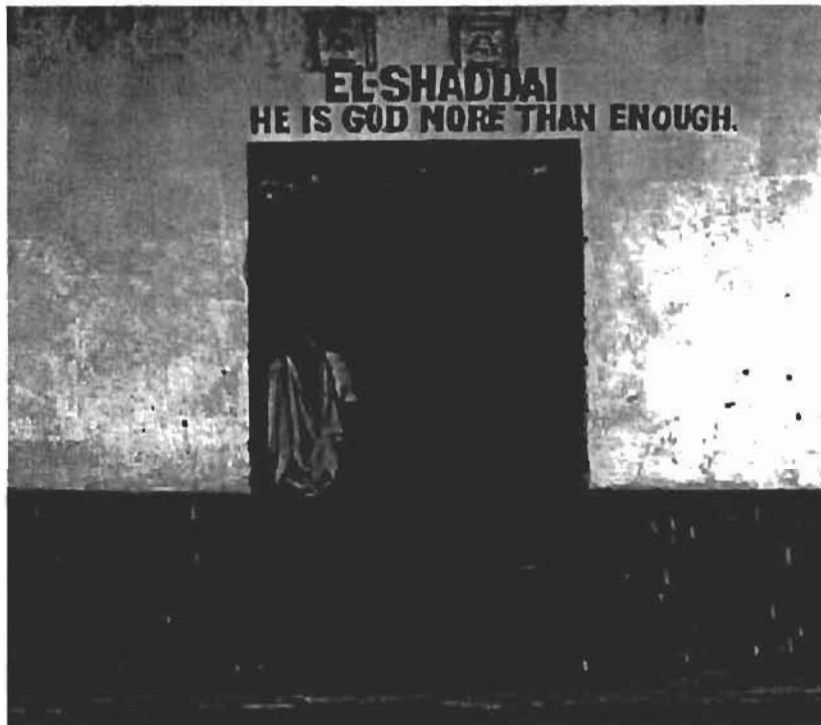


United Nations  Nations Unies

United Nations Co-ordination Unit Somalia
UNICEF Eastern and Southern Africa Regional Office

PASTORALISM AND POLICY IN THE HORN OF AFRICA

REPORT OF A SHIRKA AT ISIOLO



Rain and Peace, a Culture of Justice and Truth, Prosperity and Long Life

IDS 

Institute of Development Studies
Sussex

PASTORALISM AND POLICY IN THE HORN OF AFRICA

Introduction

There are over 20 million pastoralists in the Horn of Africa, who together contribute millions of dollars to the national economies of the region. Through years of war and drought, the livestock economy has remained resilient. Even though livestock producers and traders are continuously beset by barriers in the forms of chronic insecurity, inadequate infrastructure and inappropriate policies and laws, they have maintained a vital economic sector that enriches the countries of the Horn. The sector links them to each other, to the Gulf States and beyond.

Pastoralism is an economic and social system that incorporates highly refined resource management, productivity, trade and social welfare mechanisms. The arid and semi arid areas occupied by pastoralists constitute the greater proportion of the land mass of the Horn and are home to almost 100% of wildlife resources, much prized by the lucrative tourist trade. Over the centuries, pastoralists in the Horn have developed an evolved system that maximises production, while ensuring environmental stability in the lands they inhabit. Despite its central role and contribution to society, pastoralism has been challenged as outdated and unproductive, despite evidence that in terms of effective utilization of the vast drylands of the Horn, traditional livestock breeds and management systems have proved superior to their exotic cousins. Excepting food aid, the pastoralist sector has received few tangible investments in recent decades.

Removing some of the obstacles that prevent pastoralists from maximising their economic, environmental and social contributions to the nations of the Horn would have a significant dividend. Simple strategies have the potential to generate revenue, reduce conflict and reduce the enormous effort and wastage of perpetual emergency relief measures that are currently the norm. As an implementable target, the Pastoralist Parliamentary Group in Kenya is calling for assignment of a minimum of 10% of government budget to the pastoralist sector. Crucially, members of government right across the Horn have begun to call for participation of pastoralist people in formulating and implementing policies to address their economic and social marginalisation.

This report outlines some of these strategies and actions. Its focus is only on a part of the pastoralist sector in the Horn, because the sector is large and the issues are numerous. It is based on the results of a meeting (a Shirka) between people who come from or are working with the Somali and Borana areas of Somalia, Ethiopia, and Kenya.



The Hon. Abdullah Haji Wako, Assistant Minister for Health, Government of Kenya



The Hon. Mohamed Musa Awale, Minister of Rural Development, Somaliland

The report provides the reader with four primary resources:

- ☞ **AN EXPLANATION:** Why communication, participation and representation of marginalised communities is important in the fight against poverty and for economic strength in the Horn.
- ☞ **POLICY ADVICE:** How to develop justifiable, and implementable policies;
- ☞ **PROGRAMME IDEAS:** First steps towards effective, logical and implementable programmes;
- ☞ **PRACTICAL SCHEMES:** First steps towards action plans that promote stability, profit and sustainability.



Fatima Jibrill, Director, Horn of Africa Relief and Development Organisation, Puntland, Somalia

Background to the Shirka

In September 2000, the United Nations Co-ordination Unit for Somalia and the Institute of Development Studies, UK, embarked on a programme that aims to **enable people** and institutions in the pastoralist sector in the **Horn** to develop new and more effective ways of working together. The first step was to network with a diverse group of people from within the pastoralist community and from among those who work with it in local, national and international institutions. As a result of this dialogue, we organised a workshop, called a 'Shirka' to kick off the longer-term process, collectively planning how to take the initiative forward.

This is the report of the Shirka. It details the policy and programme proposals and practical steps required to set the wheels in motion. It sets out goals of better communication, participation, institutional response and more appropriate development, relief and services. It explains how the assembled participants are planning to act towards these goals. **All the strategies, ideas and information that follow in this report come directly from the participants of the Shirka.**



Mahboub Maalim, Acting National Co-ordinator, Arid Lands Resource Management Project, Office of the President, Government of Kenya

SUMMARY OF STRATEGIES

Policies for Government

Opening spaces for the voice of pastoralists in policy through:

- Encouraging constructive civil society by inviting representative groups to take part in district- and higher-level decision-making.
- Inclusion of pastoralist voice in national poverty policy plans, i.e. The Poverty Reduction Strategy Papers (PRSPs) in Kenya and Ethiopia and anti-poverty plans in Somalia and Somaliland.
- Agreeing with pastoralists new policies for livestock trade, livestock health and appropriate service delivery.



Mohammed Abdi Kulmie,
Director of Public Works,
Puntland, Somalia and Boku
Tache, SOS Sahel, Ethiopia

Programmes for International and National Organisations

Participation of pastoralists in design and implementation of development and emergency programmes through:

- Design of appropriate participatory processes for both development and relief programmes, increasing dialogue with pastoralist representatives and strengthening pastoral organisations.
- Reviewing and adjusting international agency policies, procedures and accountability systems to strengthen understanding of and attitudes towards pastoralism and pastoralists.



Daud Tari Abkula, Director,
Friends of Nomads
International

Strategies for Civil Society

Increasing the effectiveness of advocacy efforts and communication by pastoralists' own organisations through:

- Working towards incorporation into national policy processes through effective and constructive advocacy by civil society organisations themselves.
- Strengthening organisation of pastoralist civil society, making themselves truly representative, and forging links between organisations in different locations and at different levels. Requesting advice, training and monitoring from independent bodies where required.

Strategies for Business

Improving the climate for economic development in the pastoralist sector through:

- Increasing investment in vital infrastructure for the livestock trade. Private entrepreneurs will seek loans and financing. They will call for adjustments to the law where necessary to allow changes in market structures.
- Institution and implementation of region-wide animal health certification procedures to facilitate export of healthy livestock and high quality livestock products to international markets.



Bashir Hassan Yusuf,
Meat Exporter, Puntland

THE IMPORTANCE OF THE COMMUNICATION INITIATIVE

This report is about using co-operation and communication to find new ways to support the pastoralist sector. Beyond this, the underlying purpose of the Isiolo Shirka is to demonstrate the potential of a new way of working for all sectors; an approach that we intend to develop in the Horn under the name of the 'Communication Initiative'. This co-operative approach is about incorporating the voice of marginalised groups within the debates and development initiatives of any sector.



The purpose is to generate effective and well co-ordinated policies and programmes, supported by active contributions from a range of actors. These contributions need to be effective in reducing poverty and inequality, increasing stability and improving economy, otherwise they are pointless.

A New Way of Working

The Shirka itself is an example of this new way of working and a starting point for the initiative. It brings together high level government and international officials with people who live close to or at the grassroots and allows them to develop ideas together. This process assists diverse people to communicate, disagree, negotiate and eventually agree on practical steps forward. In order to do this effectively, it needs very clear facilitation, structure and commitment. Otherwise such a variety of voices will be only chaotic, and will not be able to build new and useful ways forward.

Facilitation provides two elements:

- ☉ *Potential for changing attitudes between people of 'higher' and 'lower' status:* People have a chance to respect one another and build on good ideas, whatever their source. This results in better information for making policy and programme decisions, better understanding of the complexities of emerging situations and better ability to agree on effective plans;
- ☉ *Bringing together people with different or conflicting perspectives and agendas:* This creates a check and balance that prevents a process being monopolised by a single self-interested group. One group is enabled to challenge another until agreement is reached. Good facilitation can help diverse people get closer to true consensus rather than merely allowing the most powerful to dictate direction.



Elements of the Approach on a National Scale

To translate the Shirka's method into one that functions at a national or international scale is complex, but possible. It relies on the same elements as the Shirka:

- ❶ A willingness by the powerful to open the doors to cooperation with the people, in particular the marginalised.
- ❷ Organisations of marginalised people that are representative and seek to fulfil the rights of the marginalised.
- ❸ Skilled and unbiased facilitation services that can provide the platform and the structure for the parties to meet, make decisions and implement change.

❹ *Willingness by the powerful to open the doors to cooperation with the people, in particular the marginalised:* This can come from internal or external influences. In the case of Somalia, for example, there is anxiety to incorporate the views of the people in order that government may find legitimacy and the country may find lasting peace. In the case of Kenya, there is internal pressure from civil society organisations coupled with an unprecedented opportunity offered to them by government to be engaged in poverty reduction policy. This opportunity is partly based on external pressure from the World Bank and IMF, who are linking concessional loans to poverty reduction strategies that incorporate the voices of civil society¹.

❺ *Organisations of marginalised people that are representative and seek fulfilment of the rights of the marginalised:* These are part of what is often called 'civil society'. Citizens, not government officials, manage civil society organisations. They are business and non-governmental organisations. They include pastoral associations, trading groups, cooperatives, women's organisations, environmental protection organisations, minority rights organisations, academic and technical bodies, research initiatives, professional



Dr Richard Hogg, Senior Social Development Advisor, DFID and Sadia Ahmed, Director, PENHA



Wario Galma, ActionAid Kenya

¹ For further details, see McGee, Rosemary and Norton, Andy. "Participation in Poverty Reduction Strategies: a synthesis of experience with participatory approaches to policy design, implementation and monitoring", IDS Working Paper 109, May 2000, Institute of Development Studies, UK

associations, business associations, religious bodies and labour unions. The role of civil society in this initiative is to communicate, represent and to provide structures through which the poor and marginalised can communicate with the makers of policy. Through these channels people can seek fulfilment of their rights by seeing that policies are made and implemented that treat them as full citizens and that development and relief programmes are designed with their agreement.



Sahid Ibrahim, Unicef Consultant, Ethiopia

- ☉ *Skilled and unbiased facilitation services that can provide the platform and the structure for the parties to meet, make decisions and implement change:* These services may be provided by outsiders (in the early stages of a process outsiders can be helpful), or by internal structures and civil society groups who provide mediation and negotiation services.



Applying the Approach in the Horn

The pastoralist system has many features that require a regional overview, namely the mobility of its human and livestock populations, control of livestock diseases and issues of trade. On a regional level, there is an overarching strategy for this communication initiative that will tackle regional issues while tying the country initiatives together. The UN and Institute of Development Studies will continue to offer facilitation for this work as required.

There are also numerous legal, political, environmental and social differences that demand action plans unique for each nation and sub-region. In each country of the Horn the steps forward are different:

In Kenya, where both government and civil society are well established, but where cronyism and corruption mar their co-operation, the strategy will be to work with an alliance of civil society groups, who can ensure representation of pastoralists and communication between pastoralists and government. In Kenya, one alliance has rallied around the formulation of the Poverty Reduction Strategy, which will define the allocation of forthcoming government anti-poverty budgets.

In Ethiopia, where government is strong and pastoralist organisations weak, it will be useful to repeat the Shirka exercise for people from local government and the pastoralist sector, to explore together whether they would benefit from adopting the communication approach. Ethiopia is also preparing a Poverty Reduction Strategy and pastoralists and government may wish to use this as the focus of their consultations together. The challenge is for the pastoralists to work with local and central government to strengthen economic and nation-building efforts.

In Somalia and Somaliland, there is a long way to go before the emerging administrations, civil society and outside facilitators can be strong and diverse enough to achieve full representation and communication. However there are some excellent initiatives on the table, notably those put forward at this Shirka, where the administrations have opened their doors to invite dialogue with marginalised peoples. Facilitators need to offer impartial services now, to help strengthen civil society to respond to these openings.



Abdilkadir Adam Chito,
NORDA, Kenya



Yvon Madore, Senior Humanitarian
Officer, Office of the Regional
Humanitarian Co-ordinator for the
Drought in the Horn of Africa

Risks

- ☞ Every group involved in such a process has its own agenda and self-interest to look after. Underlying every consensus is a range of beliefs and interests that may be in direct opposition to one another. The challenge is to develop alliances and principles of accountability that are able to channel self-interest towards general social good, because in a stronger economy, a stronger nation and a stronger community, lies the possibility of achieving a stable and productive environment in which to live, work and prosper.
- ☞ The second challenge is to find enough facilitation, leadership and organisation to give these initiatives the chance to get going, to keep on course and not to waste time or resources. These processes need a sense of purpose, enlightened leadership and good, clear structuring. They do not necessarily need new structures – a rush to create new committees is not always the answer, unless older formats have been proved corrupt or unrepresentative. But the changing national and international environment does demand continuous upgrading of civil society's own skills. In the case of Kenya, for example, civil society groups have been fighting for many years to be included in policy decisions. Now they have been invited in and are faced with a huge task. Pulling together rapid consultation that represents the voices of millions of poor people to policy makers will not be easy.
- ☞ It is not enough to say that communication and participation are needed alone. People need to communicate and participate around a particular issue and activity that they agree is of importance. In Somaliland, for example, NGOs have suggested that the environment is a major issue – but that may not be the first priority of the pastoralist. An issue that people from all levels feel needs urgent attention and where change can be envisioned and achieved is an important source of motivation.
- ☞ Not all pastoral organisations can be expected to be representative or effective and those put in place by outsiders may not be the strongest. Pastoralists and organisations can agree together the fundamental criteria for what they consider to be appropriate for civil society groups that are supposed to represent the interests and channel the voices of the poor.



Dr Pat Johnson, UNDP Focal Point, Puntland, Somalia

- ☛ International organisations will continue to be a major influence on the process of change, because they have resources. It is not enough to point out that millions of dollars reside within the pastoralist sector, or within government. International money will continue to exert a major force on what people participate in and what they say about their needs. Agencies are interested in changing their own attitudes, but it is not just personally difficult to start being more open to influence from the poor, but also institutionally difficult. It is not an easy task to move from this stance:

“they have to trust us, we have the money”²

to:

“we are custodians of your money and we wish to work with you on how best to allocate it”

But, as many can vouch from countries and organisations all over the world who have moved in the direction of including the poor and marginalised in decision-making processes, change is possible and worth fighting for.

Outcomes of the Communication Initiative

Ultimately pastoralists are looking for improvements in the security of their position as economic and social actors³. This will be manifest in higher productivity, access to economic opportunity, profit, good services (education, health and water) and functional infrastructure. It will also be manifest in their rightful and responsible inclusion in political and decision-making processes as well as in the organisation and usefulness of their civil society.

In order for government and international organisations to contribute to making these desires a reality, they need a process that will deliver best value for money and fair distribution of resources. That means that policies and programmes must be politically intelligent, efficient and they must be collaborative efforts with or have the agreement of the people.

² This was a comment overheard at the workshop

³ See Annex 1, Visions

The communication initiative offers the following first steps towards these ends:

- ☛ For programmes in which people feel adequately represented and respected, the initiative offers models and methods of consultation, participation, organisation and facilitation, which civil society, government and agencies can all use for themselves and for their links to one another. This Shirka is an example of the communication methodology. The work of the War Torn Societies Project in Somaliland and Puntland is another example.
- ☛ For programmes that are efficient and cost effective, the initiative offers information: Who knows? How many are there? Who has done this before, what lessons were learned? What will be the impact of this intervention? What are its costs? What are its risks? Who agrees with this intervention? Who will resist it or support it? What do they want, what do we want?
- ☛ For a fairer distribution of resources, this initiative offers conflict and consensus. It offers the possibility for different actors to argue constructively over allocation of resources rather than being angry recipients or ill-informed decision-makers. It offers a means to negotiate and eventually agree on priorities and courses of action that are seen to be fairer. It should be understood by decision-makers that it also offers to communicate information about what policies and programmes are *supposed* to deliver – so that they can be held to account.

Failure to meet these basic requirements has been a fundamental reason why international and national programmes in pastoralist areas have so often failed in the past. Poor understanding of the dynamics of pastoralism and of the impact of interventions has led to a catalogue of failed projects and wasted resources at best. At worst it has led to destruction of pastoralist culture and high rates of vulnerability to drought and conflict.

The Participants

40 people attended the Shirka, which was held at the Bomen Hotel in Isiolo, a Kenyan district town on the southern boundary of the traditional homelands of the Somali and Boran pastoralist people.

Participants came from government and local administrations, including:

The Hon. Abdullahi Wako, Assistant Minister for Health, Kenya; John Chege, Isiolo District Commissioner, Kenya; Mahboub M. Maalim, Acting National Project Co-ordinator, Arid Lands Resource Management Project, Kenya; Fatuma Abdi Kadir and Dr Adan Bika, Arid Lands Resource Management Project, Kenya; the Hon. Mohamed Musa Awale, Minister of Rural Development, Somaliland; Youssuf Warsame Mireh, Director of the Range Department, Somaliland; Mohammed Abdi Kulmiye, Director of Public Works, Puntland; Ali Mohamed Abdi, Department of Commerce, Puntland;

from the bilateral donors with a particular interest in pastoralism:

Dr. Diana Putnam, Director, Food Security Office USAID REDSO; Dr Richard Hogg, Senior Social Development Advisor, DfID, Eastern Africa; Dr Friedrich Mahler and Mila Font, European Commission, Somalia Unit; Dr. Catherine Masitsa, European Commission, National Project Officer, Kenya;

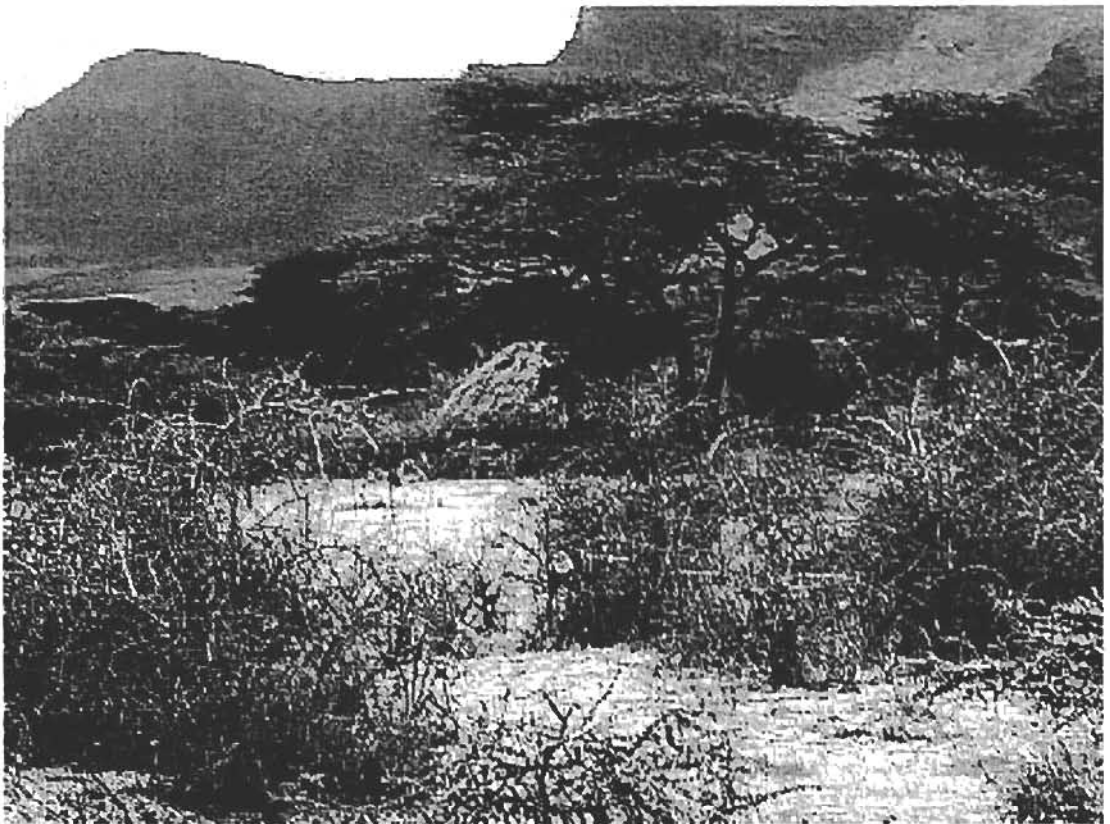
and members of the United Nations:

Dan Gustafson, Representative, FAO, Kenya and Somalia; Yvon Madore, Senior Humanitarian Officer, OCHA, Horn of Africa; Elly Oduol, Senior Programme Officer, UNDP, Kenya; Dirk Boberg, Senior Programme Officer, UNDP, Somalia; Dr Pat Johnson, UN Focal Point, Puntland; Buzz Sharp, Chief Technical Adviser; Nisar Majid and Aw Dahir, UN FSAU, Somalia; Andre le Sage, Humanitarian Affairs Officer, Alastair Scott-Villiers and Magure Warobi, UNCU, Somalia; Ted Chaiban, Regional Emergency Adviser, UNICEF ESARO; Hussein Golicha, UNICEF Kenya; Sahid Ibrahim, UNICEF Ethiopia; Marcoluigi Coursi, UNICEF Somalia;

and from the pastoralist community and its advocates:

Daudi Tari Abkula, Friends of Nomads International, Kenya; Sadia Ahmed, Pastoralist Environmental Network for the Horn of Africa, Somaliland; Fatima Jibrill, Director, Horn of Africa Relief and Development Organisation, Somaliland; Abdi Umar, Kenya Pastoralist Forum, Kenya; Dhahaba Daud, Emergency Pastoralist Assistance Group, Kenya; Sora Adi, GTZ Senior Expert, Ethiopia; Boku Tache, SOS Sahel, Ethiopia; Jarso Mokku, Regional Co-ordinator, ActionAid; Hussein Haji Abdullahi, Kenya Livestock Marketing Council, Kenya; Abdullahi Dima Jillo, Wario Galma & Mohammed Hallo, ActionAid Kenya; Calum McLean, ActionAid ESCA; Faiza Warsame, Somalia; Anwar Awad, Somaliland; Abdilkadir Adam, NORDA, Kenya; J.J. Falana, Kenya; Bashir Hassan, Puntland; Teshome Assefa, SCF, Ethiopia, Esther Mehbratu and Patta Scott-Villiers, IDS, UK.

KENYA



Kenya

The State of the Pastoralist Sector

Unfair Trading

Pastoralists in Kenya put livestock offtake and marketing at the top of their list of priorities for sustaining the already dynamic and resilient system of which they are a part. Livestock for slaughter come into Kenya from surrounding countries, yet her own pastoralists complain of not being able to sell their stock for a fair price. Increasing the amount and quality of meat that is supplied to the Kenyan market by Kenyan pastoralists is a primary concern.

The issues they have to deal with are lack of infrastructure, restrictive marketing, antiquated livestock health policies, poor security and weak governance. They give an example: during the recent drought, when the cattle price collapsed for stock owners, the price of meat in Nairobi stayed high, because pastoralists couldn't get their meat into the market. In a more accessible market, the cattle owners could have sold their meat to customers in the capital for a reasonable price. But meat prices are kept high by a marketing system that only allows slaughtering at two locations in the capital and where a small number of merchants control sales. The marketing system was devised some decades ago, on the basis that livestock would be sent down to the capital on the hoof, fattened, slaughtered and sold. The system never worked well and it is time for change.

Inadequate Laws, Policies & Interventions

Livestock health is very important to pastoralists, yet quarantine laws are antiquated and ineffective. Pastoralists occupy two-thirds of the land mass of Kenya yet receive only a tiny proportion of her investment into infrastructure and services.

Pastoralists in Kenya are also critical of international interventions. Emergency programmes are slow to start and usually fail to integrate with the community's own mechanisms. Service interventions by both government and international organisations often interfere with pastoralist natural resource management systems. New boreholes, for example, can cause conflict and environmental degradation, if effective mechanisms for protecting surrounding grazing are not negotiated. Taking away the rights of pastoralists to organise the management of their land and resources has led to numerous problems.



J.J. Falana, Marsabit, Kenya

The Essential Institutional Arrangements for Participation and Representation

Kenya is very fortunate in terms of pastoralist civil society and opportunities from government. There are several Ministers and Assistant Ministers in Parliament and Members of Parliament with pastoralist backgrounds. There are a small number of organisations of pastoralists at national level who advocate for pastoralism. Business people have recently formed a new group, the Kenya Livestock Marketing Council, in a bid to help change outdated laws and policies. At the district level there are some much-admired programmes that involve pastoralists, such as the Arid Lands Resource Management Project, a decentralised government programme in which pastoralists participate to a significant degree. ALRMP investigates and understands pastoralist issues and helps build civil society in the form of pastoral associations at grassroots and district levels. It provides mechanisms through which pastoralists can channel their interests.

Despite this, pastoralists are still not effectively included in the decisions of service providers or of international development and emergency agencies. Although the elements of a representative system, from grassroots to national level are already present, effective representation of pastoralists in political decision-making processes is still far from a reality. The government has, for example, been working with the World Bank, donors and civil society to formulate the Poverty Reduction Strategy (PRSP) for Kenya. The interim document is complete, yet it contains only brief mentions of pastoralists in the entire text. The PRSP will be the basis for lending from the Bank, it will influence bilateral programmes and it will influence government's own poverty reduction decisions. If pastoralism is to develop, then it needs to be represented in this and other key government strategy papers.



Abdikadir Adam Chito,
NORDA, Kenya and Dr
Friedrich Mahler, EU Somalia

STRATEGIES AND ACTIONS

Pastoralist Participation in National Development Processes

The goal is to improve participation of pastoralists in the national development process of Kenya. This can be achieved by strengthening institutional arrangements and linkages between grassroots and policy levels. There are five strategy elements:

- Ensuring the incorporation of the voice of pastoralists within the World Bank/Government of Kenya consultative process for the Kenya Poverty Reduction Strategy Paper. The Pastoralist Strategy Group, a new organisation of pastoralists, their representatives and agency members has been formed and accepted by Government for this task⁴. IDS will provide technical assistance. The outcome is expected to be a more effective allocation of resources towards pastoralist anti-poverty priorities.



Abdi Umar, Kenya Pastoralist Forum

- Strengthening pastoralist associations in the arid and semi-arid areas to help advise on programme design, implementation and monitoring. This has already been initiated and will continue to be led by the Arid Lands Resource Management Project. Other agencies attending the Shirka who are working on this include UNICEF and ActionAid. The outcome is expected to be better-informed, more effective projects with greater support from 'beneficiaries'.
- Strengthening national pastoralist organisations advocating for change in processes and policies relating to live-stock, markets and other issues of relevance to pastoralists. IDS has been requested to provide technical assistance:
 - Kenya Pastoralist Forum (land tenure, civic education and constitutional reform)
 - Pastoralist Parliamentary Group (policy and legislation)
 - Kenya Livestock Marketing Council (livestock marketing, credit and investments)
 - Arid Lands Resource Management Project (institutionalising pastoralist issues within Government, designing better services and programmes with pastoralists)
- Forming UN and donor working groups on pastoralism in Kenya to lobby international institutions and influence national and international policies relating to pastoralism. The outcome is expected to be greater understanding by national and international bodies that will lead to more appropriate allocation of resources and better-targeted services.

⁴ The Pastoralist Strategy Group for the PRSP was formed at the Isiolo Shirka on 1 November and it held its first meeting in Nairobi on 6 November. It has now been invited by the Government of Kenya to join the PRSP process to represent the voice of pastoralists. The group will be visiting IDS for a week on November 28th as Visiting Fellows.

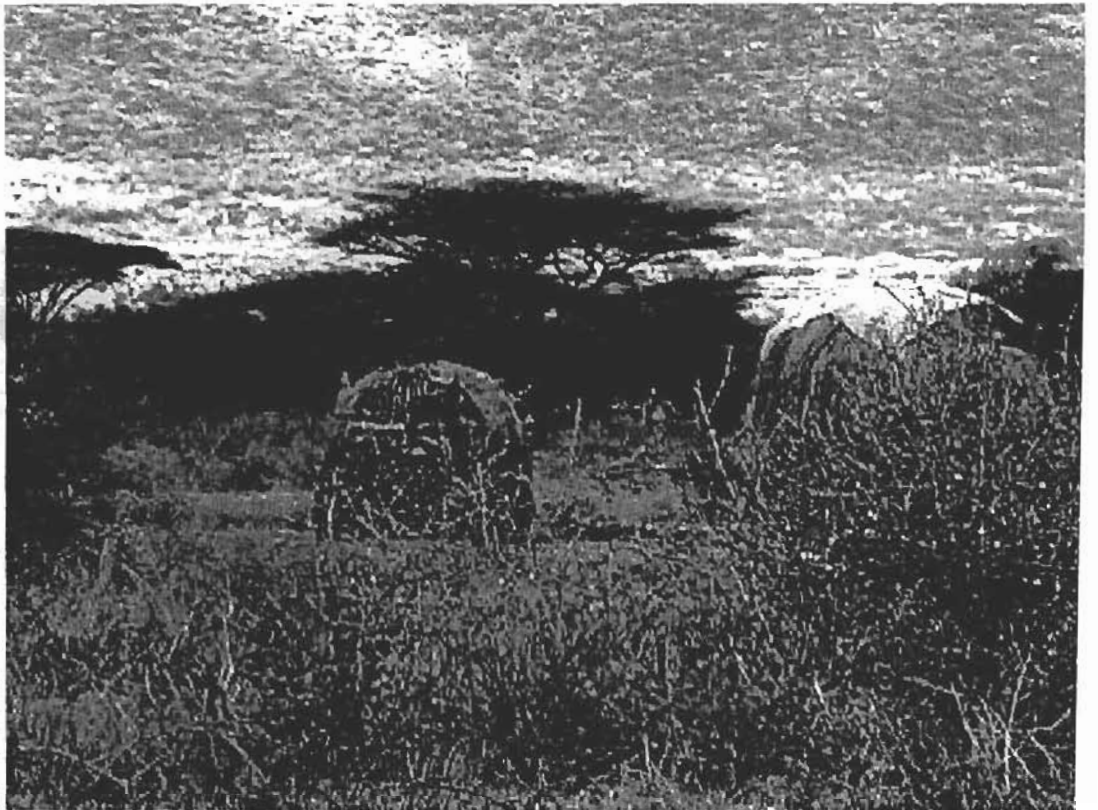
- **Establishing a UN desk on pastoralism** to institutionalise pastoralist issues within the UN and donor system. FAO will make an international staff person available to work on pastoralist issues for Somalia and Kenya. UNDP Kenya will also put the question on the agenda of the next Drought Management Team meeting. This will raise the profile of pastoralism with organisations that are important to the sector.

With these changes in institutional arrangements, doors for dialogue will begin to open around all the areas of key concern to pastoralists:

- ☉ Working with government of Kenya on marketing and quarantine laws, policies and programmes.
- ☉ Pressing for investment and loan financing for marketing infrastructure.
- ☉ Providing government and international agencies with opportunities to learn about pastoralism.
- ☉ Designing appropriate emergency programmes together.



ETHIOPIA



Ethiopia

The State of the Pastoralist Sector

There are 29 pastoral groups in the country numbering some 6 million people or slightly less than 10% of the total population. 60% of Ethiopia's land is occupied by pastoralists and it supports an estimated 36 million livestock, constituting a substantial national resource.

Marginalisation of Pastoralism and its People

Known as *zelay*, which literally translates into 'the wanderers' or 'people who roam around for no apparent reason', in Ethiopia pastoralists are marginalized from the political and economic mainstream. Pastoralism is not recognized as an economic or social asset to the country, despite its contribution to national income.

The Impact of Regionalisation

The pastoralist sector is not well represented within the federal government. Pastoralists are spread across a number of regions so they do not speak with a unified voice about their economic needs and communication with and between them is fragmented. Their regions do not have good infrastructure, which means the people are further isolated from the centre.

Inappropriate Early Warning for the Livestock Economy

Ethiopia has a detailed national early warning system operational in most parts of the country, but it was mainly designed around the needs of farming regions. There is no system specifically adapted to the pastoralist areas. Pastoralists do have intricate early warning systems of their own, but government and NGOs largely ignore these.

Unsuccessful Land Policies

Successful management of livestock and the environment in the arid lowlands depends on mobility. Pastoralists are constantly negotiating with one another and with other land users to agree on rational use of natural resources. However, government no longer recognises traditional grazing rights and agreements. Instead, it has experimented with limiting mobility, in the hope of rationalising pastoralist land use practices. Mobility has become a source of conflict.



Sora Adi Senior Expert, Pastoral Networking and Policy Advocacy, GTZ, Ethiopia



Agricultural extension is also a matter for concern because it offers such potential for stimulating the livestock economy. Most agricultural policy makers have backgrounds in farming rather than pastoralism and they tend to offer pastoralists the same extension packages as farmers. Ethiopia's agricultural extension system has not yet incorporated the needs of the pastoralist sector, and is not yet ready to provide good advice on new technologies that would contribute to upgrading the economic potential of the sector.

STRATEGIES AND ACTIONS

To tackle these problems, it is essential to support pastoralist communities who wish to build their own capacity to voice their concerns, to develop and manage projects and services appropriate to them, and to develop more effective communication with government and international agencies.

There are two immediate opportunities for pastoralist groups and communities to articulate their needs and strengthen their capacity:

Pastoralists can be invited to participate in the national consultative process towards the formulation of Ethiopia's Poverty Reduction Strategy Paper (PRSP).

Pastoralists can be consulted on the response to the current drought, identifying their priorities and self help mechanisms and developing appropriate early warning mechanisms with government and international organisations.

Participation in the PRSP for Ethiopia

Stimulate appropriate federal and regional government policies on pastoralism through participation of pastoralists in the consultative process on the PRSP for Ethiopia.

Key poverty reduction outcomes for pastoralists will include: land tenure, property rights, conflict resolution processes and mechanisms, livestock marketing, access to basic services and economic infrastructure. Key actions will include:

- Define a strategy to establish an institutional framework for consultations with participation by pastoralist communities.
- Initiate workshops with government, donors and all potential stakeholders to ensure knowledge about the PRSP in Ethiopia.

- ☞ Ensure that poverty-reduction issues voiced by pastoralists are included in the Poverty Reduction Strategy Paper (PRSP).

Consultation on Drought Responses

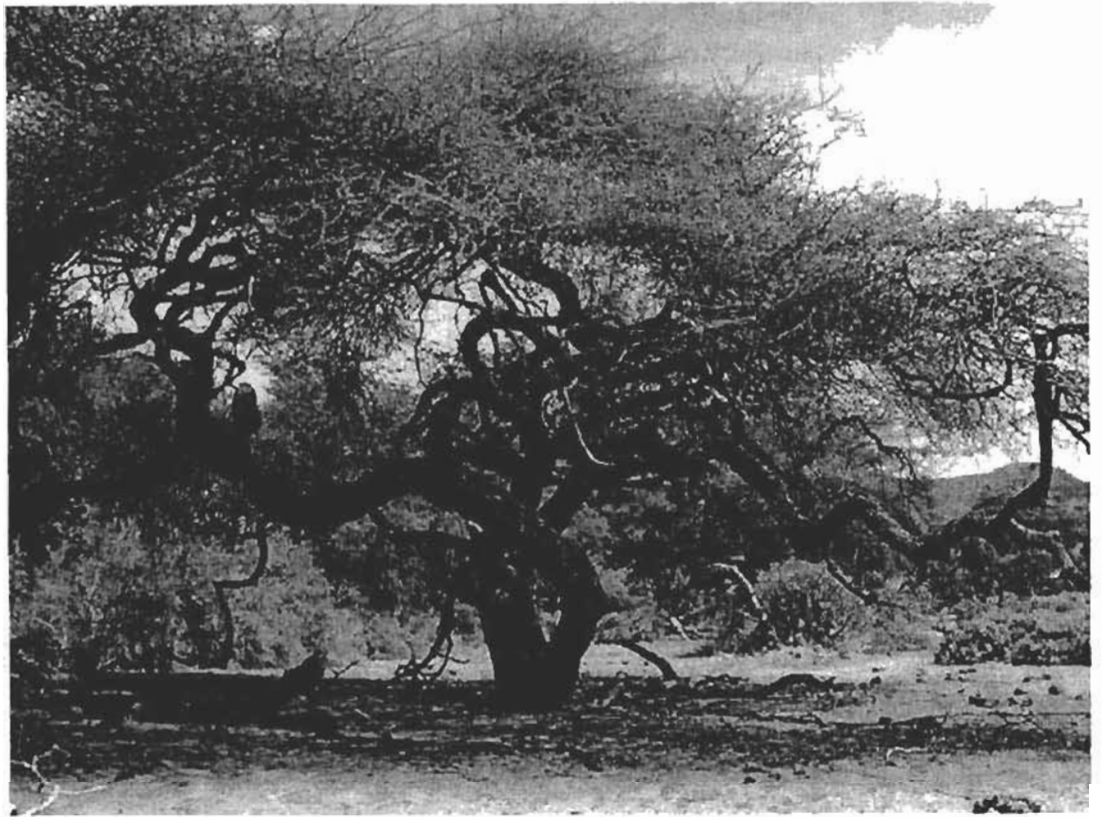
Review current early warning system and needs assessment methodologies to make them compatible to pastoralist realities.

- ☞ The UN will assist with revising the current early warning system in consultation with pastoralists, to design a system that works for pastoralists. The system should take account of main sources of livelihood, indigenous knowledge and coping mechanisms. Pastoralists and local government should also have an opportunity to define appropriate emergency needs assessment methods together. The outcome is expected to be that early warning and emergency project design is efficient, believable and achievable (so emergency response is rapid and appropriate).

Work with pastoralist communities to build their capacity in voicing their concerns and managing projects and services appropriate to them.

- ☞ Develop and implement projects and strategies for emergencies and post-drought recovery that are based on participatory approaches. The outcome is expected to be projects that have the support of the community.

SOMALIA



Somalia

The State of the Pastoralist Sector

Despite years of insecurity and lack of investment, Somali pastoralists have continued producing and trading large quantities of livestock. One of the most significant problems currently facing the sector is the ban on livestock exports from the Horn as a result of cases of Rift Valley Fever in Yemen and the Gulf. This is the second time the disease has caused problems in two years, demanding immediate and sustained action to prevent damaging losses of revenue. Another area of concern is the livestock market itself: producers complain that they do not get fair prices for their stock and are calling for regulation of the profit relations between producers and traders.

Loss of Faith in International Aid

For the people of Somalia and for pastoralists in particular, there has been a huge loss of faith in the usefulness and appropriateness of international aid. Aid agencies have found it very difficult to communicate with local communities and to make appropriate decisions. They have been hampered by insecurity and political instability. In their haste to deliver aid, agencies have found themselves naively supporting self-interested, self-styled leaders. The UN, in particular, have been criticised for trying to do too much in too many places, and therefore being unable to do it well. The United Nations needs to admit its mistakes and its limits and propose changes in the way it works with pastoralists, before it can regain their trust.

Poor Communication and Information

While there is a surfeit of co-ordination between international organisations in Nairobi, there is a general lack of information and communication between stakeholders at different levels. Local authorities and international agencies alike find few opportunities in their busy programmes for adequate direct contact and dialogue with pastoralist men and women.



Aw Dahir, FSAU, Somalia



Ali Mohammed Abdi,
Department of Commerce,
Puntland, Somalia

STRATEGIES AND ACTIONS

The aims for Somali pastoralists are to improve aid partnerships, improve understanding between different interest groups and to promote local initiatives. This strategy is primarily covering actions in Puntland. For **other** parts of Somalia there will need to be further consultations before strategies can be developed.

There are four key strategic areas:

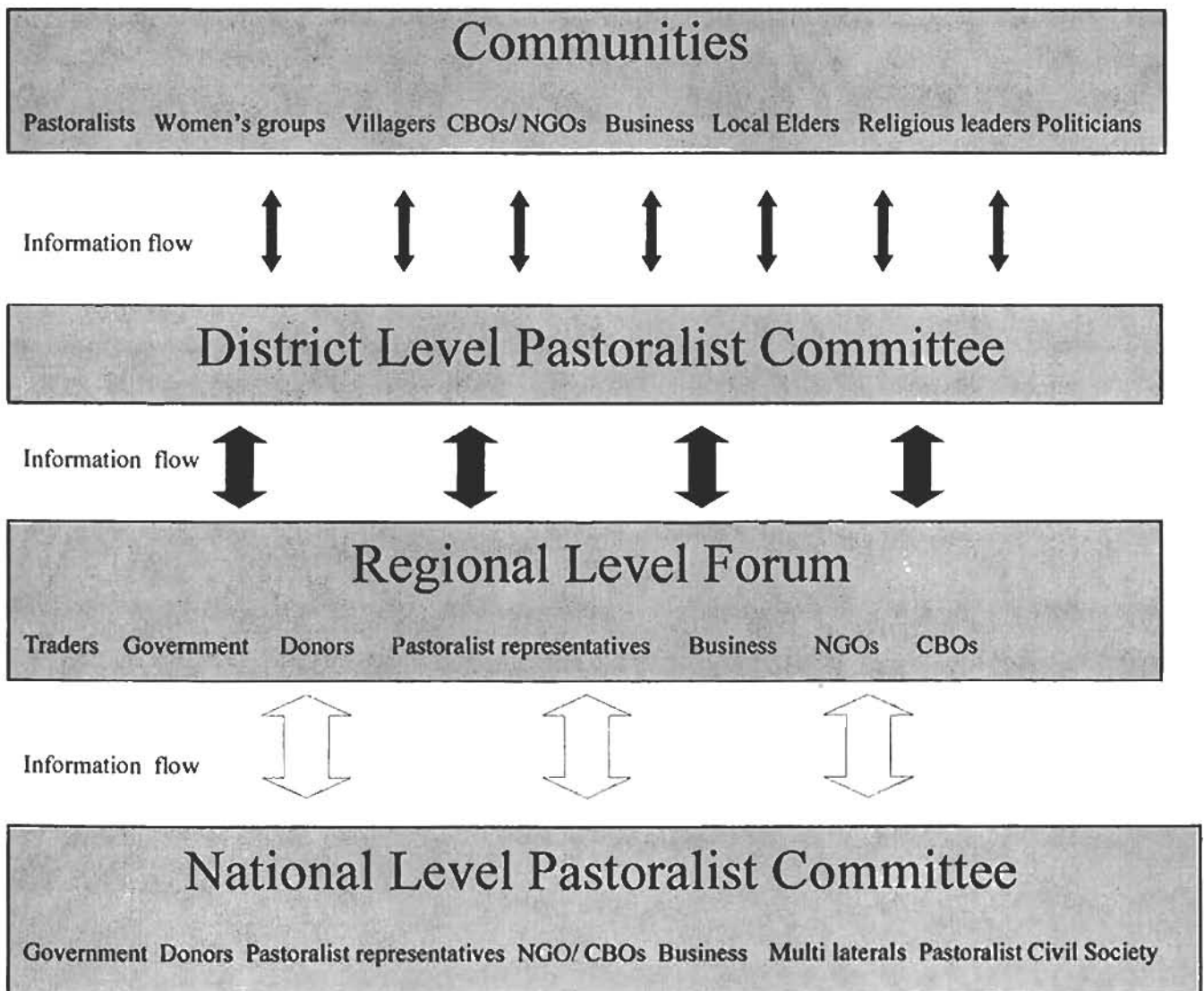
- ❶ Dialogue with and support to valid community based organisations and **local co-operatives**. The outcome is expected to be **more appropriate programmes** with greater community support and contribution;
- ❷ Creating public forums for amplifying the voice of pastoralists, raising awareness of the actions and responsibilities of representatives and recognising women's new socio-economic role. The outcome is expected to be better links into the community for the administration and outside agencies and better-targeted programmes for pastoralists;
- ❸ Sharing information between pastoralists, government and regional organisations;
- ❹ Mobilising for local early warning and developing good rural-urban links and co-ordination.

Puntlanders propose to put in place the Puntland Pastoralist Committee, a new representative structure supported by the administration, UNCU, local NGOs and FAO. The Puntland Government representatives will be putting forward the proposals for this structure to the Council of Ministers in November 2000.

- ❺ UNCU, Horn Relief, FAO and business representatives will meet with the Somalia Aid Co-ordination Body to propose the Puntland Pastoralist Committee structure as a mechanism for **pastoralist representation** with international organisations. Ministers, business representatives and CBOs will meet **with** colleagues to do the same and will invite the War **Torn** Societies Project and other interested actors to join the process.

- ☛ Puntland Pastoralist Committee (PPC) will meet in Puntland in January 2001. UNCU and CBOs will engage in dialogue with pastoralists to invite them to a district level Shirka with the PPC. This process can build on the UNCU/FSAU workshop held at Jeriban earlier in the year, which was a vehicle for initiating more appropriate and participatory planning.
- ☛ The way ahead will be decided based on the outcome of the proposed district level Shirka.

The Puntland Representation Structure



SOMALILAND



Somaliland

Trends in the Pastoralist Sector

Indigenous Knowledge

Pastoralism is an age-old way of life that has only survived because it serves a purpose and is highly effective. Indigenous knowledge is a social glue holding this way of life together. This knowledge has been ignored and marginalised by government and international organisations, and as a result, pastoralists are beginning to lose the knowledge themselves. Young people, in particular, are losing interest in pastoralism because of the many tempting packages and benefits that are being offered to farmers, to which pastoralists have no access. This is potentially very dangerous for a country like Somaliland whose land and resources are so well suited for pastoralism. Even in Somaliland, the word for pastoralist now can mean an 'uncivilised' or 'primitive' person.



Fatima Jibrill, Horn Relief,
Somaliland

Rapid Change

Somaliland is witnessing rapid change – population is expanding, land is being degraded and more people are moving into settlements to take advantage of water and other services. Dissolution of traditional treaties for resource management have led to land grabbing, land enclosure and conflict. As a result, many young people are leaving the pastoralist lifestyle and moving to urban areas where they find few economic opportunities.

Threats to Trade

Livestock trading remains the central concern for pastoralists in Somaliland. The current ban on livestock exports to the Gulf highlights the lack of health control and health certification systems. Without these, the market will not develop and the sector will encounter increasing stress.

STRATEGIES AND ACTIONS

Mobilization and participation of pastoralist communities: creating a government extension service which links with district level pastoral associations

Given the central role played by pastoralism in the economy and social system of Somaliland, the strategy calls for support to pastoralism, while creating alternative economic opportunities. This means increasing the political participation of pastoralists in order to tackle the following issues:

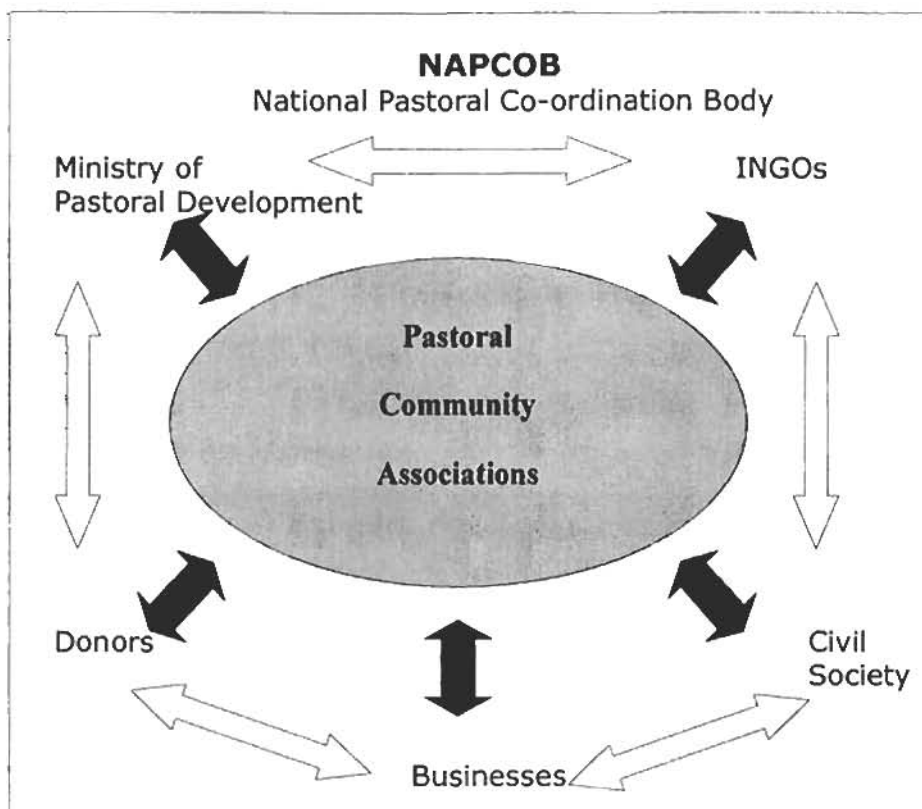


Faiza Warsan

- Allocation of appropriate percentage of government revenue to the sector to promote investment in infrastructure such as transport, markets and economic diversification, to control major livestock diseases and to put in place effective drought contingency planning.
- Respect for traditional pastoral production systems, securing legal status of pastoralist land tenure and ensuring freedom of movement for herds, people, wildlife and trade for sustained management of natural resources;
- Respect for and support to effective pastoralist organisations, strengthening their organisation and representation and capacity to lead bottom-up advocacy.

The Somaliland group propose the following actions in support of the above:

- Establish a National Pastoralist Co-ordination Body (NAPCOB) to lobby with NGOs and donors, work with pastoral associations to increase the voice of pastoralists, link with regional and international groups and institutions and advise on and develop programmes with pastoralists.
- Support district pastoral associations as a means of pastoralist representation in government fora, including NAPCOB.
- Provide vocational training opportunities for pastoralists.



Commitments at Different Levels:

Government Ministers

- Putting policy and strategy in place for forming pastoral associations and the extension service;
- Co-ordinating with FLARDE (fisheries, livestock, agriculture and pastoral development);
- Attracting financial contribution from government.

Pastoralist Environmental Network, (PENHA)

- Making financial and technical contributions in developing pastoral associations at district, regional and national levels through training and capacity building;
- Providing co-ordination services.

International NGOs

- Providing technical expertise and liaising between communities, governments and agencies.

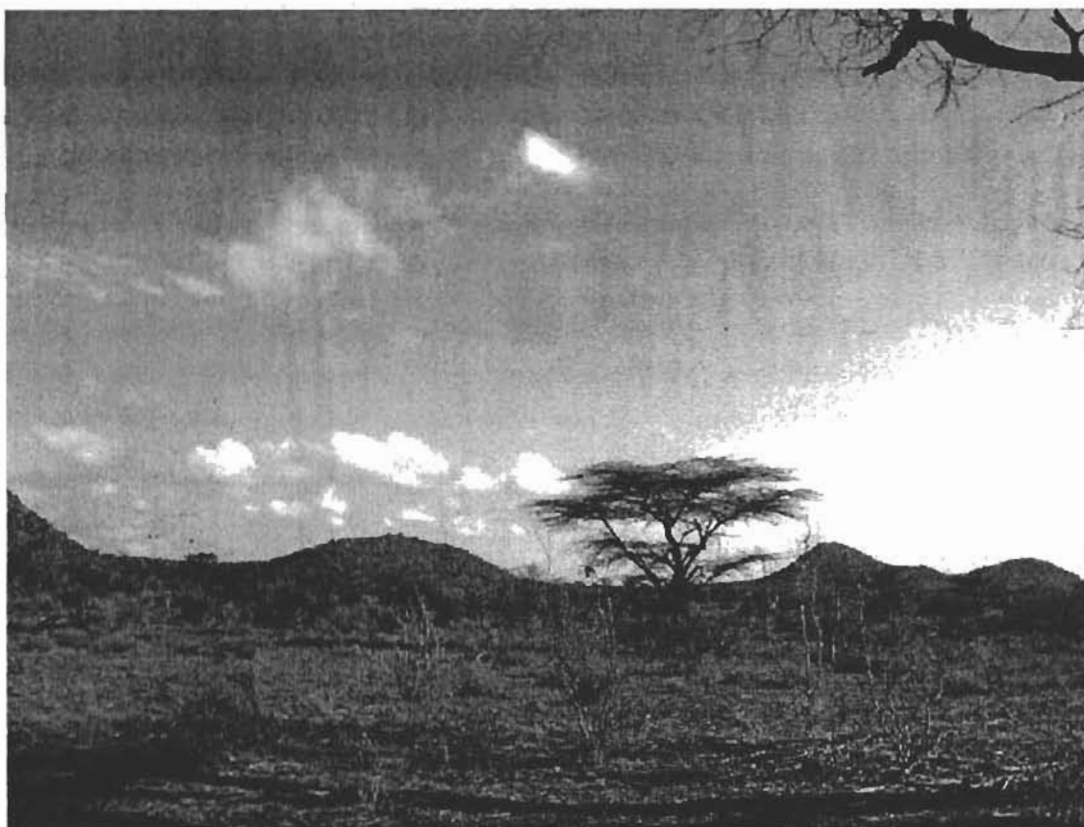
UN Food Security Assessment Unit (FSAU)

- Joining NAPCOB, strengthening links with government and developing proposals;
- Contributing to building innovative communications mechanisms such as community radio.



The Hon. Mohamed Musa Awale, Minister of Rural Development, Somaliland

THE REGION



Regional Issues

Livestock disease is not restricted by national boundaries. The recent decision to impose a ban on livestock export from the countries of the Horn of Africa has illustrated the need to develop communication and co-operation around livestock issues. Lifting the ban and once more freeing up the huge potential of the livestock economy in the Horn will be based on co-ordinated disease control and high level representation with governments.



Diana Putman, USAID, Dhahaba Daud, EPAG, Teshome Assefa, SCF, Patta Scott-Villiers, IDS, Jarso Mokku, ActionAid, Elly Oduol, UNDP

In addition, exchanging information about effective policies for livestock and pastoralism between the different nations will allow co-ordinated responses to threats and opportunities. Exchange of experience will also allow countries and organisations to learn from one another's difficulties and successes.

STRATEGIES AND ACTIONS

The region needs to develop means of co-operation, information exchange and most importantly regional policy change to support the livestock economy and the pastoralist way of life.

The programme includes three key strategic areas:

- 1 Information exchange for co-ordination and best practice;
- 2 Facilitation of communication and organisation to generate local, national and regional capacity to continue with information exchange and economic policy development;
- 3 Policies for livestock health certification and movement of livestock and livestock products in the Horn, to generate economic growth.

Information Exchange

Establish a regional system for two-way flow of information between pastoralist communities and outsiders.

- ☛ There is much scope for improving two-way information exchange between pastoralists and other decision-makers regarding food security, economy and ideas for best practice in development and emergencies. Other important topics will be livestock marketing information, early warning systems and relevant research into relief and development. This can include both traditional and modern sources of knowledge and explore different communications media. FSAU (the Food Security Assessment Unit) is committed to exploring this area in Somalia, IDS will provide technical assistance on participatory methodologies.
- ☛ Pastoralist groups are strongly committed to continuing to exchange information and experience between one another within the region, in order to strengthen the process of institutionalising their representation in the political and economic spheres of each country. IDS, starting in Kenya, will support this process through their work with the Pastoralist Strategy Group (PSG) on the PRSP. The PSG and the UN will be a resource to civil society initiatives in Somalia, Somaliland and Ethiopia, organising exchange visits and helping out with policy analysis, organisation building and programme planning.
- ☛ The EU will be funding Novib to investigate the capacity of civil society in Somalia and Somaliland with a view to providing appropriate support to organisational development for active and representative groups.
- ☛ Considerable research exists on the sector, which is both useful in itself and in understanding the paradigms under which people are labouring. USAID will review what relevant applied research and research capacity is available and will prepare a brief paper on the subject. USAID will also look into the potential for developing an information 'hub' in the region for research results. The EU also propose to develop links with similar initiatives currently ongoing in West Africa.



Ted Chaiban, UNICEF
Mila Font, F
and Andre leSage, U



Jarso Mokku, Action
Regional C

Health and Quality Certification System for Livestock

- ☉ The Food and Agriculture Organisation (FAO) will take immediate steps on the issue of instituting a Horn of Africa livestock health and quality certification system within a five-year period. FAO is leading a mission in January 2001 to visit countries of the Horn, Yemen and the Gulf States. This will be done in co-ordination with other regional bodies (PACE, OAU-IBAR, FAO-Sudan, Ethiopia, OLS, SACB, and EU). Within this overall framework, a regional group will address the current livestock export ban, providing analysis and recommendations for limiting negative economic impact.

- ☉ The EU-supported PACE programme (Pan African Programme for the Control of Epizootics) run by OAU IBAR (Organisation of African Unity Inter-African Bureau of Animal Resources) already has a significant regional animal health programme that includes:
 - capacity enhancement of local administrations;
 - promotion of private veterinary services;
 - development of an animal disease surveillance and information system;
 - eradication of Rinderpest.

- ☉ EU Somalia intends to use links established at this meeting to extend 'capacity enhancement' to community levels in Somalia and Somaliland.

- ☉ Once a proper health and certification system is underway, USAID will be contacting IGAD to investigate possible improvements in protocols regarding movement of livestock and livestock products across borders within the region.

THE WAY FORWARD

The Regional Communication Initiative

Generalised calls for communication, representation and participation are easily ignored. This initiative will not be useful unless directed towards action and achievement. It will need to be invested with considerable effort, commitment and skill. The various groups present at Isiolo all went away with specific commitments to fulfil and the United Nations and the Institute of Development Studies are committed to continuing to help monitor, and encourage the various strategies designed at Isiolo both regionally and locally. It is incumbent upon the UN to promote the pastoral sector through networking and mobilising and to ensure institutional shifts within its own agencies by incorporating participatory approaches to planning and monitoring. Without such a comprehensive strategy, the UN would continue to be distracted by issues such as information collection, early warning, etc, without addressing the problematic of marginalised pastoral communities.



In order to do this, we will create a small facilitation unit for the Communication Initiative, to operate across the Horn of Africa with membership and support from OCHA/UNCU, FAO and UNICEF ESARO⁵. UNCU and IDS will prepare a proposal covering a small number of personnel and funds for travel and workshops. The objectives of this framework would be to utilise the expertise, training and networking skills of IDS as a partner. The team could be at the service of UN Agencies to provide an interface with pastoral activists and communities and to provide assistance on specific outcomes, such as better analysis, or appropriate programme design. They would also have strong pastoralist links and would provide connections with pastoral initiatives (e.g. on the country PRSPs) and linkages with networks to ensure institutional change.

⁵ OCHA: Office for the Co-ordination of Humanitarian Affairs, UNCU: UN Co-ordination Unit for Somalia, FAO: Food and Agriculture Organisation, UNICEF ESARO: UN Children's Fund, Eastern and Southern Africa Region Office.

UN Resident Co-ordinators will need to build this into UNCT work-plans for 2001 and in particular emphasise to UN Agencies that unless UN adapts its approach to pastoral communities, then the UN will continue to fail to provide appropriate humanitarian or developmental support.





Suggestions for Improved Communication between Officials and Pastoralists⁶

Institutional Change

1. Learn about pastoralism: Before pastoralists can be effective in initiatives and dialogue with international institutions, there needs to be a change in the manner in which pastoralists are perceived. People at all levels need to understand who pastoralists are and understand the importance of pastoralism as a way of life. More advocacy and improved education would help, especially within international institutions, as they tend to be particularly ignorant of pastoralist issues.

There is an urgent need for trust to be repaired if communication is to be improved between pastoralists and outside agencies. Indeed, building up sufficient trust is probably the most obvious prerequisite for improved understanding. To do this, government and international employees need to learn not to look down on pastoralists and the pastoralist lifestyle. There is also a need to empower government offices that work directly with pastoralist groups.

It is essential that international institutions start to disseminate information gathered on pastoralist issues, and that such information is fed back to pastoralists in a manner that they can use and learn from.

⁶ This is the report of the "Communications Principles Group" at the Isiolo Shirka, recorded by Esther Mebrahtu

2. **Decentralise power:** International institutions need to decentralise power and decision-making if they are to co-operate with pastoralist communities. However, only appropriate people with the right attitudes will facilitate better communication.

3. **Clarify goals:** Before talking about improved communication, officials should first understand what they are aiming at. Are international institutions aiming to improve the choice of pastoralists as to whether or not they wish to leave the pastoralist lifestyle? Or concentrating their efforts on improving conditions such that pastoralists are encouraged to stay within their lifestyle? Whose responsibility is this question? Clear goals are a prerequisite to clear discussions.

4. **Take time:** In their rush to get things done, outside agencies frequently find it difficult to identify the people who truly represent pastoralist communities and often choose the wrong people. Finding the right partnerships and the right civil society groups takes time. Decisions need to be verified with pastoralist communities themselves, particularly the poor among them. Take time and talk.

5. **Learn from mistakes:** All too frequently international institutions are ready to quit their collaborations with communities when problems arise. They should be willing, or at least not afraid, to fall flat on their faces several times before getting it right with communities. Misunderstandings and getting it wrong are all natural parts of the process.

6. **Understand gender:** Better participation of pastoralist women is essential for more representative dialogue. As part of this, it would be valuable to do more research into the underlying basis for livestock ownership between women and men in pastoralist societies. Men are not individuals in pastoralist communities and as such the concept of ownership is far more complex than may be anticipated. Pastoralist women are ready to work with international and government institutions if approaches are appropriate. Children of pastoralists also need to be consulted.

Pastoralist Civil Society

1. **Be Representative:** Pastoralist civil society groups claiming to be representative should strive to be truly representative. Pastoralist associations may be a vital conduit for voicing the concerns of pastoralist communities to national government and international institutions. These associations can also be critical for challenging abuse and fighting for rights, but they must also be able to demonstrate clearly to pastoralists, government and outside organisations that they are representative and accountable.



2. **Be Represented:** Pastoralists should take an active part in government, while remaining in close contact with their communities, as an essential step towards reducing marginalisation.

3. **Co-ordinate with others:** Pastoralist communities are often fragmented and they would benefit greatly from better co-ordination between them.

4. **Build organisational capacity:** There is a great need for building up organisational capacity within pastoralist groups, as this is the only way to hold international institutions accountable. Downward accountability within international agencies is seriously lacking and pastoralists need to call for it.

5. **Transcend borders:** National boundaries inhibit cohesion between the various pastoral groups and thus their abilities to collectively identify and express their needs. Pastoralist groups from different countries need to find ways to continue to meet and communicate, making use of opportunities provided by international agencies without being co-opted by their agendas.

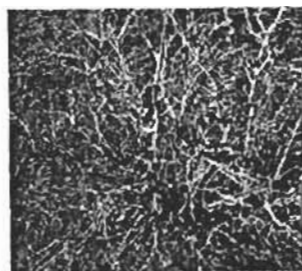
Working Together

1. **Set up regional groups:** A regional task force, led by representatives of pastoralist associations, and comprised of all key stakeholders, could be established.

2. **Strengthen structures at all levels:** Community mechanisms need to be in place before pastoralists can establish a strategic framework for dialogue and co-operation with aid agencies. For this to occur, it is critical that the capacity of pastoralist communities, local government, national government and international agencies should be built up *simultaneously*.

3. **Agree on active collaboration:** Just talking to pastoralist representatives is not enough, people need to be actively involved. Communities should contribute to planning, implementing and evaluating projects with international institutions and should contribute intellectually, physically or financially.

4. **Learn to trust each other:** All parties need to be aware that people may adopt the rhetoric of participation in order to appropriate the resources they want. Everyone should stop 'crying wolf' if trust is to be built up. It is incumbent on international organisations and local organisations to spend adequate time together and to challenge each other to be transparent.



5. ***Adopt innovative methods:*** Consider using forms of communication and negotiation that give less powerful people the opportunity to speak and be heard. For example, try establishing community radio as a means of facilitating communication between pastoralists and international institutions. Or try using traditional communication methods.

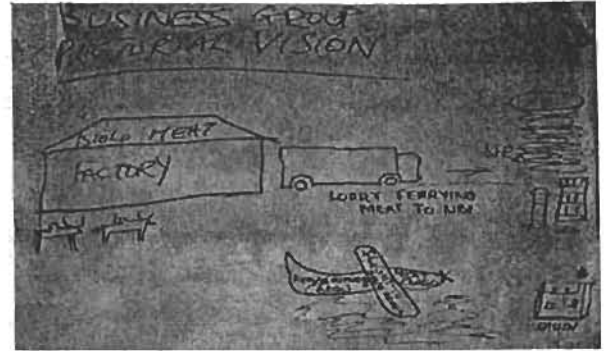


ANNEX 1

VISIONS – How things could be in five years time...¹

Business Vision

- ◆ Security prevails
- ◆ Enabling governance prevails (an enabling legal framework and national marketing policies)
- ◆ Effective livestock services deliver:
 - Water supply,
 - Disease surveillance and efficient public and private response system,
 - Feed lot system,
 - Abattoirs/slaughterhouses,
 - Cold chain
- ◆ Infrastructure is functional (markets, roads, transport, stock routes)
- ◆ Production improves
- ◆ Markets are expanded, diversified and stable
- ◆ Foreign investment and partnerships have increased
- ◆ Credit and investment capital is available and accessible
- ◆ Local, regional and global forums promote business co-operation



Pastoralist Vision

- ◆ Traditional pastoral systems are respected
- ◆ There are bottom-up regional and national networks for advocacy
- ◆ Pastoralists are connected for information exchange and lobbying
- ◆ UN/donors/NGOs are closer to the ground
- ◆ There is freedom of movement for people livestock and goods
- ◆ Contingency planning is effective
- ◆ Pastoralism is diversified economically
- ◆ Appropriate percentage of government revenue is assigned to pastoralist sector
- ◆ There is land ownership legislation for pastoralists
- ◆ Landscape is improved and resources better managed
- ◆ Major livestock diseases are eradicated or controlled
- ◆ Physical infrastructure has improved
- ◆ Pastoralists can access appropriate technology
- ◆ Education has improved and become appropriate



Fatuma Abdulkadir, Arid Lands Resource Management Project, Kenya

¹ These five visions come from different working groups at the Shirka.

FAO, Dan Gustafson

‘The Livestock Taskforce of the SACB is keen to come to a consensus on what should be done in the livestock sector, especially by international agencies. We want to hear from pastoralists and their institutions on how we can focus our efforts. We never know enough and we need to inform ourselves and develop a consistent approach. This moment in history is critical – what do we do next? The external view was that pastoralists were about to vanish, but no, it’s a resilient system and one that does change with the times. The current drought crisis gives the sector attention and gives urgency to our search for solutions.

‘As there is no government in Somalia, there is a tension, as we can dictate policy rather than working with local structures. However, we want to work with local structures and regional administrative bodies to raise the visibility and voice of pastoralist communities, which would otherwise be lost.

‘In Kenya the most successful decentralised programme in government is the Arid Lands Project (ALRMP). It is successful but fragile, especially since the drought in Kenya has been very severe. It has developed district-based early warning and response based on the pastoralist production system.

‘There has been a lot of complacency. People use a standard set of explanations about what goes on in the sector. It is not obvious why the situation is as bad as it is in the pastoralist areas. It isn’t obvious why production has stopped growing. So we need the pastoralists to tell us. They need to take things forward from here and we will follow.

‘Finally, it makes great sense to deal with pastoralism on a regional basis as well as on a community basis. This workshop should allow for discussion at both levels.’

USAID - Gerald A. Cashion and Diana Putnam

‘We need to look at the whole pastoralist system and develop a holistic contextual understanding, but we can’t deal with it all at once. We would like to understand the aspirations of people within the sector. We would like to learn about pastoralist networks, for example those between the merchants and the Gulf States. What is pastoralism today and how is it changing and adapting? Donors may be shoving old ideas down the throats of pastoralists.

‘Key issues for us are what policies, and what practical regional programmes are the priorities? For example, we would like to know what kind of regional food security interventions do pastoralists think are important? We can then look to see what we have in our portfolio of interventions to address these priorities. We would like to develop relationships of partnership, not supplicance.

‘There is a distinction between short, medium and long term interventions. The emergency institutions are not ready for the long term. They would find a briefing about pastoral productions systems very useful in making emergency preparedness a reality.’

UNICEF - Ted Chaiban

‘There is pressure on UNICEF, because we believe in bottom-up process, but we want practical outcomes. There is a lot we need to know: from what is a pastoralist to how many pastoralists are there? How are people represented and how are they organised? We would like the workshop to generate practical suggestions as to how we can use participatory methodologies to come up with priorities and strategies. We want practical implications for five-year plans: we want to develop our strategies for working with pastoralists, particularly women, in ways that respect people’s rights.’

Friends of Nomads International, Daudi Tari

‘We don’t want just another workshop, we must have a real plan at the end of this one. The pastoralists know their needs, they know their problems, and they know their system. They want action, like a livestock marketing programme or policy.’

‘We want better programmes based on changed relationships. I worry that this will not be serious business, that the international organisations are not committed to understanding pastoralists and to implementing appropriate programmes. I think that international organisations do not trust pastoralists and they fear losing power if they allow them to participate. We feel that we do not own the programmes and that they do not consult our feelings. Technical programmes may just need to be very efficient, but pastoralist programmes need the participation of the people to work well. The big problem is engaging the people. Another problem is that government is corrupt and it impedes the efforts of donors.’

‘The way we should run the Shirka is to use the Somali/Boran way of meeting. The aim is to arrive at decisions through consensus, not to vote. The meeting has a chair. Everyone has the opportunity to talk and there is not much fixing of time. There is no domination by any one person and a speaker is never cut off or interrupted. Everybody listens. Proposals are made, and supported. Dissent is expressed, and people will try to argue for proposals and counter proposals. The chair poses questions to unlock a deadlock. The eventual decision is binding on everybody.’

‘At the workshop I would like to discuss policy and politics. Pastoralists have been marginalised in these processes. Then there are visions for the future – what change and dynamism do we want to see developed? I would like to arrive at different ways of working, different systems, structures, institutions and forms of representation for pastoralists. Finally I would like to agree on strategies towards economic empowerment, such as market strategies.’

‘The sector is important to the state, to the donors and to the people. We need to share information and agree on each group’s comparative advantage in the sector. We need to discuss communications, infrastructure, livestock trade and regional co-operation. Very important, too, is to discuss how to influence international donors, the World Bank and governments.’

Women's Vision:

- ◆ The quality of men has changed - the way they think and act about women's decision-making
- ◆ There are new laws and greater political representation of women within both the traditional system and the modern system
- ◆ There is awareness and debate about harmful traditions, such as practising FGM
- ◆ The intricate pastoralist social system is not tampered with, but protected and strengthened
- ◆ Women's traditional conflict resolution role is recognised
- ◆ Education for girls is increasingly accessible and the curriculum (from primary through to university) is appropriate thereby increasing women's beneficial influence in the community.



Hussein Golicha, UNICEF,
Kenya

Government's Vision

- ◆ The land tenure system reflects fairly the contribution of pastoralism and agriculture
 - Demarcation of agriculture and pastoral land
 - Communal ownership of pastoral land
- ◆ There is economic diversification of the pastoral sector
 - Meat processing, hide processing
 - Marketing of livestock
 - Alternative activities (income generating)
- ◆ Delivery of social services takes place with greater participation of communities
- ◆ Representation and recognition of pastoralism is increased
 - Self-organised groups that advocate for the issues and interests of pastoralists
- ◆ Regional capacities to address pastoralism have improved
 - Infrastructure improvement
 - Removal of trade barriers
 - Improved animal health management
 - Improved early warning system and response
 - Effective international marketing

International Organisations' Vision

- ◆ Pastoralists in future have control and access to basic rights
- ◆ International community are more responsive and participatory
- ◆ There has been a power shift (fundamental change) between international community, governments and pastoralists
- ◆ International organisations are a channel for advocacy



Dhahaba Daud and Elly Oduol

ANNEX 2

COMMENTS FROM PARTICIPANTS ON THE SHIRKA AND FUTURE ACTION PLANS

1. **The Goals of the Shirka: before the Shirka, we visited and discussed with participants what they hoped to achieve:**

EU –Dr Friedrich Mahler

‘Nomads are facing great change and transition these days, so communication is important. We should let pastoralists know our missions. We need a system to communicate and discuss together and then we should create a message that could be transmitted and circulated. More than just the *ability* to communicate, we need to *actually* communicate. So I would like to initiate a discussion as to how pastoralists see themselves now and how they see their future, given global change, technology, trade and so on. How are they coping with this changing environment? What does it mean for them and us trying to assist them and other communities in the area, without creating further conflict?’

‘We are seeking an entry point. The overall objective of the workshop could be to stimulate a process of dealing with change in the pastoralist sector. The sub goal, for international organisations, is to avoid our tendency for short-term “emergency” approaches. We need to find ways for locals to teach internationals, without politics interfering.’

‘I would like to enable the target population to contribute to plans, be consulted, and build up critical people who can communicate with us. The mechanism could work the other way around too. Timely communication is very important.’

ALRMP, Mahboub Maalim

‘Pastoral development has been misconstrued in the past, a series of experiments and paradigms that have failed to recognise the complex reality of pastoralists. As a result we now have inappropriate and untimely service delivery.’

‘First, we must accept that we have made mistakes and at the Shirka we need to agree a correction factor. (I’m an engineer so forgive me if I use these terms). Secondly, there is as much need for change within donors as within the Kenya Government. Thirdly, I would like to see a vision for pastoralists in the next 20 years . We should discuss what could be done to accelerate that vision because it would be the basis for decision making for long-term pastoralist development. And finally I hope the workshop will produce actionable recommendations – things that can be done in the next 1-3 years.’

‘I see the role of government as playing its part in helping pastoralists’ vision to become real. We also need to change people’s perception of pastoralists. People say “*kuangamiza maisha ya kuhama hama*” or “we must curtail the wayfarers”. It’s time to change that view.’

1. The Results of the Shirka: at the end of the Shirka we asked people to speak about their impressions of the event and its achievements:

FAO- Dan Gustafson

'It was a very good workshop with practical presentations. At FAO we are working on a five-year Action Plan for the certification of animals. Over the last year we have been attempting to promote better and more effective dialogue with the Gulf on livestock health issues. There is a Commission coming together in January for a more effective regional handling of the livestock certification issue. We're also looking for more funding for this purpose.

'The progress of the Kenya team with regards to the handling of the PRSP was very impressive. Their identification of the need for a Pastoralist Strategy Group was particularly illuminating. We (FAO) will try and push for the incorporation of this committee in the drafting of the PRSP paper. It's important that we learn from the failure of the Kenya Meat Commission and recognise the need for coming up with an alternative.

'We will assign a staff person half time to ensure that pastoralism is well represented in our work. The idea of a 'Donor Pastoralist Forum' as a working group is good but the problem of poor collaboration with government remains.

'The Somaliland team was the most thorough in terms of their action plan. The idea of vocational training for pastoralists is a very sound one. The Ethiopia team has much to learn from Kenya and some way to go. Lastly, the Somalia team displayed an impressive process-thinking orientation and should be hopeful for the future.'

DFID- Richard Hogg

'DfID has a large programme for Kenya. The focal point of this programme is the PRSP. Consultation processes are already taking place, so now is the time for pastoralists to get involved in this agenda. The PRSP is a government statement of how to reduce poverty and as such has to be based on clear analysis and an effective monitoring system. The World Bank insists that the paper be drafted in a consultative manner - so it really constitutes a key opportunity for pastoralists to express their voices and concerns. In Kenya a clear route appears to have been carved towards the institutionalising of this process. Ethiopia, on the other hand, is just starting out on this process - there is less of an open door. However, international donors will insist on a consultative process, so there is an opportunity for some pastoralist involvement. The critical point is that pastoralists should take the initiative and not rely on donors to catalyse this process for them. This is in line with the tremendous shift in the last 20 years from a focus on development projects to a focus on broader institutional frameworks within which people lead their lives. The PRSP is key in this process and is actually subversive of the old type of poverty strategies. It negates the existence of "patronage policies" and ensures that participation is mainstreamed in government budgets and not through discrete and uncoordinated projects. The PRSP constitutes a great unprecedented opportunity to now hold the government to account.'

F SAU - Buzz Sharp

'The issue of communication is a very important point emerging from this workshop. All the participants at this workshop have attempted to close the communication gaps between the various actors/stakeholders. They have been **greatly aware** of the significance of better communication strategies. I only hope that we too can learn from this process.'

U SAID - Diana Putnam

'It is sad to see how little progress has been made over the years in dealing with pastoralist issues and bringing their concerns to the **forefront**. **In the next two weeks** I hope to be able to present much of the information that has emerged from this workshop to the USAID country programmes in the region.'

Comments from other Participants about Future Strategies

- ◆ **Somaliland** - 'This workshop was a very different experience from that of past workshops and we do now see some hope for further commitments from the ground.'
- ◆ **Ethiopia** - 'I personally learnt a lot from the information presented in this workshop and my only request is an early transcript of the workshop report. Thank you for all the commitments that have been made throughout.'
- ◆ **Somalia** - 'This workshop was a wonderful experience for exchanging ideas and coming up with innovative new ideas. However, the coverage of this workshop by the media is missing and is really very important. I also would like to see the early production of a report from this process.'
- ◆ **Kenya** - 'This workshop was a very stimulating process and it was good to have participants from the whole of the Horn as there are many similarities between pastoralist issues in each of the countries represented here. Kenya appears to be ahead of the others in terms of the Arid Lands Project and now the PRSP process, but there is a problem of very weak institutional capacity- so this raises a **big challenge to us**. The other pastoral communities are far ahead of us in many ways. But, there is much that can be learnt from Kenya in terms of putting in place effective advocacy processes. We need some more financial support for this. However, the Somalilanders are far ahead of us in terms of livestock and meat exporting projects - so we have much to learn from them also. Finally, we would like to call on all the donors here present to be more effective in terms of influencing government policies within the whole region.'
- ◆ **Ethiopia** - 'It would be useful to be involved in the PRSP for Ethiopia and a workshop report would be useful to put before the Minister of Agriculture.'

- ◆ **Kenya** - 'I would like to thank the organisers for giving us an opportunity to evaluate and discuss where we are currently at. We all know what we want and where we want to go, as I'm sure you are all aware. We are just asking international institutions to help us get to where we are going. Pastoralists are the most open and sincere of all peoples and we have opened up our hearts to you - so please help us to get to where we are going.'
- ◆ **International** - 'I want to know where we go from here - what is going to happen about identifying contact persons and their roles? Also what is going to happen about future workshops? I think there is an essential role for further networking between countries and this shouldn't just be restricted to working through IDS but should occur through individuals forming dialogues between each other.'
- ◆ **International** - 'This workshop has proved that there is no need for further research but there is a need for a better circulation of information. For instance, Ethiopia has three early warning systems in place, but they are not sufficiently co-ordinated so very little is coming from it. Further access to information is essential.'

Rain and Peace
A Culture of Justice and Truth
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