile pastoralists. The report even groups Peul statistics with Boko Haram, claiming that together, Boko Haram and The Peul extremists are responsible for 63% of terrorist attacks and 88% of terror-related deaths in Nigeria. For instance, the March attack in central Mali included unsubstantiated claims of ties between the Peuls and jihadist groups. In another example, according to the NGO Invisible Children, many communities in the northeastern Democratic Republic of the Congo (DRC) assume that Mbororo herders collaborate in some way with the armed insurgent group, the Lord's Resistance Army (LRA), even though the Mbororo report being periodically attacked by the LRA.

Owing to the thickness of its forests and the presence of the tsetse fly, the Congo Basin was traditionally unsuited for livestock rearing. However, the situation has changed as a result of extensive deforestation in recent decades (livestock rearing is only one of many factors responsible). Similarly, demographic growth and the resulting increased demand for animal foods have made livestock rearing increasingly attractive despite high veterinary costs. To date, interventions and contributions from the technical and financial partners of the Congo Basin Forest Partnership (PFBC) have focused on forest ecosystems. Yet it is common knowledge that the causes of deforestation and degradation as well as the loss of wildlife may lie outside the forestry sector (e.g., livestock rearing, agriculture, infrastructure or mining, etc.).

Furthermore, over time, the interventions of CBFP partners in the Congo Basin's protected areas and their periphery have run into difficulties caused by the fast-growing mass-movement of transhumance from the Sahel to the northern Congo Basin. It is obvious that livestock/cattle herds have increased exponentially in transboundary protected areas such as Bouba Ndjida - Sena Oura; Yankari, Gashaka-Gumti, Faro, Mbam and Djerem; Aouk-Zakouma - Bangoran- Gribingui - Manova or Chinko-Bili-Uéré-Garamba-Lantoto etc...

It is important to note that Peul pastoralists (Fulani, FulBe, Mbororo), who number about 53,000 to 89,500 people, have large herds of cattle in the DRC, CAR and Cameroon, just to name a few. They have become more conspicuous in recent years as conflicts have increased. The herds are mostly found in **northern Cameroon** (up to 6 million animals),⁷ in **western Central African Republic** (up to 8 million animals)⁸ and in the **highlands of eastern DRC** (up to 1 million animals),⁹ South Sudan (about 11 Million heads);

According to an FAO report (2018) and Chad's Ministry of Livestock, the **Chadian herd** counts 93.8 million heads of cattle¹⁰ including 20 million belonging to the Fulani/FulBe/Mbororo community.¹¹ It should be recalled that the entire herd of the IGAD region totals 532 million head of cattle, while West Africa and the ECOWAS region count more than 220 million head of cattle (60 million head of cattle and 160 million small ruminants)¹². These figures are indicative of the economic importance of the extensive cattle herds in these regions. As a matter of fact, cattle farming and pastoralism account for 9-13% of the region's GDP, and provide livelihoods for 60 million people, equivalent to 10% of the local population. This share of GDP rises to 20-30% in IGAD and West Africa whose agricultural GDP sometimes stands at up to 44 %¹³.

⁷ **Northern Cameroon** has been inhabited for several centuries by livestock rearers of the Fulani ethnic group (Peuls, Mbororos), among others. The area's semi-arid to arid climate is particularly well suited to the pastoralist lifestyle. On the flipside, high livestock rearing rates have been a longstanding cause of deforestation and forest degradation. However, the region was not a tropical rainforest as is the case of the Congo Basin, but a transitional form between the forests and the savannah and the arid areas of the north. Expansion of arable land and logging to meet demand from the growing population is much more problematic for tropical forests. As herds are also led into national parks, the additional negative impacts of livestock on the region's fragile biodiversity become apparent. (Noireaud, JM et al (2020), Building dialogue on transhumance in the BSB Yamoussa).

⁸ **In the Central African Republic**, armed conflicts, the gradual degradation of traditional pastoral areas and, increasingly, "neo-pastoralism" have recently resulted in partially armed pastoralists penetrating the fringes of south-western forested areas. Highly protected and extremely large herds of livestock from Chad and Sudan, which do not respect the pastoral code, are causing a collapse of traditional rules of access to pasture and water. The government estimates that 800,000 animals enter illegally each year, half of which are cattle. Illegal gold and diamond mines only compound the problem. Poaching and illegal deforestation are also on the rise with suspected ties to international organized crime and terrorist groups.

([THE CAPTURE OF THE COMMONS: MILITARIZED PASTORALISM AND STRUGGLES FOR CONTROL OF SURFACE AND SUB-SURFACE RESOURCES IN SOUTHWEST CENTRAL AFRICAN REPUBLIC](#) and [Une transhumance apaisée au service d'une coexistence pacifique \(EU\)](#) and [République centrafricaine : Les Corridors pastoraux -Humanitarian Response](#) and the Situation of transhumance and a socio-anthropological study of pastoral populations after the 2013-2014 crisis in the Central African Republic (FAO) : <http://www.fao.org/resilience/resources/ressources-detail/fr/c/288036> and [SITUATION DE LA TRANSHUMANCE ET ÉTUDE SOCIOANTHROPOLOGIQUE DES POPULATIONS PASTORALES APRES LA CRISE DE 2013-2014 EN RÉPUBLIQUE CENTRAFRICAINE \(FAO\)](#) and [Rapport OIM sur les couloirs de transhumance en République Centrafricaine \(OIM\)](#) and [ECOFAUNE : AX-24 La transhumance en Centrafrique: une analyse multidimensionnelle-Fonds bekou](#) and [La transhumance des bovins, source de conflits en Centrafrique \(Ouest France\)](#) and [La houe, la vache et le fusil](#)) - USFWS : Transhumant Pastoralism in Central Africa: Emerging Impacts on Conservation and Security : <https://www.fws.gov/international/pdf/usfws-transhumant-pastoralism-issue-brief.pdf>

⁹ The ongoing conflict in **eastern Congo (DRC)** makes it difficult to get a professional assessment of the situation. Uncontrolled and illegal migration by large livestock and population groups exacerbates social and ecological tensions, further destabilizing the region and worsening poverty and migration. Therefore, the invasion of marginal areas of the rainforest by large herds of cattle and armed pastoralists is a destabilizing factor in the fight against deforestation.

(https://www.researchgate.net/publication/319534249_Transhumant_Pastoralism_in_Central_Africa_Emerging_Impacts_on_Conservation_and_Security_English)

¹⁰ <http://www.fao.org/africa/news/detail-news/en/c/1128900/> (General Census of Livestock in Chad: Publication of results)

¹¹ USFWS: Transhumant Pastoralism in Central Africa: Emerging Impacts on Conservation and Security: <https://www.fws.gov/international/pdf/usfws-transhumant-pastoralism-issue-brief.pdf>

¹² <https://www.oecd.org/fr/csao/publications/40279092.pdf> (OCDE; CSAO 2008): Livestock and regional markets in Sahel and West Africa: Potential and challenges)

¹³ IGAD PPP presentation at Transhumance Day in Kinshasa, December 2020 and <https://www.oecd.org/fr/csao/publications/40279092.pdf> (OCDE; CSAO 2008): Livestock and regional market in Sahel and West Africa Potential and challenges)

In the Sahel, with an estimated annual growth of 4%, demand for animal products in the Sahel and West Africa is set to rise more than 250% by 2025 while the growth rate of the supply of animal products is currently estimated at 2 %¹⁴.

Likewise, pastoralism and transhumance operate against a backdrop of climate change, scarce natural resources, fragile States and prolonged armed conflicts. Increasingly widespread violence is exacerbating food insecurity and disrupting the livelihoods of millions of livestock and subsistence farmers in transboundary landscapes. This situation is worsened by lack of clarity on property rights, resource ownership, taxation systems (formal and informal), migration routes, in a context of weak governance and lack of a clear institutional, organizational and political framework.

This situation is further compounded by the COVID-19 pandemic, with tangible impacts both within and between communities. For example, the hungriest and most vulnerable communities between the Sahel and northern Equatorial Africa face "a crisis within a crisis" as reported by a recent FAO publication "In Africa, we are also concerned about the Sahel, the Central African Republic, the Democratic Republic of Congo and South Sudan, just to name a few food crises. For pastoralists, the disruption of traditional transhumance patterns can spark tensions and even violent clashes between resident and pastoralist communities, resulting in local displacement and increased levels of poverty and food insecurity. Conflicts negatively impact food insecurity in various ways. They cause mass displacement, deep economic recessions, drive up inflation, disrupt employment and diminish social protection and health finances, as well as basic necessities, including food. The UN Peace Mission is increasingly integrating the urgent need to regulate transhumance and address conflicts between nomadic pastoralists and farmers."¹⁵

There is an urgent need for more concise regulations on transhumance since it has several negative social and environmental impacts that undermine traditional management schemes.

4. The N'Djamena Declaration: A solution – Where do we stand?

Close collaboration between governments and development partners is needed to tackle the complexity of pastoralism and its adverse impacts. There is a need to foster innovations in resource management, the integration of traditional cultures into transparent transhumance management and support for local governance mechanisms. In the long term, special support should be provided for legal protections, land use management and awareness of use rights and effective participation of all user groups, as well as upholding the rule of law.

As the issue of growing livestock herds grew worse, and increasingly posed a threat to the Congo Basin's forests and biodiversity, a Declaration on Transboundary Transhumance was issued as part of a collaboration between the Congo Basin Forest Partnership (PFBC) and the Central African Forestry Commission (COMIFAC) at the International Conference held in N'Djamena from 23 to 25 January 2019. The Conference brought together the Ministers of Defense, Forestry/Protected Areas/Environment and Livestock of the seven countries concerned, close to 50 senior officials from regional and sub-regional institutions, and nearly 225 experts, including technical and financial cooperation partners.

The **N'Djamena Declaration**¹⁶ addresses the need to shape the framework for transboundary collaboration, transhumance dynamics at the regional level considering security issues, protected area management and the increasing deterioration of ecosystems caused by climate change. It underscores the need for a coherent transboundary policy and joint action to support livestock producers as a prerequisite for sustainable development in the region. The Declaration deals with **security and natural resource management issues** and advocates for an innovative multi-sector and transboundary approach.

¹⁴ <https://www.oecd.org/fr/csao/publications/40279092.pdf> (OCDE; CSAO 2008): Cattle rearing and regional markets in the Sahel and West Africa (prospects and challenges)

¹⁵ COVID-19: Our hungriest, most vulnerable communities face "a crisis within a crisis" - <http://www.fao.org/news/story/en/item/1269721/icode/> - Conflicts adversely impact food insecurity in many different ways: <https://reliefweb.int/sites/reliefweb.int/files/resources/i8386en.pdf>

Preventing, Mitigating & Resolving Transhumance-Related Conflicts in UN Peacekeeping Settings A Survey of Practice: https://peacekeeping.un.org/sites/default/files/transhumance_and_un_pkos_final_web.pdf

¹⁶ https://pfbc-cbfp.org/files/docs/key_docs/fac7-Belgique_2018-19/-%20D%C3%A9claration%20de%20Ndjamena_Final%281%29%281%29.pdf

Through the Declaration, the northern Congo Basin States, Sahel countries bordering these countries and regional organizations committed to a common approach to environmental protection, agriculture, livestock and security. It also covers the adverse effects of endemic neo-pastoralism on biodiversity and forest preservation in the Congo Basin and promotes peaceful transhumance in order to prevent, mitigate and resolve transhumance-related conflicts and thus reconcile pastoralists and farmers.

The January 2019 N'Djamena Declaration was followed in **May 2019** by negotiations on a transboundary agreement between South Sudan and the DRC (a ministerial-level meeting).

In September 2019: Chad and the CAR held a sub-regional consultation on peaceful transboundary transhumance in the Lake Chad Basin (Niger, Nigeria, Chad, Cameroon and the Central African Republic). The collaboration helped enhance the management of transboundary and national transhumant flows, while providing policy makers with the information needed to make strategic and operational decisions about the circulation of animals between countries.¹⁷

In November 2019: A major milestone was achieved with the signing of a bi- and (tri) partite transboundary agreement on anti-poaching and specific protocols on eco-development between Cameroon, Chad and CAR, as well as between Cameroon and Chad, respectively. Similarly, the high-level **conference (16-17 December 2019)** of the countries concerned, gathered close 150 participants and resulted in the adoption by 7 neighboring countries of the Sahel region and the regional organizations concerned of **guidelines - a programmatic logical framework** for containing herd movements within each geographical bloc.

The guidelines of the programmatic logic framework highlight the **main and strategic results** expected from the implementation of the N'Djamena Declaration: (1) the national and sub-regional legal framework; (2) protected area management and anti-poaching strategies; (3) sustainable management of natural resources and by the same token, transhumance; (4) communication strategies for transboundary protected areas and transhumance; and (5) the peace and security component of protected areas and transhumance. Participants at the conference recommended that the **Co-leaders of the geographical blocs** assist the countries concerned in developing **budgeted three-year operational roadmaps** and establishing governance mechanisms to monitor the implementation of the N'Djamena Declaration.

By way of background, **the geographic blocs are multi-country platforms grouping together** the countries that participated in the N'Djamena conference according to their particular themes and common transboundary heritage. The Blocs also represent a set of transboundary protected areas and/or transboundary transhumance entry points. The three blocs include: The East, Center and West Blocs. Also, these Geographic Blocs form a unit, **a governance platform that monitors the implementation of the Declaration**. A list of the Co-Leaders of these Blocs is available at the end of this document.

The December 2019 Douala Conference held as a follow-up to the Ndjamen Conference, served as a forum for an in-depth review of transboundary efforts conducted in connection with the Ndjamen Declaration, including **the holding on 17 December 2019** of the first sessions of the Supervisory and Arbitration Committees (CBSA) of the Binational Agreement (BSB Yamoussa) between Cameroon and Chad and the N'Djamena Tripartite LAB Agreement (AT-LAB of N'Djamena) between the CAR and Chad.¹⁸ In the same vein, the first ministerial consultations between the DRC and CAR were held to discuss a transboundary agreement between the DRC and the CAR (a ministerial level meeting).

At the end of December 2019, the EU launched an Action Programme for Regional Integration and Investment in Central Africa (**PAIRIAC**) with a **budget allocation of EUR 9 million** for transboundary transhumance¹⁹. Still in December 2019, the FAO kicked off a Resilience Strategy project in the CAR.²⁰ **On**

¹⁷ http://www.pplateforme-pastorale-tchad.org/classified/Compte_rendu%C2%A0final.pdf

¹⁸ <https://archive.pfbc-cbfp.org/actualites/items/AT-LAB.html>

¹⁹ <https://ec.europa.eu/transparency/regdoc/rep/3/2019/FR/C-2019-8510-F1-FR-ANNEX-1-PART-1.PDF>

²⁰ <http://www.fao.org/3/I9314FR/I9314fr.pdf>

15 April 2020 the CAR and African Parks signed the Chinko Wildlife Reserve management contract. Also, the Bili-Uéré and Garamba NP management contracts were signed and came into force.

In August 2020, as part of the Békou Trust Fund's activities²¹, the EU published a report on transhumance entitled "Peaceful transhumance in the service of peaceful coexistence"²². On its heels, the International Organization for Migration (IOM) published a report on transhumance movements in the CAR in **September 2020**²³. The report is the result of data collected on transhumance movements in communities near the herders' travel corridors.

As part of efforts to implement the recommendations from the December 2019 Douala conference, the Co-Leaders of the Geographical Blocs worked from **May to September 2020**, with the CBFP playing a coordinating role, to develop a **three-year programmatic and budgeted roadmap** and a **political and diplomatic action sheet** for each bloc aimed at bolstering advocacy at the highest levels within the States. The activities envisaged by these roadmaps include supporting transboundary agreements, establishing a regional system for monitoring and regulating transhumant movements, promoting integrated and sustainable land use of protected areas in the sub-region, strengthening the fight against poaching by introducing alternative income-generating activities, community development in conjunction with strategies and mechanisms for the peaceful management of transhumance-related conflicts.

The roadmaps of the three geographical blocs for implementing the N'Djamena Declaration were developed in conjunction with State partners and regional and sub-regional organizations with the following partners leading the respective blocs: GIZ BSB Yamoussa for the West Bloc, WCS for the Center Bloc and APN for the East Bloc. The roadmaps are structured around the five expected outcomes of the N'Djamena Declaration as part of the above-mentioned programmatic logic framework.

The budget estimate proposed by the Leaders and Co-Leaders of the Geographical Blocs is based on each bloc's roadmaps drawn from the programmatic logic framework adopted by the countries concerned. The estimate totals EUR 143,265,000, broken down as follows: West Bloc: EUR 79,565,000; Center Bloc: EUR 35,300,000; East Bloc: EUR 28,400,000. The logical next step in this process is developing the countries' investment programmes and holding a donor roundtable at the next N'Djamena 2 conference.

Raising donor awareness on an ongoing basis: The CBFP Facilitator of the Federal Republic of Germany continuously conducted several advocacy campaigns, initially at high political levels in Germany and also by facilitating the organization of a donor meeting on the issue of transhumance.

July 2020: Regarding transhumance, there is a need to support community systems for managing local resources, which have long addressed competing demands from pastoralists and farmers for land use and water supply, but are increasingly dysfunctional due to multifaceted conflicts, uncontrolled migratory flows and climate change. Greater involvement in the cross-cutting issue of transhumance would further inform discussions around the issues of Climate - biodiversity - security. **Germany** stressed this point as an important theme worth exploring in the future during **its tenure as Chair of the United Nations Security Council in July 2020**.

In October 2020, the Facilitator of the Federal Republic of Germany, guided by the political and diplomatic action sheet of the geographic blocs, initiated some key steps towards its implementation, at the diplomatic and political levels in the Democratic Republic of the Congo and in Cameroon by hosting a high-level breakfast for the Heads of Mission of the countries concerned in the East and West Blocs. During the high-level breakfast, the Heads of Diplomatic Missions of the countries, based in Kinshasa and Yaoundé respectively, were briefed on the N'Djamena Declaration. The talks focused on transboundary agreements on transboundary transhumance, the fight against transboundary poaching and the effective management of transboundary protected areas in the countries concerned.²⁴

²¹ https://ec.europa.eu/international-partnerships/programmes/bekou-trust-fund_en

²² https://ec.europa.eu/international-partnerships/stories/une-transhumance-apaisee-au-service-dune-coexistence-pacifique_de

²³ http://www.platforme-pastorale-tchad.org/classified/Compte_rendu%C2%A0final.pdf

²⁴ **East Bloc– Update** - 12 October 2020 - October 12, 2020 - The implementation of the N'Djamena Declaration in the East Bloc gets a boost - Progress towards the DRC-South Sudan and DRC-RCA cross-border agreements on transhumance, anti-poaching, security, community development in implementing the N'Djamena Declaration. Learn more... <https://pfbc-cbfp.org/actualites-partenaires/Bloc-est-PFBC.html> - **West Bloc– Update:** 16 October 2020 - ... The implementation of the N'Djamena Declaration in the West Bloc gets a boost following the visit of the CBFP Facilitator of the Federal Republic of Germany, Honorable Dr Christian Ruck... Learn more... <https://pfbc-cbfp.org/actualites-partenaires/PFBC-bloc-Ouest.html>

In November 2020, an important article entitled "Where the central Sahel meets Central Africa, reflections on the Central African conflict" was published by Thierry Vircoulon in *Hérodote* 2020/4, (N° 179). From pages 56 to 72, he explains the issue of pastoralism, which has become a major security issue in the Central African Republic, reflecting a new regionalization of pastoral areas, as central Sahel communities shift towards Central Africa²⁵. The article helped to clarify the reports of the following studies: FAO (2015) The situation of transhumance and socio-anthropological study of pastoral populations following the 2013-2014 crisis in the Central African Republic²⁶ and the 2018 report of the ISS-FANSSA services on EU funding on the AX-24 entitled "Transhumance in the Central African Republic: a multidimensional analysis".²⁷

In December 2020 on the sidelines of the 8th CBFP Council Meeting, the CBFP Facilitation of the Federal Republic of Germany hosted a "Transhumance Day"²⁸ on December 9, 2020. During the event, the Co-leaders of the geographical blocs presented the progress of efforts and decision-making in their respective blocs, notably: (a) Progress in implementing the N'Djamena declaration within each geographical bloc; (b) The programmatic and budgetary roadmaps of the geographical blocs; and (c) The political and diplomatic action sheet for the CBFP Facilitation's advocacy efforts. Two major achievements of the "Transhumance Day" worth highlighting include (1) the West Bloc: the meeting of the Council of Ministers on the Yamoussa BSB transboundary agreements between Chad, the CAR and Cameroon on eco-development and eco-security, the fight against poaching in the Yamoussa BSB transboundary protected area complex, and,²⁹ (2) The four-volume report of the study commissioned by the GIZ / BSB Yamoussa project on transhumance in the BSB Yamoussa Complex and northern Cameroon which was presented in Kinshasa.

From December 2020 to date, as part of advocacy for the donor community's engagement with the issue of transhumance, a Cross-Sector Task Force on transhumance was established, in which the relevant units of BMZ, GIZ and KfW regularly exchange views on the issue. The Task Force reports to the Federal Ministry of Economic Cooperation and Development (BMZ) of Germany.

In March 2021, the German Facilitation commissioned a study, whose results will be published in the form of a Policy Brief on transhumance and (neo) pastoralism issues with specific reference to the Congo Basin forest ecosystems. Within the framework of transhumance monitoring, the German CBFP Facilitation participated in a webinar on **18 March 2021** organized by "Search for Common Ground and the Institute for Peace and Conflict Resolution". The webinar was entitled "Reimagining Peaceful Transhumance in Africa: What Can We Learn From Each Other?". A key takeaway from the webinar was that Reimagining Peaceful Transhumance in Africa should include conflict prevention at its core. To this end, the toolkit: "Tools for prevention and response in the Sudano-Sahelian region" is an effective instrument for all actors in conflict prevention, which must be integrated into all sectors.³⁰

5. Next steps – Where are we headed?

²⁵ Where the Sahel meets Central Africa, reflections on the Central African conflict (Thierry Vircoulon 2020, Dans *Hérodote* 2020/4, (N° 179), pages 56 à 72) (<https://www.cairn.info/revue-herodote-2020-4-page-56.htm>)

²⁶ https://fsccluster.org/sites/default/files/documents/RAPPORT_CONJOINT_FAO_DRC_CRS_TRANSUMANCE_RCA_Finalis%C3%A9_230415.pdf et <http://www.fao.org/resilience/resources/ressources-detail/fr/c/288036/>

²⁷ https://ecofaune.org/IMG/pdf/rapport_transhumance_final_fonds_bekou.pdf

²⁸ <https://pfbcbfp.org/actualites-partenaires/TRANSUMANCE-DAY.html>

²⁹ <https://pfbcbfp.org/actualites-partenaires/Rapport-LAB.html>

³⁰ Several tools of relevance to the implementation of the N'Djamena Declaration have been developed in recent years to prevent, mitigate and resolve transhumance-related conflicts namely: (1) Prevention: Paving the way for smooth transhumance movements (Dialogue prior to the migration season / a conference before and after migration (to assess previous agreements and prevent conflicts between communities), an early warning system, a compensation system, the establishment of a peace committee (multi-actor), demarcating migration routes and pastoral infrastructure; joint patrols / missions; infrastructure rehabilitation - (2) Address root causes and foster reconciliation: joint commission; community dialogue, trust-building measures and good offices (Recognizing that borders are porous. There is a need to identify transhumants at the border, baseline survey - Communities must be reconciled: considering all Fulani as criminals will not work, the negative narrative around the Fulani needs to be deconstructed, broken relationships between communities / nomads need mending, depoliticize crises within communities - Farmers and pastoralists: Not all transhumant pastoralists are criminals: criminals should be treated like criminals. Deconstruct the negative narrative around the Fulani. Pastoralists must be rehabilitated - (3) Strong political will - (4) Integrate local knowledge into the political process - (5) Mitigation measures: Communication and mediation are needed within the landscape of actors, in particular for the pre-planning meeting, Diffuse tensions when incidents occur: Mechanisms for diffusing tensions; Early Warning Mechanism ... (Source: Search for Common Ground and Institute for Peace and Conflict Resolution webinar. The webinar took place on Thursday, 18 March 2021 with over 100 delegates participating. Video of the event -[HERE](#). Recommended reading: Toolkit: Pastoralism and conflict: Prevention and response tools in the Sudano-Sahelian region. The toolkit helps users design interventions tailored to the needs of their context. It is broken down into eight sections, including an introduction and seven modules. Each module is tailored to a different sector and outlines 3-5 tools and strategies that can be used to address a particular level of pastoralism-related conflict: [Tool Kit - Transhumance](#) and Meta-analysis of literature, with over 300 sources: "Pastoralism & conflict in the Sudano-Sahel: A review of the Literature": https://www.researchgate.net/publication/347465818_Pastoralism_and_Conflict_in_the_Sudano-Sahel_A_Review_of_the_Literature -Pastoralism & Conflict: Tools for Prevention and Response: A self-guided learning resource to inform programs and policy in the Sudano-Sahel region of Africa: [interactive website](#)

With reference to the recommendations made during the “Transhumance Day” in Kinshasa in December 2020, the following actions have been proposed for the coming months of 2021 and possibly 2022.

- ECCAS should provide institutional and organizational support for transhumance in Central Africa as part of the search for a solution to peaceful transhumance in the sub-region and play a coordinating role in current or future initiatives;
- The Central African Protocol on Transhumance should be finalized and signed by the ECCAS Summit of Heads of State;
- Strengthen understanding and raise the visibility of the issue of transhumance at high political and diplomatic levels within the countries concerned and at the level of donors.
- ECCAS and IGAD ((with emphasis on border residents of the northern Congo Basin, Sudan, South Sudan and Uganda) should sign an MoU to collaborate in transboundary management of peaceful transhumance;
- Speed up the nomination of “World Heritage sites” and biosphere reserves within UNESCO and also address already nominated but endangered World Heritage sites in the geographical area of implementation of the Declaration;
- To public and private operators: promote PPPs and implement pilot taxation schemes in connection with transhumance management and actions geared towards developing the livestock production sector.
- Strengthen governance in the geographical blocs - **hold meetings of the coordination platform of partners in each geographical bloc extended to the countries and regional organizations concerned to:**
 - ✓ Have the countries adopt two of the above-mentioned products from the work of the geographical blocs, namely: the programmatic, budgeted roadmaps and the diplomatic and political action sheet.
 - ✓ Prepare / develop investment plans (extension of programmatic roadmaps) of the countries concerned as part of the implementation of the N'Djamena Declaration on transhumance, cross-border collaboration through concerted management of natural resources, peace and security and socio-economic development.
 - ✓ Launch preparations for N'Djamena II and a Donors' round table.
- Under the leadership of the Geographical Bloc leaders, major short-term actions should be undertaken within the following geographical blocs:
 - ✓ **East Bloc:** High-level conference of Ministers on transboundary agreements between the DRC and South Sudan and between the DRC and CAR on transhumance, biodiversity conservation, anti-poaching and eco-development. Given that Sudan and South Sudan are partial gateways to transhumance (very often armed), this would require that aerial and ground surveillance and other anti-poaching measures be put in place as a matter of urgency: an Anti-poaching and Eco-development Agreement could be a solution.
 - ✓ **Center Bloc:** High-level Conference of BSB Yamoussa Ministers extended to Sudan and South Sudan to extend transboundary agreements and specific protocols between Cameroon, CAR and Chad. This would entail facilitating a specific bilateral cross-border agreement covering (South Chad) Zakouma - Aouk and the protected areas of the North-East of the CAR (Bamingui Bangoran- Gribingui, Vassako-Bolo - Manova-Gounda).
 - ✓ **West Bloc:** (1) Develop an Atlas of transhumance from the Sahel to the Equatorial forest. The CBSA should adopt and validate the AGEOS-MINFOR-MEEP MOU (2) Lobby for Cameroon and Nigeria to sign cross-border agreements covering important transboundary landscapes: (a) Lake Chad in the Basin region + Waza + Mozogo Gokoro + Kalamaloué + Hadejia-Nguru baths + Baturiya wetlands + Tomba + Sambisa + Gujba (b) Bouba Ndjida; Bénoué; Faro; Béré Valley; Mbam & Djerem; Tchabal - Mbabo Yankari + Gashaka-Gumti (c) Cross River + Korup + Takamanda.

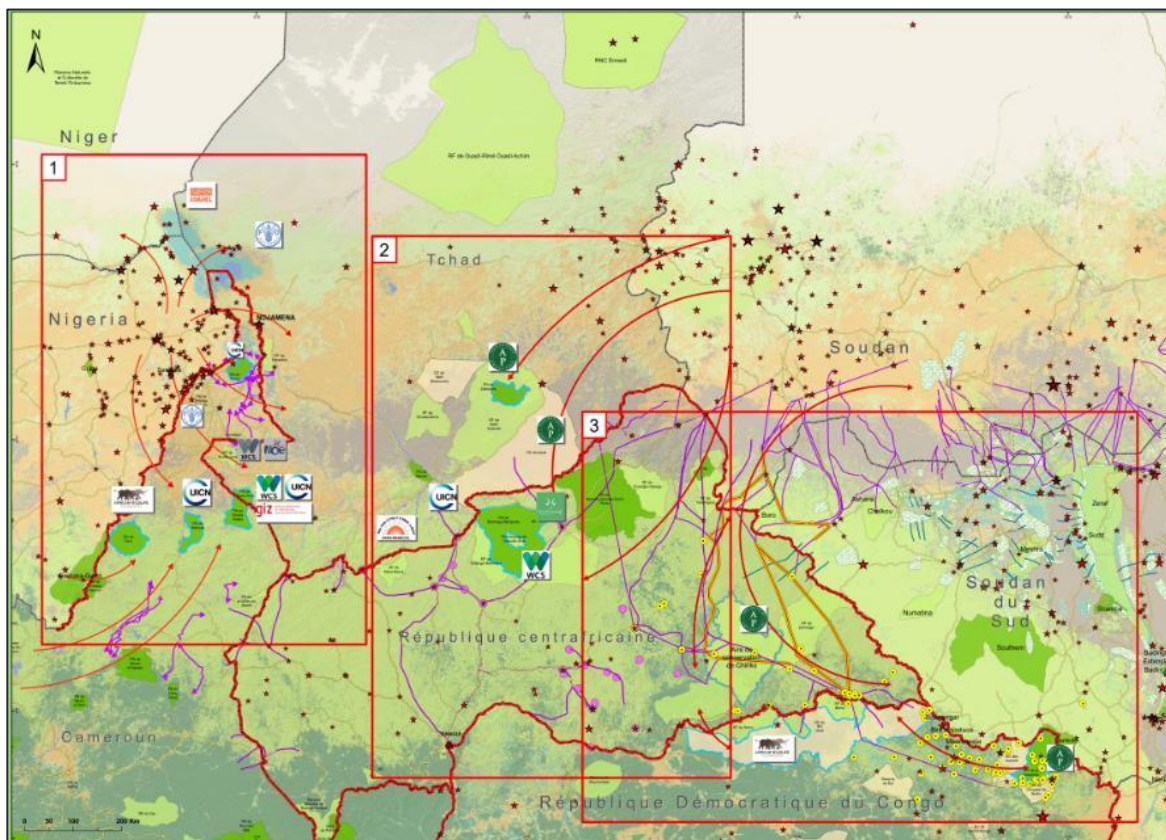
6. Maps - Area covered by transhumance activities in the Sudano-Sahelian region and Congo Basin



Map 1:

Africa's Sudano-Sahelian region is a distinct bioclimatic zone that spans some of the world's last intact wildernesses and is a high priority for wildlife conservation. It is also home to rural communities who rely on the land for their survival, including pastoralists.

Source: Matt Luizza Map



Map 2:

1. West Bloc
2. Center Section
3. East Bloc

N'Djamena Declaration: While the geographical blocs are not delimited in time or space, they are distributed according to the priority areas of intervention of the roadmap.

Source: OFAC map

7. Geographical blocs – A Platform for governance of and monitoring the implementation of the N'Djamena Declaration

N'Djamena Declaration: While the geographical blocs are not delimited in time or space, they are divided according to the priority intervention areas of the Road Map. Governance of the geographical bloc for the implementation of the N'Djamena Declaration and monitoring process. The blocs are subdivided according to cross-border protected areas and transhumance corridors from the North-West through the Center to the North-East of the DRC and also in consideration of security aspects. The Bloc is divided as follows. The Bloc is also subdivided according to trans-landscape boundaries: (BR) = Biosphere Reserve; (NP) = National Park; (WR) = Wildlife Reserve.

Bloc 1- West bloc centered around Lake Chad and comprising Cameroon, Niger, Nigeria, the CAR and Chad.

Leader: GIZ BSB Yamoussa; Co-leaders: WCS, AWF, UNESCO, IUCN, TRAFFIC, Africa Nature Investors (ANI);

FAO; WWF: the West Bloc is subdivided into trans-landscape borders. (BR) = Biosphere Reserve; (NP) = National Park; (WR) = Wildlife Reserve: Transboundary Landscape 1: (CMR - TCHAD - NIGER - NIGERIA: Lake Chad Region as a Basin: (listed as a provisional World Heritage site, World Heritage application file submitted) - Lake Chad Cultural Landscape (30 / 10/2018) CMR - Nigeria-Chad: CMR: Waza BR NP (listed as provisional World Heritage site) + Mozogo Gokoro + Kalamaloué National Park also in the process of becoming a transboundary biosphere reserve: Cameroon: BR national to be named as National - Nigeria: Chad Basin National Park (including the Chugurmi-Dugurma sector) (listed as provisional cross-border World Heritage site of the Chad Basin, World Heritage, application file submitted) - Hadejia-Nguru- Baden located in the Sudano-Sahelian zone, the proposed site includes the Bade Ngruru (BR) wetland, which was the first Ramsar site in Nigeria, and the Baturiya game reserve (GR), an ancient community forest. (identified as part of the Chad Basin Transboundary Interim World Heritage Site, WHS file submitted) - Hadejia Nguru Bade sector (part of Lake Chad National Park - Nigeria) - Baturiya Wetlands Hunting Reserve ((part of Hadejia Nguru wetlands but not part of Lake Chad National Park - Nigeria) - Tomba National Park BR Waza Complex + Mozogo Gokoro + Kalamaloué National Park + Tomba National Park, also in the process of becoming a transboundary biosphere reserve - Sambisa is a forest reserve - Gujba is a forest reserve. Transboundary landscape 2: CMR - Chad - RCA - Nigeria: CMR: PN: Boubou Ndjida (listed on the World Heritage Tentative List) also in the process of becoming a transboundary biosphere reserve - Bénoué NP, (listed on the World Heritage Tentative List) - Faro NP- Bélé Valley NP in the process of becoming a transboundary biosphere reserve - Mbam & Djerem NP - Tchabal - Mbabo WR. (Proposed NP). Chad: Binder Lére WR -: Sena Oura NP in the process of becoming a transboundary biosphere reserve - Nigeria: Yankari Hunting Reserve -: Gashaka-Gumti NP (listed on the World Heritage Tentative List) - CAR: (RB4) WR Nana Barya also in the process of being designated a transboundary biosphere reserve (Nana Barya WR was withdrawn from the process due to insecurity (shutdown due to rebel activities) - Cameroon - Chad - RCA: RBT to be named: The Boubou Ndjida NP complex + Mbéré Valley NP (Cameroon) - Sena Oura NP (Chad) - Nana Barya Reserve (CAR) Transboundary landscape 3: Nigeria-Cameroon: Cross River (NP) (Oban and Okwangwo divisions): Oban and Okwangwo (listed as part of the CRIKOT transboundary provisional World Heritage site) Nigeria also submitted the nomination of Oban and Okwangwo as biosphere reserves in 2020 - Korup NP (listed as part of the CRIKOT transboundary provisional World Heritage site) - Takamanda NP (listed as part of the CRIKOT transboundary provisional World Heritage site).

Bloc 2: CENTER bloc comprising the CAR, Chad and South Sudan and Sudan - Leader: WCS, Co-

leaders: APN: WR: Abou Telfane; WR: Siniaka / Minia - (RB5) NP: Zakouma - WR. Bahr Salamat - WR Aouk; WR Aouk-Aoukale; NP of Manda - WR: Melfi (Roukoun); RCA: (RB5) NP: Bamingui Bangoran- Gribingui, Vassako-Bolo - (RB5) NP: Manova-Gounda - St Floris - RR Ouandjia Vakaga; André Felix NP - Yata-Ngaya WR - South Sudan / Sudan: Random NP. The protected area complex in northeastern CAR and southern Chad. Zakouma-Aouck Protected Area System in Chad

Bloc 3: EAST bloc comprising the CAR, DRC, South Sudan and Sudan - APN Leader; Co-leaders: WCS: RCA:
WR Chinko; WR Zemongo; WR Zéné - South Sudan: Lantoto NP, Southern NP - DRC: Eastern and Western Bomu
WR: Bili-Uéré WR; Garamba NP; Azande WR; Mondo Missa WR; Gangala Na Bodio WR.

The following partners have cross-cutting ties to the blocs: ECCAS, COMIFAC, ECOWAS, CILSS, IGAD, OCFSA; OFAC; UNOCA, CORAF, OCHA, GABAC, CICOS, PASTOR project, UN Habitat, IOM, CEBEVIRHA, EMRC, CSAO, IRAM, Crisis Group, UNODC.

8. The six main expected outcomes of the N'Djamena Declaration implementation roadmap are presented below:

Outcome 1: A clear and specific multilateral legal framework - and multi-stakeholder cooperation mechanisms are established, enabling law enforcement agencies and wildlife management institutions to strengthen regional cooperation between national inter-sectoral organizations of the States covered by transboundary protected areas with a view to combating and stemming illegal activities.

Outcome 2: Strategies for managing the fight against poaching (Anti-poaching, AP) and transboundary protected areas (TPA) are effectively implemented by the wildlife managers of the protected areas concerned, in line with transboundary agreements and specific protocols / framework agreements.

Outcome 3: Transhumance activities are managed within a regulatory framework that fosters (is conducive to) sustainable management of the natural resources concerned, peace and security and the development of formal and equitable economic sectors for all stakeholders (at the local, national and sub-regional levels).

Outcome 4: The communication strategy for targeted protected areas and transhumance is linked to a concerted regional communication strategy that promotes Central African transboundary protected areas at the national and international levels with relevant global initiatives. Furthermore, a regional transhumance observatory for monitoring and regulating pastoral movements is operational 1) counting; 2) surveys; (3) Mapping (4) a warning system to prevent potential conflicts and monitoring; (5) Harmonization of data.

Outcome 5: Local and indigenous communities living in and around protected areas and other degraded areas enhance their livelihoods by developing value chains of economically and financially lucrative agro-pastoral products in the countries concerned (at the local, national and sub-regional levels).

Outcome 6: The security and peacebuilding challenges in each bloc are clearly articulated and so is coordination between the main intelligence services and United Nations peacekeeping agencies in biodiversity conservation and cross-border transhumance.