



Reinforcement of Pastoral Civil Society in East Africa

1st six-month report
October 2002 to March 2003

**Resource Conflict Institute and
International Institute for Environment and Development
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Introduction

This is a report on the first six months of the programme on *Reinforcement of Pastoral Civil Society in East Africa*. The programme is currently in the first four-year phase of what constitutes a long-term strategy to contribute to the emergence of a strong and independent pastoral civil society movement, capable of influencing the design and implementation of policies to improve pastoral livelihoods in East Africa.¹ The programme, currently funded by the Department for International Development (DFID) and the Swiss Agency for Development and Cooperation (SDC), is implemented by Resource Conflict Institute (RECONCILE) and the Drylands Programme of the International Institute of Environment and Development (IIED). It is implemented in partnership with a coalition of pastoral civil society organisations, NGOs, national and regional-level pastoral projects and research organisations active in the pastoral regions of East Africa.

Empowerment and institutional capacity building of pastoral organisations are key objectives of many of these partners' activities. This programme brings an added dimension to these on-going activities by focusing specifically on the political and social dimensions of pastoral self-determination. This involves building the capacity of pastoral groups in two areas. First, to build their capacity better to understand and ultimately contest the overall policy framework regulating their livelihood systems, and the underlying forces that keep them in poverty and on the margins of society. Second, to trigger and support internal processes of accountability to enable group members to understand and ultimately demand more democratic control over their associations.

During phase 1, activities focus on developing the skills of partner organisations to undertake the following:

- (i) improve their understanding of the dynamics of pastoral systems in East Africa in relation to the prevailing development and institutional paradigms;
- (ii) adapt this knowledge for use by ordinary pastoral people in the areas in which they work; and
- (iii) carry out policy-oriented action-research better to understand on-going processes of change occurring within pastoral areas or that impact on pastoral livelihoods.

Additional activities include the design of a process to institutionalise this knowledge within the major seats of learning in East Africa, and the facilitation of activities to enable peer-group exchange and learning among partners and other stakeholders in the region and beyond.

Summary of progress

The first objective of the programme was to establish a transparent and effective form of governance to guide the programme over the next four years. The system has been established and is operational. At the Programme's inaugural partners' meeting in November 2002, the partners elected a *Core Advisory Group* (CAG) with the mandate to advise IIED and RECONCILE on the implementation of activities in order to ensure they are consistent with the programme's stated objectives and purpose. The CAG has met twice to refine its role, responsibilities and procedures, and to agree the programme's six-month work plan. The third meeting of the CAG is planned for May 2003.²

On the basis of the agreed work plan, and with CAG support, the programme has started the process of designing the generic training course on pastoralism and policy. The design process is being undertaken in a participatory way with pastoral civil society organisations and other stakeholders in the region. Key activities in progress include a survey on existing training courses on pastoral issues within the region, and a regional study to establish the perceptions held by non-pastoralists of pastoral groups and the basis upon which these perceptions are established and maintained. The latter study is a critical component in the design process of the training course with the added merit of ensuring

¹ The 1st phase of the programme runs from the 1st October 2002 to September 2006.

² Minutes of the meetings of the CAG are distributed to partners and are available from RECONCILE and IIED

broader involvement of, and “buy-in” by, programme partners, and pastoral groups in particular. Achieving this support in these early stages is essential to the programme building a solid foundation upon which to establish future activities.

Another achievement is the gradual establishment of the programme as a regional point of reference on issues to do with pastoral civil society empowerment. Key activities have included the publication and wide distribution of the first issue of the programme’s newsletter within the region and abroad, and preliminary discussions with CAG members and other partners on the establishment of a pastoral policy website. Two publications, documenting the experiences of pastoral civil society groups in Kenya and Tanzania in their struggle to secure tenure rights over their land, are in the pipeline and will be published later in the year.

A Memorandum of Understanding and a Contract has been signed with MS/TCDC,³ who are responsible for the design and testing of the generic training course on pastoralism and policy. An experienced training coordinator with a strong background in pastoral issues has been recruited by TCDC to manage this work in consultation with RECONCILE and IIED. The Programme is in the process of recruiting a Pastoral Programme Coordinator to manage its day-to-day activities.

Appendix 1 provides an overview of planned versus implemented activities of the Programme for the period October 2002 to March 2003.

Specific Activities over the report period

a) Inaugural meeting

The 1st partners’ meeting took place as planned in November 2002.⁴ Thirty-one people attended representing nine pastoral civil society groups, thirteen NGOs and four bi-lateral donor projects and regional organisations.

The main purpose of the meeting was to seek confirmation from programme partners that the programme’s objectives and activities were still pertinent and would add-value to their on-going activities within the region. Although the programme had been designed in a participatory manner that involved both field visits to partners’ projects, a regional workshop (March 2001) and a process of consultation on the programme funding document, a year had passed between this design phase and securing funds for its implementation. RECONCILE and IIED thus felt it vital to ensure that the proposed programme still resonated with partners’ expectations and needs.

Participants strongly endorsed the programme’s proposed activities. The need to challenge the inappropriate and at times hostile policy environment towards pastoralism was forcibly stated, and participants agreed that the proposed generic training course on pastoralism and policy would greatly contribute to addressing this issue. The workshop also generated a lot of discussion on the central role of pastoral civil society groups in changing outsiders’ perceptions of pastoralism, and of the challenges that this poses given their limited capacities. The RECONCILE/IIED programme was seen to be a key resource in this respect as long as it was implemented in close collaboration and consultation with pastoral groups in the region. It was in order to ensure such collaboration and consultation that the workshop elected a **Core Advisory Group (CAG)** composed of six pastoral civil society group representatives and three NGO/project representatives. See table 2 below.

³ MS Training Centre for Development Cooperation, a regional training centre based in Arusha, Tanzania who will help design the training course, and then offer it as part of their portfolio of activities.

⁴ A workshop report has been widely circulated within the region and copies are available from RECONCILE and IIED.

Table 2 Composition of the Core Advisory Group

Kenya	Uganda	Tanzania
- TIPDI (Pokot) - MPIDOLOODO (Kajiado) - Oxfam GB	- Nyabusozzi Development Agency - Karamoja Pastoral Development Project - Uganda Land Alliance	- PINGOs Forum - KINNAPA - LEAT
RECONCILE and IIED		

b) Core Advisory Group meetings

The Core Advisory Group has met twice since its inception. It first met immediately after the inaugural workshop to agree a number of key issues with respect to its role, the manner in which it would work and when it should meet again to discuss in more detail the programme’s work plan. Its second meeting was held in Mbarara, Uganda from the 10-11 January 2003. At this second meeting there were substantive discussions on the role and responsibilities of the CAG as well detailed input from the group on the manner in which they thought the programme should carryout its activities, particularly the generic training on pastoralism and policy.

The key issues arising from this meeting were:

a) Recognition that the role of the CAG is to provide advice to RECONCILE and IIED in the implementation of the programme in order to ensure that activities remain pertinent to the core objective of the programme (i.e. the reinforcement of pastoral civil society). To this end the CAG will provide comments on the programme work plan as well as all activities at the moment at which they are being designed (e.g. comments on TOR, participation in key planning meetings), and monitor the degree to which the programme is implementing activities according to the agreed work plan and the overall programme document. To assist them in these tasks CAG members will receive copies of all programme activity reports prepared by RECONCILE and IIED for the donors (6 month reports, annual reports, etc.).

b) Agreement that there is a need for a full and proper consultative process among programme partners and other stakeholders with respect to the design of the generic training course on pastoralism and policy. The need to involve pastoral civil society groups in this process was clearly recognised. To this end it was agreed to carry out a “perceptions study” prior to hiring a small group of resource people to design the course (as originally planned). Although this would delay the design process by 1-2 months it was agreed that such a study would greatly contribute to the final product (see further discussion below).

c) Design of generic training course on pastoralism and policy

A concept note specifying the process by which the generic training course on pastoralism and policy will be designed in a participatory manner has been presented, discussed and finalised. Both the CAG and a number of additional resource people within the region were consulted in the preparation of the concept note. On the basis of the concept note, Terms of Reference for a consultancy on the “perceptions of pastoralism in East Africa” has been prepared, shared with the CAG for comment and approved. The consultancy is on-going and will report back at a regional meeting in May 2003.

Four key outputs are expected from the training:

- i. Participants will have an improved capacity to analyse the pertinence and value of past and current policies and legislation governing resource management in pastoral areas, and explore alternative institutional, legal and policy “models” better adapted to local realities.

- ii. The training will raise the capacity of participants, and among them the leaders of pastoral civil society groups, to articulate the rationale of pastoralism and argue the case for its recognition as an economically viable and environmentally sound form of land use.
- iii. The training will allow participants to identify additional training needs and other capacity building activities (e.g. training in advocacy and lobbying, training in participatory environmental impact assessment).
- iv. The training will build the capacity of participants to assess and analyse their perceptions of, and attitudes towards, pastoral people and their way of life and in so doing contribute to changing the negative perceptions of pastoralism currently held by many groups within East Africa.

However, in order to achieve these results the training will need to address and overcome challenges in three areas: the pedagogic approach, the course content and the design process.

Pedagogic approach

The challenge is not just to improve participants' knowledge of pastoralism, but through the process of building their understanding enable them to confront and change their perceptions and attitudes. This will demand a significant investment in the design of innovative methodological approaches, some of which will need to go beyond conventional "classroom methods". It will also demand a pool of skilled trainers in both content and pedagogic approach some of which will be available from TCDC, and some of which may need to be identified from elsewhere within the region.

Course content

The challenge will be to prioritise, distil and organise the huge amount of published and unpublished material that exists on pastoral societies and their livelihood systems in East Africa. To do this the course will need to consider the following issues:

- i. Recognition that the generic course will need to address the needs of three to four different groups (leaders of pastoral groups, policy makers, development workers, government staff) each with different attitudes and knowledge of pastoralism as well as different information requirements and training capacity (i.e. free time and/or resources to attend training courses);
- ii. Recognition that the training course will need to address participants' broader understanding and perception of non-equilibrium environments as well as the pastoral systems that operate within them.
- iii. Recognition that there are multiple pastoral systems in East Africa many of which interact with other land use systems and that pastoral societies are highly differentiated along class, gender, age, and other lines;
- iv. Recognition that the social, political and institutional contexts in which pastoralists live are highly dynamic and vary from one country to the next and even from one region to another within a single country; and
- v. Recognition that the generic course is in itself a dynamic process, which will require change over time in order to remain pertinent and effective.

Design process

The generic training course is not a stand-alone activity, but a critical component within a broader programme of work seeking to build the capacity of pastoral people to drive their own development agenda. Involving pastoral people through their organisations to participate in the design and implementation of the generic training course is an important way in which the programme can contribute to its broader objective. However, this has to be balanced with the need for the programme to deliver a training course of high quality, on time, and within budget. Within this process there is also the challenge of involving both women and men in order to ensure a balanced gender perspective.

In order to meet these challenges the Programme in consultation with the CAG, decided on a two-stage approach. The first stage involves carrying out a consultative phase to agree common working definitions of key concepts and words (e.g. pastoralist, pastoralism, civil society, etc.) and identifying the core “target groups” and the issues and themes the training needs to cover in order to challenge outsiders perceptions of pastoralism. A regional workshop will be held in May 2003 to confirm the results of the consultative phase and set the scene for the second stage of the process, the actual design of the training.

d) Scoping study on pastoral courses

This ongoing activity consists of identifying those institutes, universities and other seats of higher learning in East Africa that currently offer courses with a pastoral content (e.g. rangeland management, livestock productivity, etc.). This information will contribute initially to the design of the generic training course by identifying potential sources of information and/or resource people on whom to draw. Subsequently, the information will also contribute to the process of mainstreaming of the generic training course on pastoralism within the educational sector in East Africa.

The scoping study for Kenya is complete and a final report will be available soon. Similar studies are on-going in Uganda and Tanzania.

e) Website and publications

Website

The idea for a website on pastoralism and policy was approved by the CAG subject to further thought on its target audience, content and how in practice it will be of benefit to partners and especially pastoral civil society groups in East Africa. There are also practical issues to consider with respect to its institutional “home” and the level of training and support required to ensure it is kept up-to-date and relevant. A concept note highlighting the issues to be considered will be produced by RECONCILE and IIED for broader discussion in May 2003.

Programme Newsletter

The first issue of the programme newsletter has been produced and widely circulated to partners and key donors and policy makers within the region and abroad. The purpose of the newsletter is to keep partners up-to-date on programme activities as well as broader policy issues on pastoral development in East Africa, and to disseminate summary information on what partners are going with respect to pastoral development in East Africa. The newsletter will be produced by RECONCILE on a four-monthly basis.

Other publications

A key issue still under discussion is how best to help pastoral civil society groups record and disseminate their experiences at local and national levels in advocating for and defending their members’ rights and interests with respect to land, service delivery and political representation. Leaders of such groups do not necessarily have the time or the skills to write conventional papers or articles for publication. Nor do their members necessarily read such materials.

One idea being considered, possibly in partnership with PANOS and the media,⁵ is to use “ghost writers” to document these experiences through a participatory process of semi-structured interviews with the leaders and members of pastoral groups. The material collected in this manner could then be edited and disseminated in a variety of formats including more conventional English language reports and articles, but also local language articles, audio-tapes and radio broadcasts. Two pastoral groups have been contacted in Kenya and Tanzania to gauge their interest and identify an appropriate process.

⁵ Both national and regional newspapers and/or radio.

Finally, the programme has had a distinctive logo designed by a graphic artist in Uganda. The logo is to give the programme its own identity beyond that of RECONCILE and IIED. It will be used on all programme outputs such as publications, brochures, the newsletter, etc. In addition, a programme leaflet and simple booklet/brochure will shortly be produced in order to reach a broader public in East Africa, and particularly policy makers within government departments.

f) Creation of Partnerships

In keeping with the programme's strategy to add value through constructive partnerships, discussions have been held with Oxfam-GB on how best to work together to achieve greater impact in our respective activities. It has been decided to use the results of the study on "perceptions of pastoralism in East Africa" to design a regional communication strategy in support of pastoralists and their way of life. Similarly, RECONCILE has held discussions with SNV to see how best they might ensure that the pastoral groups with whom they work are able directly to benefit from the RECONCILE/IIED programme.

g) Management

IIED has established formal contracts with RECONCILE and MS/TCDC with respect to the implementation of activities. These contracts spell out the roles and responsibilities of each partner as well as the financial conditions of the partnership.

The programme has not yet recruited a full-time programme coordinator at RECONCILE. It was decided at the inaugural meeting to wait for 6 months so as to be in a better position to decide what exactly would be required from the post. It has also provided time to explore alternative institutional arrangements including secondments from such organisations as Oxfam, ITDG or SNV as a way of institutionalising partnerships, and ensuring greater synergy between organisations working on similar issues. A job description for the post is available and it is intended that the post will be filled in June 2003.

h) Looking ahead

During the coming 12 months (April 2003 to March 2004) the programme will focus on the following activities:

- i. Complete the design and testing of the generic training course on pastoralism and policy. It is anticipated that MS/TCDC will be running the course on a cost-recovery basis in the second half of 2004.
- ii. Start the process of mainstreaming the generic course within universities and technical colleges as well as introducing key aspects of it into the national curricula at primary and secondary school level within the region.
- iii. Carry out and disseminate a regional study on the economics of pastoralism, and identify a second thematic area requiring further research.
- iv. Establish and maintain a website on pastoralism and policy, publish three issues of the programme newsletter as well as the experiences of at least two pastoral civil society organisations.
- v. Reinforce existing partnerships with Oxfam, SNV, AU-IBAR, PANOS and establish new partnerships with a number of regional and national organisations.
- vi. Recruit a full-time programme coordinator and secure the balance of funding for the first four-year phase.

Appendix 1: Planned versus implemented activities

Planned activities	Implemented activities & key results
<p>1. Programme governance</p> <p>1.1 Hold inaugural partners' meeting</p> <p>1.2 Establish Core Advisory Group (CAG)</p>	<p>1.1 Meeting held 4-8 November 2002 in Arusha, Tanzania. Report disseminated. <i>Key results:</i></p> <ul style="list-style-type: none"> ● Consensus on the value-added of the RECONCILE/IIED programme to partners' on-going work in the region. ● Establishment of a CAG and consensus on its mandate to guide the programme's work over the next 4 years. <p>1.2 Two CAG meetings held (November 2002, January 2003). Minutes available. <i>Key results:</i></p> <ul style="list-style-type: none"> ● Identification of CAG's specific role, responsibilities and procedures. ● Agreement on 6-month work plan
<p>2. Design of generic training course</p> <p>2.1 Establish TOR for the process of design of training</p> <p>2.2 Carryout scoping study on existing pastoral courses</p>	<p>2.1 TOR approved by CAG & key partners from within the region. TOR available. <i>Key results:</i></p> <ul style="list-style-type: none"> ● Identified participatory process for the design of the training course. <p>2.2 Scoping study completed for Kenya and on-going for Tanzania & Uganda. <i>Key results:</i></p> <ul style="list-style-type: none"> ● Start of a database listing existing pastoral training resources in the region. <p>2.3 Regional perceptions study commissioned and regional report-back meeting planned for May 2003.</p>
<p>3. Website and publications</p> <p>3.1 Design, produce and distribute 1st issue of the newsletter</p> <p>3.2 Commission at least one publication on pastoral civil society</p> <p>3.3 Establish TOR for the establishment of a website.</p>	<p>3.1 1st issue of the newsletter published in March 2003 and disseminated to partners, key donors and policy makers within the region. <i>Key results:</i></p> <ul style="list-style-type: none"> ● Beginning of a profile for the programme. ● Establishment of a "strategic" mailing list. <p>3.2 Two publications commissioned.</p> <p>3.3 TOR for website in preparation.</p> <p>3.4 Designed programme logo and draft text for the production of a programme leaflet and booklet in preparation.</p>
<p>4. Partnerships</p>	<p>4.1 Collaboration with Oxfam GB and PANOS in design of a regional communications strategy on pastoralism. This will build on results of the perceptions study and compliment the training on pastoralism and policy.</p> <p>4.2 Preliminary discussions with SNV to identify how they might support pastoral civil groups' involvement in the programme.</p> <p>4.3 Preliminary discussions with ILRI and AU-IBAR with respect to a collaborative regional study on the economics of pastoralism.</p>
<p>5. Fundraising</p>	<p>5.1 On-going discussions with DANIDA Tanzania office to secure co-funding from October 2003.</p>
<p>6. Management</p> <p>6.1 Contracts with RECONCILE and TCDC</p> <p>6.2 Recruitment of a Programme Coordinator</p>	<p>6.1 Contracts has been established with RECONCILE and TCDC and funds transferred.</p> <p>6.2 Recruitment in progress. Contacts have been made with Oxfam and SNV to explore possibilities of secondment.</p>