

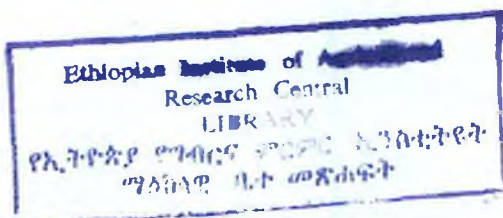
000388



USAID
FROM THE AMERICAN PEOPLE



Regional Learning &
Advocacy Programme
for Vulnerable Dryland
Communities



Proceedings

Pastoral Development in Ethiopia Study Visits and National Workshop

Aba Gedda Hall, Adama
9 – 11 March, 2012

Proceedings

Pastoral Development in Ethiopia

Study Visits

and

National Workshop

DISCLAIMER: The views and interpretations expressed in this proceedings are entirely those of the authors/presenters and do not necessarily reflect the official view or position of the projects in the Consortium that organized the study visits and the follow on workshop.

Acknowledgements

The visits to West and East Africa and the follow on workshop are results of the support and cooperation of several organizations and people. Our hosts of the visits to West Africa (Mali, and Niger, and East Africa (Tanzania, Kenya) deserve special acknowledgement. They were very helpful in facilitating our visits to and discussions of best practices with representatives of pastoral institutions, parliamentarians, and civil society organizations. They welcomed us very warmly. The workshop proceedings benefited a lot from discussions, inputs, and feedbacks from various sources. The consortium is grateful to the Ministries, parliaments, and CSOs in all the host countries for facilitating the visits. Participating ministries in Ethiopia and the consortium member organizations notably the Ministry of Federal Affairs, the Ministry of Agriculture, USAID funded CIAFS and ELAP, FAO, Oxfam GB, and PFE deserve special thanks for organizing the workshop and producing this proceeding.

Feedback and editorial comments provided by Ato Sora Adi, Dr. Solomon Bekure, and Fiona Flintan and CIAFS staff deserve special acknowledgement. They also take the credit for compiling the necessary documents for the proceedings and putting them together. The consortium would also like to express its appreciation to CIAFS team for supporting translation, editing and formatting the proceedings. In general, we would like to thank all contributors and participants for their valuable insights of the issues presented and discussed. Finally, we would like to thank H. E. Ato Sileshi Getahun and H. E. Ato Mulugeta Wuletaw, State Ministers of the Ministry of Agriculture and the Ministry of Federal Affairs, respectively, for their inspiring opening and closing speeches.

Foreword

A national workshop on *Pastoral Development in Ethiopia* was convened on March 9-11, 2012 in the Aba Gada Conference Hall, Adama. Approximately 100 participants attended from 54 different organizations, including the Pastoral Affairs Standing Committee in the Ethiopian Parliament, the Ministry of Federal Affairs, the Ministry of Agriculture, representatives of pastoral communities from Somali, Afar, Oromia, and Gambella Regions, donor agencies, financial institutions, NGOs/CBOs, the private sector, the media, academics, and research institutions. (A full list of participants is given in Annex 1).

Workshop background

Prior to the workshop, a series of study tours to west and east African countries had taken place. A group of representatives from government and NGOs in Ethiopia, Somaliland, and Uganda visited West Africa in order to learn from good practices and experiences of West Africa's pro-pastoral policies and legislation. The visit to Niger and Mali took place in November-December 2011, with a delegation of 36 participants—funded by USAID and Oxfam GB. A second visit was later made to Kenya and Tanzania—funded by IFAD and the International Land Coalition. Moreover, in March 2012, a small group visited pastoralists settled on the Fantale Irrigation Scheme in the Kereyu pastoral area in Ethiopia sponsored by USAID-ELAP.

During the Niger and Mali visit, major actors involved in the development and implementation of their key pastoral legislations made presentations to the team, and field visits were made to sites relevant to the livestock industry. Written documents were also reviewed where language barriers permitted. Some members of the delegations were tasked to prepare reports on the experiences gained and the lessons learnt from these visits. The workshop was organized by a consortium comprising USAID¹, Oxfam GB, FAO, MoFA, MoA, and the Pastoralist Forum Ethiopia to discuss these reports and to deliberate on the way forward. Presentations were also made on pastoral policy and recent pastoral development projects in Ethiopia to set the context for discussions.

¹ The two USAID-financed projects involved were ELAP - Strengthening Land Administration and CIAFS - Capacity to Improve Agriculture and Food Security.

Legislation Context in Ethiopia

In 2005, the Federal Government of Ethiopia issued the Federal Rural Lands Administration and Use Proclamation No. 456/2005 that treats pastoral land tenure and administration the same as in the sedentary areas. The Proclamation gives the regional states the power to make their own land administration and use laws. The regional state of Afar started preparing a pastoral land administration and use policy in 2006 and this was approved in 2008. Afar regional state has also established an Environmental Protection, Land Administration, and Use Agency to be in charge of implementing the pastoral lands administration and use policy and laws and administering rural lands in the region. Somali regional state started drafting its pastoral lands administration and use policy at the end of 2008.

The USAID-financed Strengthening Land Administration and Use Program (ELAP) is assisting in the development of the pastoral land tenure policy and legislation in Afar and Somali regional states. In the course of drafting the proclamation and the regulation, several consultative meetings with pastoralists, agro-pastoralists, women, sedentary farmers, regional council representatives, and government officials were conducted. The major issues brought up during the consultative meetings included: mobility versus settlement; the role of traditional institutions including customary laws in resource management and dispute resolution vis-a-vis formal government institutions; registration of communal lands; development interventions and viability of the pastoral system; and compensation for communal holdings. Many issues were found to be intractable to the drafters. It was in order to understand the intricacies of these issues that ELAP and CIAF proposed the study tour of high level federal and regional policy makers to Niger and Mali—countries that have already developed good pastoral-friendly laws.

Objective

The national workshop was aimed at facilitating the sharing of experiences from the study tours and identifying lessons applicable to Ethiopia. It was hoped that recommendations could be combined with on-going efforts in Ethiopia to improve the livelihoods of pastoralists and increase the subsector's contribution to food security and agricultural transformation.

Workshop Agenda

Dr. Teshome Lemma, USAID-CIAFS Chief of Party, welcomed the workshop participants. His Excellency Ato Sileshi Getahun, Minister of State for Natural Resources in the MoA officially opened the Workshop. A keynote address was made by Adrian Cullis (FAO) in which participants were asked to link and to align lessons from the study tours with policy, strategy and institutional gaps in government led policy and program platforms. Kirsty Wilson of Oxfam also made a keynote address in which she appreciated the coalition of government, donors, NGOs and CBOs working together, sharing their diverse experiences, bringing them to bear on pastoral development efforts in Ethiopia, and charting new solutions to the challenges faced.

After the opening and keynote speeches, the conference participants devoted the first day to listening and watching a set of presentations. Dr. Workneh Negatu of AAU gave a lead paper on pastoral development in Ethiopia – covering institutional, infrastructural and livestock production issues. Reports from the participants who visited West Africa were presented by FAO, CIAFS, Oxfam, and ELAP along four thematic topics: rangeland management, livestock development, legislation on pastoral land use, and mobility and cross border trade—each with lessons applicable to the Ethiopian context. A report from the East Africa visit included lessons from there.

Presentations were also made on the pastoral context in Ethiopia. Ato Shanko Delelegne, Director General for Equitable Development Directorate of the Ministry of Federal Affairs made a presentation on government policies and strategies on pastoralism. To provide the context of development programming in Ethiopia's pastoral areas Ato Belete Bantero of MoA made a presentation on Integrated Basin Development, and Ato Solomon Abebe from MoA spoke on Land Administration and Use legislation. Ato Taye Alemayehu from Oromia Water resources Bureau also made a presentation on pastoral development focusing on Borena. A report was also presented on the visit to Fantale Integrated Irrigation Scheme.

During day two, participants broke up into groups. Four working groups were established to reflect on the presentations and to cover the areas of

- legislation on pastoral land use;
- livestock development;
- rangeland management; and
- mobility and cross border trade

On day three, a synthesis report on all the discussions and issues raised was presented by Dr. Getachew Gebru. The workshop was moderated by Dr. Getachew Gebru and Dr. Berhanu Admasu. The workshop was closed with a speech by H. E. Ato Mululgeta Wuletaw, Minister of State, and Ministry of Federal Affairs.

As a way forward, participants agreed to set up a task force to follow-up on implementation of the recommendations. USAID-CIAFS and OXFAM GB will continue to lead the consortium.

The workshop organizing consortium hopes that these proceedings enrich the body of knowledge on pastoral development in Ethiopia and offer important information to implementation of current development efforts and the design of future initiatives.

Teshome Lemma, PhD

On behalf of the Workshop Organizing Consortium

Contents

Acknowledgements	1
Foreword	2
Acronyms	7
Pastoral Development in Ethiopia	26
Institutional, Infrastructural and Livestock Production Perspective	26
Mobility and Cross Border Trade in Niger	56
Land Tenure Options: the East Africa Experience	61
Pastoral and Agro-Pastoral Development Policy and Strategy	69
Integrated Basin Development in	76
Pastoral areas of Ethiopia	76
Water-centered Land Use-Guided Development Approach for	
Sustainable Pastoral Area Development in Oromia Regional State	86
Plenary and Group Discussions	97
General Comments	98
Deliberations of Breakout Groups	101
Synthesis Report	106
Closing Session	108
Participants	112
Workshop Program	115

Acronyms

ADLI	Agricultural Development Led Industrialization
CAADP	Comprehensive Africa Agriculture Development Program
CBO	Community Based Organization
CIAFS	Capacity to Improve Agriculture and Food Security
CILSS	Comité Permanent Inter-Etatsde Lutte contre la Secheresse
COMESA	Common Market for Eastern and Southern Africa
CRGE	Climate Resilient Green Economy
CSA	Central Statistics Agency
CSO	Civil Society Organizations
ECOWAS	Economic Community of West African States
EDRI	Ethiopian Development Research Institute
ELAP	Ethiopia Land Administration Program
EPRDF	Ethiopian People's Revolutionary Democratic Front
FAO	Food and Agriculture Organization
GTP	Growth and Transformation Plan
GTZ	Deutsche Gesellschaft für Technische Zusammenarbeit
IFAD	International Fund for agricultural Development
IFPRI	International Food Policy Research Institute
IGAD	Inter-Governmental Authority for Development
ILC	International Land Coalition
ILRI	International Livestock Research Institute
IIED	International Institute for Environment and Development
MoA	Ministry of Agriculture
MoFED	Ministry of Finance and Economic Development
NGO-	Non-Government Organization
OWWCE	Oromia Water Works Construction Enterprise
Oxfam GB	Oxfam Great Britain
PASDEP	Plan for Accelerated and Sustained Development to End Poverty
PFE	Pastoralist Forum Ethiopia
PIF	Policy Investment Framework
USAID	United States Agency for International Development

Part I

Opening Address

Teshome Lemma, PhD

tlemma@fintrac.com

Chief of Party Capacity to Improve Agriculture and Food Security (CIAFS)
on behalf of the Organizing Consortium

*His Excellency Ato Sileshi Getahun - State Minister of Agriculture,
Honourable Mohammed Yusuf - Chairman of Pastoral Affairs Standing
Committee,*

Senior government officials,

*Representatives of donor communities, NGOs, academic institutions,
researchers and pastoral councils and associations*

Esteemed Participants - On behalf of the consortium of projects—Oxfam GB, Pastoralist Forum Ethiopia, FAO and two USAID projects on **Strengthening Land Administration and Capacity to Improve Agriculture and Food Security**—I would like to welcome you all to this national workshop on Pastoral Development in Ethiopia. Livestock dependent communities often referred to as pastoralists, in Ethiopia and many other African countries, inhabit drylands, and yet make tremendous contributions to national food security and economic growth.

For centuries, cross-border trade, mobility, resource management, equitable and secured access to pasture and water resources, and trade outlets, have been considered synonymous with open access livestock-dependent systems. These practices are becoming less feasible these days for various reasons. Continual adaptation to these and related emerging trends and constraints have been a survival strategy for many pastoralists in Africa. Governments across the continent have initiated various development programs to support pastoral development. In West Africa; for example, governments have enacted legislations that provide access to grazing land and water, and unimpeded mobility—both within and between countries for pastoralist communities.

Cognizant of this, Oxfam-GB and the USAID assisted projects ELAP and CIAFS, together with the Ministry of Agriculture, held a series of meetings in October and November 2011 to map a strategy for sending a delegation to visit West Africa for experience sharing. Later, FAO and Care International joined the consortium and pulled resources together to organize a study tour for a 36-person delegation to Niger and Mali to learn best practices in pastoral development. The delegation comprised the Chairperson of the Pastoral Affairs Standing Committee of the Ethiopian Federal House of representatives, His Excellency Ato Mohammed Yusuf, land administration directors, and experts from the federal MoA and MoFA and from regional states, as well as pastoral councils and associations from Afar, Somali, Oromia, and SNNP Regions.

The delegation visited Niger for one week, after which some proceeded to Mali and visited development programs there for a further one week. The delegation met with policy makers, herders, and local stakeholders and visited several development projects. After the return of the delegation, the sponsoring consortium held a series of meetings to discuss how best to disseminate the lessons learned from the visit to policy makers and the wider donor community. While this discussion amongst the sponsoring projects was in progress, a smaller team also went to Tanzania and Kenya for the same strategic objective.

Complementing these overseas visits, a further team, some from those who have been overseas and the



Dr. Teshome Lemma, CIAFS COP, delivering the opening address

rest from government institutions, also visited development and research activities in Fantale area, about 70 km east of Adama town.

Ladies and Gentlemen,

The consortium has put in a tremendous amount of time and effort in organizing the study visits. Much effort has also gone to ensure that the teams visited diverse programs and returned with a balanced view of pastoral development. In order to share the lessons learned, Oxfam-GB, FAO, the USAID assisted projects of ELAP and CIAFS and the Pastoralist Forum Ethiopia have organized this national workshop in collaboration with the Ministry of Agriculture and the Ministry of Federal Affairs.

On behalf of the organizing consortium, I would like to thank Honorable Ato Mohammed Yusuf, Chairperson of the Standing Committee of Pastoral Affairs from the House of People's Representatives, for his continued support and encouragement in organizing the workshop. The consortium has set the bar high for development practitioners on Ethiopia in terms of institutional collaboration between national and international NGOs, UN programs and USAID assisted projects on one hand, and government on the other.

The workshop has its central objective of disseminating lessons learned in pastoral development from both the in-country and overseas visits to a wider audience of policy makers, donors, practitioners and community representatives—supporting Ethiopia's drive for food security and agricultural transformation.

Amongst the participants today, we have senior persons from the House of People's Representatives. We also have senior officials from MoFA and MoA, regional governments, and representatives of research institutions, donors, and local and international NGOs with a stake in pastoral development. Subject matter specialists from renowned academic institutions—like Haramaya University, Addis Ababa University, and Jigjiga University—and research institutions such as EDRI, IFPRI, and ILRI are also represented. Private researchers, local and pastoral community representatives are also participating. The presentations will cover both policy and technical issues related to pastoral development. Adrian Cullis from FAO and Kirsty Wilson from Oxfam will each make a keynote address. His Excellency Ato Mohammed Yusuf will speak briefly on behalf of the delegation to West Africa. The lessons learned from the visit to West Africa will be

presented by FAO, CIAFS, Oxfam, and ELAP along four thematic topics: rangeland management, livestock development, legislation on pastoral land use, and mobility and cross border trade. To represent the team that went to Tanzania and Kenya, Ato Abdurrahman and Fiona Flintan will make a presentation on their observations and best practices.

Ato Shanko Delelegne from the MoFA will discuss government policies and strategies. Ato Solomon Abebe and Ato Belete Bantero from MoA and Ato Abebe Mulatu from ELAP will jointly discuss development activities in pastoral areas with the focus on Afar and Somali regions. The experience from the visit to Fantale will be presented by Ato Sora Adi on behalf of the team. Complementing this, Ato Taye from Oromia Water resources Bureau will make a presentation on pastoral development issues in the region focusing on Borena. A lead paper by Dr. Workneh Negatu will set the tone for all the presentations. This is a technical and yet focused paper and assesses key development and program issues in Ethiopia and the continent. We believe that the presentations will cover most pressing issues on pastoral development and will be of interest to policy makers, donors, and pastoral communities. We have constituted two panel groups to reflect on the presentations. The workshop will be moderated by Dr. Getachew Gebru, and Dr. Berhanu Admasu; who have extensive experiences in the field of pastoral development. Our rapporteur will be Ato Sora Adi who knows the pastoral environment very well. He will be supported by Ms. Fiona Flintan, a private consultant and member of the team that went to Tanzania and Kenya and West Africa. A synthesis of the reports, papers, and recommendations will be published as proceedings for submission to key government ministries, donor communities and other concerned institutions. Opportunities will also be explored to disseminate the lessons learned through other means.

You will find the breakdown of what we are going to discuss between now and Sunday noon in the agenda. I am firmly convinced that the workshop will result in an exchange of relevant experience on pastoral development, leading to practical recommendations that will make a difference to the lives of pastoralist in Ethiopia. I would therefore like to invite you all to participate actively to make this happen. With this remark, I would now like to invite the State Minister, His Excellency Ato Sileshi Getahun, to formally open the workshop.

Opening Speech

H. E. Ato Sileshi Getahun

State Minister (Natural Resources), Ministry of Agriculture

Representatives of Pastoral Communities

Representatives of Development Partners and actors in pastoral areas

Distinguished Guests

Ladies and Gentlemen

On behalf of the Ministry of Agriculture and myself, it gives me a great pleasure to address the opening session of this important workshop on exchanging lessons learnt on Pastoral Development, here in Ethiopia and in our sister Eastern and Western African nations.

With rangelands, occupying over 50% of Ethiopia's land mass and about 12 million (or 15%) of our population engaged in pastoral production, pastoralism makes a significant contribution to the Ethiopian economy. Despite such importance, past governments had neglected the development of pastoralism by paying little attention to the development of the livelihoods of pastoralists. Their rangeland development projects, implemented during 1950-1990, focused almost exclusively on the provision of water, veterinary services, and markets to increase off-take of livestock for export.



His Excellency, State Minister, Ato Seleshi Getahun, making the opening remarks

Development of industrial crops, such as sugarcane and cotton, were developed by displacing pastoralists. Without adequate compensation and arrangements for alternative livelihoods, the pastoralist were adversely affected, particularly Kereyu pastoralists and to a lesser extent Afar pastoralists. After the downfall of the military Dergue Regime, the constitution of FDRE has given recognition to the importance and the democratic and human rights of pastoralism by making the pastoralists themselves, not their livestock, the central objective of pastoral development. The government's commitment to this is manifested in a number of steps taken so far:

- Strong provision in the Constitution to protect and safeguard the rights of pastoralists to access their rangeland resources, and adequate compensation in cases where land is taken away from them for national development purposes;
- Establishment of the Standing Committee of Parliament on Pastoral Affairs;
- Declaring an annual National Day of Pastoralists;
- Mainstreaming pastoral issues and concerns across Ministries, which have now particular sections on the development of what they are responsible for in pastoral areas (education, health, agriculture, water, roads etc.);
- Mandating the Ministry of Federal Affairs to provide special attention on promoting good governance and development polices to regions with significant pastoral populations;
- Facilitating the establishment of Pastoral Commissions in the major pastoral regional states such as Afar, Somali and Oromia;
- Assisting the regional states of Afar and Somali in issuing pastoral land policy and pastoral land legislations;
- Intensifying the provision of veterinary services in pastoral areas;
- Encouraging development partners to support development activities in pastoral areas; and
- Developing irrigation schemes for promoting agricultural activities of pastoralists.

*Distinguished Guests
Ladies and Gentlemen*

The good life that pastoralists lead is vulnerable to droughts that bust their production system, and these have been more frequent and more severe in the last five decades than before— impoverishing hundreds of thousands of pastoralists and forcing them to be dependent on food aid, which is not satisfactory. It is also not sustainable. Realizing this problem, the government has started to develop irrigation schemes in pastoral areas on a sustainable basis. The Federal government is assisting all regional government to develop such irrigation schemes. Learning from the past efforts and experiences gained from Fantale and the Borena areas in Oromia Regional State, and Shinile areas in Somali Regional State, the Federal government has allocated 1.7 billion Birr for watershed based development activities in Somali and Afar Regional States, mainly focusing on water development for irrigation and human and livestock needs, in this budget year alone. The most advanced work on this is in Oromia Regional State. The Fantale site has a potential of developing 18,000 ha. Currently, only 25% of this potential has been developed and about 4,500 pastoralist households have been settled. This is the first time we have done this development. I am sure there are a number of problems that have been encountered and remained as challenges. We shall learn from this and make amendments as we develop the remaining areas and settle more pastoralists in these schemes and develop those in the other regions. I am informed that a team of the participants of this workshop has visited the Fantale irrigation scheme and time has been allotted to make a presentation for discussion. My Ministry, represented here with officials and experts, who are keen to listen to your experience, feedback, and recommendations from your visit.

I am pleased that a distinguished list of representatives of the various stakeholders in the development of pastoralism, including the House of Parliament, pastoralists, ministries actively engaged in pastoral development, academia, development partners and NGOs active in pastoral areas, are participating in this important workshop. Credit is due to all the institutions who assisted us in sending the Ethiopian delegation to visit pastoral development in sister African countries and/or in organizing this workshop, i.e.

- Oxfam GB;
- FAO;
- USAID: Capacity to Improve Agriculture and Food Security (CIAFS) project; and
- USAID: ETHIOPA- Strengthening Land Administration Program (ELAP)

Ladies and Gentlemen,

I look forward to a lively discussion in this workshop and, more importantly, to the production of usable sets of recommendations for the sake of the improvement of the livelihoods of pastoralist in our country.

With best wishes for very productive and successful deliberations, I declare this workshop officially open.

Thank you for your attention

Keynote Address

Adrian Cullis
FAO - Food Security Head

*His Excellency Ato Sileshi Getahun, State Minister for Natural Resources
Honorable Ato Mohammed Yusuf, Chairman Pastoral Standing Committee
Other Government representatives, distinguished guests
Organizers and participants*

It gives me great pleasure to make one of the keynote speeches at this Workshop on Pastoral Development and Lessons Learned. I offer the participants three ideas that I hope they will find encouraging:

The Workshop is Timely

Following the 2011 La Niña drought which affected the lives and livelihoods of smallholder farmers and pastoralists in the drylands of the Horn of Africa, including Ethiopia, I was pleased to attend a meeting of development partners ahead of the planned Nairobi meeting of the 28th and 29th March where governments will review progress made since the Heads of State Summit on the Horn of Africa Crisis in September 2011. **In the meeting, it was mentioned that donors have pledged around US\$ 2.8 billion to build livelihood resiliency and end drought.**

Following Ethiopia's successful launch of the Climate Resilient Green Economy (CRGE) policy at the Convention of Parties 17 to the UN Framework on Climate Change in Durban South Africa, regional and sectoral investment plans are being developed. The investment plans, which include a plan for the livestock and pastoral sub-sector, will help prepare Ethiopia for life and sustained economic growth in a carbon scarce world. This workshop on the lessons learned by delegation members to West Africa can therefore help inform on-going policy processes at both the regional and the national level.

The Workshop is Relevant

Ethiopia has achieved impressive economic growth rates over the last 7 years. The Government Growth and Transformation Plan (2010-2015) outline an ambitious plan to emerge as a middle-income country by 2025. Importantly for this workshop, the plan recognizes the importance of 'maintaining agriculture as a major source of economic growth'.

The workshop agenda you have before you confirms planned discussions around key themes: mobility and cross border trade, land resources and rangeland management and livestock development. These themes are important nationally and regionally as the annual estimated contribution from pastoral livestock sales in the Horn of Africa region is US\$ 1 billion. If, therefore, the lessons learned by delegation members help identify sustainable approaches to increased pastoral livestock production, to improved rangeland management and the identification of complementary sustainable livelihood alternatives for ex-pastoralists, then the workshop will contribute to Ethiopia's attainment of its economic goals.

Align lessons learned with Government-led programs The Ministry of Agriculture's Policy Investment Framework (PIF) (2010–2020) recognizes the considerable investment made in pastoral areas in the form of an expanded road network; improved water management for people, livestock and irrigation; and improved access to education, health, telecommunications and electricity. The PIF also identifies gaps including the following for Ethiopia's pastoral areas:

Policy Gaps: pastoral areas land tenure and administration, pastoral areas transformation, livestock policy

Strategy Gaps: enhanced animal feed and pasture development

Institutional Gaps: pastoral areas coordination, livestock sub-sector institutional issues, and institutions for land administration

It is important that the meeting in Nairobi and, at a much more modest level this workshop, addresses these and related gaps. I would, encourage you to link lessons learned in West Africa with the above gaps and related Government-led policy and program platforms that are addressing them. For example, lessons learned on pastoral land tenure, pasture development and *institutions for land administration* could perhaps best complement the good work and progress being made under the Sustainable Land Management platform led by H. E. Ato Sileshi's office. In contrast, issues related to livestock development and animal feed and livestock sub-sector institutional issues are perhaps best directed towards the Agriculture Growth platform. Finally, lessons learned to improve drought cycle management, build resiliency and improve pastoral area food security will be best shared with the Disaster Risk Management and Food Security Platforms.

Conclusions

The Ministry of Agriculture continues to make impressive progress to increase agriculture sector production and productivity, safeguard natural resources, and achieve food security. To build on the successes south-south exchanges can and should be supported to share lessons learned and generate new thinking. I hope the lessons learned by the delegation to West Africa will be of interest to all the workshops participants, and perhaps some of the lessons will go on to help fill gaps and inform policy processes at national and indeed at regional level.

I have been inspired recently by a quote in the CRGE policy, 'uncertainty about the exact nature of the future of climate change must not be interpreted as uncertainty for the need to act now to minimize future damage'. This call to action could as well have been written for the pastoral areas of Ethiopia and the Horn of Africa in particular, as it would seem *La Niña conditions remain with us in 2012* and the long rains may again be affected.

As mentioned, I think therefore the workshop is timely and relevant, and I hope the lessons and proceedings will be aligned with the Ministry's PIF. In this way, I hope the workshop will make a small but nonetheless important contribution to improving the lives and livelihoods of all people living in pastoral areas—whether they be pastoralists, agro-pastoralists and those who have transitioned out of agriculture to urban areas and irrigated farming.

Keynote Address

Kirsty Wilson
Oxfam GB, Policy Coordinator

*His Excellency the State Minister of Agriculture
Honorable Chairman
Colleagues and Friends
Ladies and Gentlemen*

Thank you for the invitation to speak. I am very happy to be here on behalf of Oxfam for a number of reasons.

First, I am happy because this is a collaborative endeavor, bringing together many speakers. We appreciate the team spirit that has developed between Oxfam, USAID, FAO, and Pastoralist Forum Ethiopia. I want to pay special attention to our relationship with the government of Ethiopia. We recognize and respect the leadership of the government as H E. Ato Sileshi explained. A lot has been achieved. However, we believe no organization alone can undertake the big task of developing the dryland areas alone. Therefore, we want to continue in *fora* like this—to engage constructively and supportively with our colleagues in the government. I can also say I am happy to represent Oxfam GB because of our long experience working with communities in pastoral areas. We have worked with people pursuing different livelihood strategies, both women and men, in a number of different areas—natural resources management, community disaster risk reduction livestock health and production. We will take opportunities as this workshop that allow many stakeholders engaged in this practical workshop to share their learning and to chart new solutions to the challenges we all face.

It also gives me great pleasure to share with you all some of the benefit that we think we bring as an international NGO in our engagement with the government. Our global footprint allowed the Oxfam team in Niger to welcome us like family and to organize what I understand was a very fruitful trip. International cooperation, as we all know, has numerous advantages and I look forward to hearing how these experiences will shape our discussions in the coming days.

Finally, I am keen to turn our attention to the themes of our workshop—land, legislation, livestock and mobility. Four critical issues prevail. First, let us recognize and commend the efforts of all stakeholders in the progress that has already been made.

Firstly—in terms of rangeland management and land use planning—significant progress is already made. Land polices have been developed in almost every region. Oromia has developed a land use plan, and of course, the local land natural resource management activities have been undertaken by the local government, NGOs, and the communities themselves.

In terms of legislation, we have heard how ELAP and the Government of Ethiopia are working hard on developing polices and ensuring their implementation. We hope and look forward to hearing how lessons from Niger can inform us as we deliberate on this. Although there have been some limitations in the institutional framework as relating to livestock—as Adrian explained—there have also been significant achievements in animal health, in trade and marketing and in improving production.

Mobility is an important strategy to maximize the productivity of livestock in areas where rainfall is variable. However, we also know that the situation in pastoral areas is changing- climate change, population growth, and settlement and land use changes all need to be recognized. In this context, we must look for opportunities for livestock production to continue to play an important role in the economic growth and food security of these areas, where other forms of production may not be possible.

Finally, let me wish you all a productive workshop. Given all the efforts, which have been made to prepare inputs for this workshop, let us make the most of it, and try to carefully analyze what we hear and think how we can turn it into action.

Thank you

Overview of Pastoral Issues On Behalf of the Delegation to West Africa

Honorable Mohammed Yousuf

Chairman Pastoralist Affairs Standing Committee in FDRE House of Peoples' Representatives

*His Excellency, State Minister of Agriculture, Ato Sileshi Getahun
Ladies and Gentlemen*

On behalf of myself and the peoples' representatives Council, Pastoralists' standing committee, I'd like to thank you for attending a pastoralist development national workshop organized by FAO, Pastoralist Forum Ethiopia, Oxfam UK, USAID-ELAP and USAID-CIAFS in partnership with the Ministry of Agriculture and the Ministry of Federal Affairs.

On behalf of the delegation, I would like to reiterate my heartfelt thanks to Oxfam UK, USAID-ELAP and USAID-CIAFS for organizing a study tour to Niger from 20 to 27 November and to Mali from 28



November to 5
December for a 36-

person delegation drawn from government and non-governmental organizations at the regional and federal level as well as from Somaliland and Uganda so that we can learn lessons from these countries.

As you know, it is clear that West African countries have better guidelines and laws regarding pastoralists than Eastern African countries.

In two Sahel countries we visited, an enabling environment for their pastoralists was in place not today but a long time ago before their independence in the 1960s; nonetheless, Niger issued Land Use Proclamation in 1974, Natural Resources, and Land Use Policy in 2010. Mali issued the Land Administration Law in 1992, Land Code in 2000 and finally Pastoral Charter recognizing pastoralists' right to move from place to place and the right to use land in 2001 (Code Rural). Their government wants pastoralists to move gradually to sedentary life in the future.

The other incident we witnessed was, in Niger and Mali, there are people called Fulam whose family left Ethiopia in search of pasture a long time ago and settled there, constituting 11% of pastoralists in Mali.

For your awareness, unlike our country, many African countries, especially Sahelean countries have a Ministry of Livestock.

Now let us see what the good lessons we learned from these countries are as they have the same pastoral and agro-pastoral land tenure system as our country.

- Livestock, corridor, pasture, and cross-border: Livestock have their own corridors. For example, if pastoralists want to move to other places or other countries from Niger, it is forbidden to cross highways or farms. They have to use livestock corridors;
- When livestock move from one county to another, they have their own documents/passport and vaccination code;
- When moving along the corridors, they have water points to use; mobile health and education services are also provided;
- When they travel from country to country, they pay taxes;
- Livestock are not sold at a fixed price, but price is determined by market and weight.
- There are market places, what we call, "jelaba" for livestock. There are also scales/weighing machines assigned for goats and cattle in different places;
- Loans are provided for livestock. In Mali, there is an institution called Higher Cooperative Commission that has an equivalent

mandate as parliament spokesperson and it is organized from kebele to national level to take charge of loans;

- The loans are especially allowed when there is drought so that pastoralists can sell some of their livestock to neighboring countries;
- Livestock traders, like pastoralists and farmers, have loan facilities through unions;
- If the pastoralists' land is used for investment, governments pay compensations for the pastoralists;
- Pastoralists have milk collecting centers;
- They practice modern rangeland management; and
- The Land Code entitles land holders to the right to have land certification

Ladies and Gentlemen,

The gist of the matter is how to adopt the above good practices into our country's context. Specifically, in protecting the pastoralists' livestock that is their life from illegal activities and ensuring that professionals are assigned for their health, and focusing on the settlement activities

We too, in line with our five year plan of an on-going effort to transform the livelihood of pastoralists, together with parliament, the executive, developmental NGOs, and with farmers' research centers in the highlands, have to do our level best to draft and implement policies and decrees that will address the pastoralists' problems.

The Ministry of Federal Affairs representative and others will present the details.

Blessings

With the above opening speeches and introductory remarks made by distinguished guests, the two pastoral elders from Borana and Afar regions, Ato Nura Dida and Ato Hassen Mohammed, respectively, gave their traditional blessings for a peaceful and highly productive meeting.

Part II

Lead Paper

Pastoral Development in Ethiopia Institutional, Infrastructural and Livestock Production Perspective

Workneh Negatu, PhD

wnegatu@yahoo.com

College of Development Studies, Addis Ababa University

I. Introduction

Pastoralists in Ethiopia reside mainly in semi-arid and arid lowlands. According to the conventional classification, about 61% of Ethiopia's land is lowland (below 1500 meters above sea level). The lowland is climatically arid and semi-arid with pockets of sub-humid areas, and is characterized by relatively high average temperature, drought, scarce rainfall and a fragile ecology.

According to the 2007 population census (CSA, 2008), the population in pastoral dominated regions of Ethiopia is about 10.3 million. The regions comprise Somali, Afar, Oromia, SNNP, Gambella, and Benishangul-Gumuz. Livestock production in the pastoral system occurs in mobile and/or semi-mobile modes. In 2008, it was reported that Ethiopian pastoralists owned about 11 million cattle, 6.5 million sheep, 15.2 million goats and 2.3 million camels (SOS Sahel, 2008).

The Ethiopia Pastoral Development Studies project of the Ministry of Agriculture estimated the contribution of pastoral system to Ethiopia's GDP to be 9%. Export of livestock and livestock products is among the major earners of national foreign exchange (SOS Sahel, 2008; PFE, 2004). Pastoralist and agro-pastoralist areas such as Borena, Afar, and Somali Regions are the traditional source of livestock, supplying 95% of livestock destined for the export market (Belachew and Jemberu, 2003

cited in Workneh, 2011). Although the pastoral sector makes significant contributions to the country's economy in terms of employment, export, livestock production and other resources, pastoralists are generally exposed to vulnerable livelihoods and food insecurity—mainly due to drought (Workneh, 2006).

2. Pastoral Development Policy and Strategy

Recent experiences and evidence point out that the traditional pastoralist's management is based on herd diversification, herd splitting and movement between wet and dry season grazing areas based on principle of reciprocity, flexibility, mobility and negotiation through various institutions of users. (Behenke and Scoones, 1993) Such extensive pastoralism is the best response to the dryland environment and fragile ecology. Moreover, recent observations emphasize that above a certain level of aridity, nomadic pastoralism is the only possible means of land use.

2.1 Country Experiences of Pastoral Development

Different approaches and measures are being experimented and implemented in many countries in the world. Two strategies being promoted, for example, in West Africa, to promote sustainable development and transformation of pastoral systems are managing transhumance movement of pastoralists; and strengthening and facilitating farmers-pastoralists market and economic linkages.

An example of effort in this regard is the study undergoing to develop a transhumance shed in West Africa, particularly in Mali and Senegal. The project is to study the transhumance corridor along with rest and water points and the competition between farmers and pastoralists for land in the corridor (McPeak, John, and Turner, Mathew, 2012).

Another strategic measure for pastoral development is supporting the formation and building the capacity of pastoral organizations. In this regard, Oxfam UK has been supporting the grassroots and district pastoral organization in Kenya and Tanzania. These have resulted in

increased representation of pastoral interests at district level and increased access to services such as animal health, water, human health and education (Oxfam-UK, 2002).

The long-term issues in Ethiopia's case would be how to strategize pastoral development and its transformation into a commercial system; taking also adaptation mechanisms of the pastoralists and the increasing pressures such as population, climate change and sustainability of land and water use into account.

2.2 Highlights of Pastoral Development Policy and Strategies

- With the advent of the EPRDF government in 1991 all land remained under public ownership, with regional government possessing rights of governing land and other administrative affairs;
- The Federal Government of Ethiopia seems to recognize the importance of pastoral areas. Various organizations directly oversee pastoralist development and natural management issues. Federal; (for example, the Ministry of Federal Affairs, the Pastoralist Permanent Standing Committee in the Parliament) and regional level bureaus and NGOs oversee pastoralists' development;
- More of the existing higher learning institutions are recognizing the importance of pastoral resources and development and new ones are also being established in pastoral regions;
- In the recent development programs of the government, an increasing trend of realizing the contexts of pastoralism seems observable, although more scrutiny is needed to understand the pastoral system in depth and develop appropriate development strategy;
- The Plan for Accelerated and Sustained Development to End Poverty (PASDEP) emphasized the long term sedentarization of mobile pastoralists voluntarily, consolidation and stabilization of the settled ones, careful selection of viable and reliable river courses, provision of mobile social services, promotion of water supply and irrigation, development of livestock and range

resources and strengthening infrastructures and institutional supports. (MoFED, 2005); and

- The pastoral development section of the current five-year (2010/11-2014/15) Growth and Transformation Plan (GTP) of the country focuses on livestock resources development, since improving pastoralists' livelihood is inseparably linked to the development of these resources. The plan gives primary emphasis to water resources development, which is used for both livestock and human consumption. The task is planned to be accomplished together with improvement of pastureland and irrigation schemes development based on experience gained from Borena and Fantale areas.

Other complementary strategies for pastoral development highlighted in the GTP are:

- Food security program (FSP) in which communities participate by making complementary investment in water resource development and small irrigation schemes and pasture development;
- Settlement programs are envisaged in order to enable pastoralists' lead voluntary settled livelihood;
- Improvement of animal breeds and distribution of improved breeds and selected local breeds;
- Expansion of health services including mobile services;
- Natural resource management in pastoral areas;
- Improving livestock marketing system through putting in place animal transporting and market and price information systems;
- Integrating pastoralists with domestic investors undertaking fattening practices, abattoirs, and traders;
- Promoting organization of pastoralists in cooperatives in order to solve their marketing problems;
- Rendering support for private investors to invest in slaughter houses in pastoral areas, while the government build quarantine stations that meet the required standards; and
- Strengthening pastoral research, extension, and credit system in order to generate and transfer appropriate technologies that solve pastoralist's problems and improve their livelihood.

3. Livestock Production, Mobility, and Livelihood Diversification

Pasture, water, and animal health are the limiting factors of pastoral livestock production. Due to low level and erratic distribution of rainfall in the pastoral ecosystem, and the resulting scarce vegetation and water in pastoral residence areas, mobility has become the principal strategy of pastoralist management of livestock production.

Easy movement and access to grazing land is now being constrained by recurrent conflict between the lowlanders and highland communities. The enclosing and privatization of parts of the communal grazing territories appears to have increased in nearly all rangeland areas of Ethiopian lowlands. This loss of important dry season grazing areas also occurs due to permanent settlements and agriculture. The changes on the rangeland have exacerbated resource insecurity, which in turn aggravates conflicts among pastoralist groups and between pastoralist groups and neighboring farming communities, as well as between pastoralist groups and the state. Consequently, large parts of the rangelands areas along the Ethiopia – Kenya – Somalia borderlands have effectively become 'no-go' areas.



Cattle on the move

The degradation of land and vegetative cover resulting from unsustainable grazing pressure is often a consequence of complex interactions between climate change, inappropriate resource management practices, policies and regulations, lack of enforcement, and the political dominance of certain groups or individuals. Traditional range management systems are generally based on indigenous knowledge, mobility, reciprocity agreements, fluid boundaries, and traditional law. These mechanisms however are now facing new pressures, which require different institutions, technologies, and

management systems. The overall effect of these interlinked problems is impoverishment and reduced wellbeing of pastoralists and their family members.

Pastoralists are making efforts to diversify their economic activities in order to guard themselves against the consequences of impoverishment. Strategies include agro-pastoralism, labour employment, collecting firewood and producing charcoal. Some of these strategies are negative; for example, the social effects of migration are observed in the areas including family disintegration and social disorder. With livelihood diversification, many women have started taking over men's traditional roles (Workneh, 2011).

4. Marketing and Trade

Commercialization of livestock production is crucial, but it is only recently that pastoralists have increased their participation in markets. The most lucrative livestock market for the Horn of Africa is the Middle East, especially the kingdom of Saudi Arabia. One constraint is that pastoralist and rural development agents have been found to have weak communication with livestock markets. More market-focused

livestock extension services are needed. An additional constraint is insecurity: at times, of conflict, there is a substantial supply shortage—conflict makes traders insecure and markets unreliable supply sources (Workneh, 2011).



Livestock Marketing center in Mali

Livestock marketing terminal market: integrated to eight major regional market. The market facility is well equipped with information system (disease outbreak, price information, etc.)

5. Concluding Remarks: Prospects of Pastoral Development

Pathway 1: Facilitating the evolution of pastoralism into agro-pastoral system and non-agricultural activities: This pathway has to be supported and facilitated by promoting market participation, expanding non-farm income activities and increasing livestock productivity through the provision of productive technologies/inputs and health and extension services.

Pathway 2: Mobile pastoralism under appropriate management system: This is for circumstances in which the level of aridity and fragility of the ecology and pastureland is too immense to suit agriculture. This pathway will require delineating pastoral areas along with dry season grazing territory. Early warning systems will help to predict the pasture situation in dry season grazing areas so that pastoralists can plan their movement with the assistance of government or Community Based Organizations (CBOs). It will need a clear land policy that ensures collective tenure security and formal adaptive, for example, mobile form of service delivery) institutions—such as education, health, marketing, extension and input supply.

An important strategic measure to harmonize relationships among pastoral populations residing in different regions and zones is assisting them in forming pastoral associations. Regional organization such as IGAD and COMESA can help in this effort. For both pastoral development pathways to be effective Ethiopia needs compatible and clear policies on land and water tenure systems; technology development and transfer; community participatory development approach; markets and infrastructure development; and, sustainable use of natural resources.

References

- Behnke, R. H. , Scoones, I 1993. 'Rethinking range ecology: Implications for range management in Africa. In: Behnke, R. H. , Scoones, I. , Kerven, C. (eds). *Range ecology at disequilibrium: New Models of natural variability and pastoral adaptation in African savanna*. London: ODI/International institute for Environment and Development/Common Wealth Secretariat: 1-30.
- CSA, 2008. *Statistical Abstract of the 2007 Population and Housing Census of Ethiopia*: Addis Ababa.
- McPeak, John and Turner, Matthew, 2012. *Management of river systems for future*. Research Brief, February, 2012. *Adapting Livestock to Climate Change Collaborative Research Support Program (LCC-CRSP)*
- MoFED (Ministry of Finance and Economic Development), 2005. *Ethiopia: Building on Progress, A Plan for Accelerated and Sustained Development to End Poverty (PASDEP)*. Volume I: Main Text. Addis Ababa.
- Oxfam GB, 2002. *Review of East Africa pastoralist program*. Synthesis report
- PFE, 2004. *Pastoral Development in Ethiopia*. Proceeding of the Third national Conference on Pastoral Development, from December 23-24, 2004.
- SOS Sahel Ethiopia, 2008. *Pastoralism in Ethiopia: Its total economic values and development challenges*.
- Workneh Negatu, 2006: *Pastoral Development Policies and Strategies in Ethiopia; Retrospect and Prospect. Draft Paper prepared for Conference on Pastoral Development in Ethiopia*, Addis Ababa, Institute of Development Research/Addis Ababa University (IDR/AAU).
- Workneh Negatu, 2011 *Economic interactions of pastoral lowland and highland systems and implications for sustainable livelihoods: A case study in northeastern Ethiopia*. FSS Research report No. 7. Addis Ababa: FSS (in press)

Part III

Experience Sharing From West Africa

Policy and Legislation on Pastoral Land Use in Niger and Mali

Abebe Mulatu

abebemulatu@yahoo.com

Property Rights Lawyer, Ethiopia - Strengthening Land Administration Program

I. The Rural Code and the Pastoral Code of Niger

The Rural Code of Niger was introduced to manage land and natural resources and to tackle food insecurity and natural resource degradation. Discussions on land tenure issues were initiated in the 1980's and after about 10 years of consultations, the Code Rural that governs land tenure and the management of land was issued in 1993². The Rural Code consists of a series of legal texts and sector-specific rules. Regulations were included from 1993 up to now and complemented the Code's structure. The Rural Code was drafted by a cross departmental committee. Ordinance No. 93-015 establishes the guiding principles that cover all other sector-specific regulations included in the Code such as the regulation on land-use development planning; hunting and wildlife protection; environmental management; forestry; fisheries; traditional administrative districts; water regime; improvement of natural resources; rules of expropriation for public utility; and the pastoral regime. Institutions with specific powers and duties are established from the village to the national level to implement the Rural Code and monitor its enforcement.³

² Clara Jamart, Niger, *The Rural Code, Definition and History*, Paper 3, March 2011
http://www.agter.asso.fr/article549_en.html

³ *Ibid.*

The Rural Code deals with pastoral issues in Article 23-31. The Code approves the 1961 law that defines two systems of land ownership in Niger, i.e. agricultural land subject to private ownership south of the 350mm isohyet and pastoral state land north of the 350mm isohyet that pastoralists have access to and on which they exercise collective use rights.⁴

The Code protects pastoral enclaves and corridors for cattle and encloses grazing in the agricultural zone. It also provides that livestock herders have priority use rights in their home grazing areas. Home grazing territory as defined by the Code is "the territorial unit set and observed by custom and/or legal texts on which pastoralists usually reside for a large part of the year. They remain attached when they move for transhumance, migration, etc to the territory". The concept of 'home grazing territory' is believed to give nomadic and transhumant pastoralists an opportunity to be attached to a land commission (that is authorized to administer land); and "to voice their concerns to the implementing institutions and participate in governance of the pastoral zone."⁵

The Rural Code was criticized by pastoralists as being insufficient to protect their rights, and they called for a sector specific *pastoral code*. In May 2010, a law on pastoralism, 'The Pastoral Code of Niger', was passed as part of the Rural Code. The Pastoral Code reasserts several principles of the Rural Code, dispels some of the ambiguities of the Rural Code, and sets new standards. The Pastoral Code, for instance, reasserts the 350mm isohyet demarcation of the Northern limit that divides the pastoral from the agricultural zone. It also reasserts the legal recognition of customary land management.⁶

The Pastoral Code clearly establishes, under Article 3, that "Mobility is a fundamental right of herders and transhumant pastoralists. This right is recognized and guaranteed by the State and local government. Mobility constitutes a rational and sustainable use of pastoral resources

⁴ Clara Jambart, *Niger, The Rural Code, and the Pastoralist Issue*, Paper No.5, March 2011.

http://www.ogp.asso.fr/article551_en.html

⁵ *Ibid*

⁶ *Ibid* note 5

and can only be limited temporarily and for reasons of the safety of animals, crops, forests in accordance with the provisions of the law...⁷

To protect pastoral resources, the Pastoral Law under Article 5 provides "Subject to provisions within the current law, all forms of exclusive appropriation of pastoral areas under the public domain of the State and local government is prohibited. In particular, no land may be leased if it constrains the mobility of herders and livestock as well as access to pastoral resources."⁸ Because of this legal provision, the state cannot grant private concessions that may impede mobility in the pastoral zone.⁹

The Pastoral Code ends the official ban that prohibited livestock herders from grazing their animals in ranches and forest reserves, and allows their use as a refuge in times of crisis and if pasture is scarce. Pastoralists are also granted grazing rights in the agricultural zone when fields are cleared after harvest. The Pastoral Law establishes a system for the closing and opening of fields in the agricultural zone in order to make the agricultural zone a pastureland after the end of the harvest season. The pastoral law provides that no compensation may be claimed for damages to crops in rain fed agricultural areas after the day they are opened for grazing. It also prohibits early slash and burning practices in the fields.

2. The Pastoral Charter of Mali

Mali has adopted several laws pertaining to land and natural resources: The Constitution of 1992 that guarantees citizens the right to own property and protection of property; the Land Code of 2000 that defines the types of tenure in Mali; the Agricultural Orientation Law; the Water Law; the Forestry Law; etc. The law that governs pastoralist issues, the Pastoral Charter was approved in 2001 and its implementing decree was passed in 2006.¹⁰

The Pastoral Charter, adopted after consultation with stakeholders, has several provisions that are pastoral-friendly. It recognizes pastoralism as

⁷ Code Pastoral of Niger, 2010, Article, 3

⁸ Code pastoral of Niger, 2010, Article 5

⁹ *Id.* note 5

¹⁰ Lorenzo Cotula, *Law and Power in Decentralized Natural Resource Management: A Case study from the Inner Niger Delta, Mali*, <http://iasc2008.glas.ac.uk/conference%20papers/papers/CICotula...>

a productive system that is valid and rational: "Productive pastoral land use is composed of regular and extended pastoral activity on state and local government land, accompanied by traditional and modern development activities and/or measures to preserve or restore the environment."¹¹

"The recognition of productive pastoral land use allows those herders that are concerned to benefit from the recognition, protection, and guarantee of pastoral use in the concerned area. The recognition of these rights does not imply a transfer of the ownership of the soil or resources."¹² The Charter also recognizes local, national, and cross border mobility of livestock and guarantees protection of movement routes.

Under Article 4, the Charter affirms the rights of pastoralists to move in search of fodder and water for their animals. "While implementing their livestock keeping activities, herders have the right to move their animals in order to make use of pastoral resources." Mobility/movement is guaranteed to all forms of livestock keeping, i.e., sedentary, transhumant, or nomadic livestock keeping.¹³ Pastoral resources are also protected and pastoralists are guaranteed access to these resources.¹⁴

Article 12 requires development actions and projects to recognize the need to preserve pastoral resources as essential components of pastoral livelihoods in their design and implementation. In view of this, an environmental impact assessment is required every time a project, a program, or a plan is susceptible to provoke total or partial reduction or disappearance of pastoral resources. Furthermore, Art 41 prohibits preventing or limiting access by animals to a public water point by fields, barriers or any other obstacle. "...Proprietors of land bordering public water points are obliged to ensure the passage of livestock for drinking."

The Charter also provides that the movement of pastoralists is not spatially limited to any specific areas: "Livestock movements may be

¹¹Article 49, Pastoral Charter of Mali

¹²Article 50, Pastoral Charter of Mali

¹³Article 14, Pastoral Charter of Mali

¹⁴ See also and Brigitte TheHbaud and Simon Batterbur, *Sahel Pastoralists: Opportunism, Struggle, Conflict and Reproduction. A case study from eastern Niger, August 2000*

local, regional or across the whole national territory except in respect of protected areas and for animal health purposes.”¹⁵ To facilitate the cross-border mobility of pastoralists, the Charter provides under Article 23: “In the context of the policy of regional integration, the movement of Malian livestock herds for international transhumance to neighboring countries is authorized. Similarly, the entry and movement of herds from neighboring countries on Mali’s territory for the purpose of transhumance is authorized subject to reciprocity and according to bi-lateral and regional agreements linking Mali.”

To ensure protection of the pastoral routes, and to make them accessible to all, the Charter classifies the routes in the public domain. “Pastoral routes are part of the public domain of the State and local government and they must be classified so.” Art 52; and under Art 18 “The use of pastoral routes is both a right and an obligation for all pastoralists. The obligation to use a pastoral route cannot be lifted during the crop-growing season. However, local governments, according to local realities, but without abrogating herders’ responsibility in the event of their animals causing damage to the property of others, identify periods when the use of pastoral routes will only be recommended.”



Niger, Mali, Nigeria, Chad, Burkina Faso
Pastoralist's gathering-secure right and create solidarity

¹⁵ Article 5, Pastoral Charter of Mali

The Charter guarantees the right of pastoralists to graze fields after harvest. It authorizes local government in collaboration with traditional authorities and others to determine the timetable when harvest should be considered gathered and fields are open for grazing.¹⁶ "Local government in collaboration with the competent traditional authorities, farmers' organizations and other stakeholders, particularly the local administration and technical services, establish in a concerted manner every year as necessary the timetable of transhumance. The timetable must determine the outer most dates for the departure and return of the animals from one locality to another."¹⁷

The other important feature of the Charter is that it recognizes customary land management, access, and control of resources. "When natural water points are developed as pastoral water points, herders have priority rights of access. Access may be conditional on the payment of taxes"¹⁸; and under Art 42 "Traditional wells, private cement lined wells and private boreholes are the property of those that developed them. Their owners ensure their management. Access to these water points is subject to them getting prior agreement from their owners...." and Art 44 provides "Access to these wells [public cement lined wells] for pastoral use is open to all. However, resident herders in the local government where the well is located have priority access."

3. Lessons Learnt for Ethiopia

3.1 Participatory and consultative law making

One of the important lessons that could be drawn from the pastoral law making process, especially from Niger, is that the consultations involved all stakeholders in the early stages of the law making process. Conducting consultations with all stakeholders during the law drafting process is a requirement under the Federal Council of Ministers' Working Manuals in Ethiopia, but this requirement is hardly implemented—and there is no developed procedure or guideline for determining the level of consultations; selecting stakeholders; or conducting the consultations.

¹⁶ Article 35, Pastoral Charter of Mali

¹⁷ Article 22, Pastoral Charter of Mali

¹⁸ Article 40, Pastoral Charter of Mali

3. 2 Complementary and specific legislation

The lesson from the Niger Code indicates that laws that are dealing with related subjects have to be developed at the same time. Where one aspect of the law is not developed, it will create a gap in implementing the law that is already approved. For instance, the absence of a land registration law and/or a land use regulation in Ethiopia is a serious problem in implementing the rural lands administration and use law. The laws that are dealing with related subjects have also to be developed under the same principle/s; and they should be jointly prepared by ministries or agencies that are responsible for administering them. This helps to avoid contradictions and create harmony in the law. In Ethiopia, laws that deal with natural resources are not only patchy but are separately developed in various departments with little or no coordination.

3. 3 Decentralized natural resource management and conflict management

The pastoral laws of Niger and Mali recognize that traditional institutions manage natural resources. Natural resource management in pastoral areas is a critical issue in Ethiopia. The power of traditional authorities has been eroded and waned since the establishment of formal government administrative structures in Afar, for example. The kebele administrations and other government agencies in these areas are not strong enough to substitute the traditional natural resource management task. This has resulted in little or no control of the use of land resources, leading to natural resource degradation; uncontrolled grazing; and spread of weed plants like *Prosopis juliflora*. There is an attempt now to give some powers to the customary authorities in managing natural resources. The case of the attempt of the Afar Natural Resource Process in the Bureau of Agriculture is a good example, in which the decision was made to give the traditional authorities the power to control illegal cutting of trees.

3. 4 Recognition of pastoral livelihood and mobility

One of the positive aspects of the pastoral laws of Niger and Mali is their recognition of the pastoral production system as a rational system and guarantee the right of movement of pastoralists and protection of pastoral resources. The African Union *Policy Framework for Pastoralism in Africa* reiterates the human rights of pastoralists to pursue a livelihood

of their choice enshrined in the international human rights conventions and laws. The Policy Framework recognizes pastoralism as a way of life and a production system; and mobility as a basis for efficient use and protection of rangelands, and key to appropriate adaptation to climatic and other trends.¹⁹ It is imperative that Ethiopia, as a country of millions of pastoralists, and signatory of the African Policy Framework for Pastoralism in Africa, should adhere to these principles and guidelines when pursuing settlement and villagization programs that are intended to improve the livelihood of pastoralists and address their development needs.

3.5 Role of civil society and NGOs

Laws are meant to be implemented, and institutions need to be established or mandated to implement, monitor, and evaluate their implementation. One of the weaknesses observed in the Malian Pastoral Charter is the absence of a clearly mandated institution to implement and monitor the implementation of the pastoral laws. In Mali and Niger, civic society has played an important role during the pastoral law drafting process and implementation.

References

- Cotula, Lorenzo, Law and power in decentralized natural resource management: A Case study from the inner Niger Delta, Mali
Jamart, Clara, Niger, The Rural Code, papers 1-7, 2011
Thebaud, Brigitte and Batterbur, Simon Sahel pastoralists: opportunism, struggle, conflict, and negotiation. A case study from eastern Niger, August 2000

Policies and Laws

1. Code Rural of Niger, 1993
2. Pastoral Charter of mali, 2010
3. Pastoral Code of Niger, 2010
4. Policy Framework For Pastoralism In Africa: Securing, Protecting and Improving the Lives, Livelihoods and Rights of Pastoralist Communities, 2010

¹⁹ African Union, Policy Framework For Pastoralism In Africa: Securing, Protecting and Improving the Lives, Livelihoods and Rights of Pastoralist Communities, October 2010, Addis Ababa
<http://au.int/en/http://rea/sites/default/files/Policy%20Framework>; see also Brigitte Thebaud and Simon Batterbur, Sahel Pastoralists: Opportunism, Struggle, Conflict and Negotiation. A case study from eastern Niger, August 2000, <http://www.sirnaambatterbury.net/pubs/thebaud>

Livestock Development in Niger and Mali

Gezahegn Ayele

*Capacity Building manager, USAID/Capacity to Improve Agriculture and Food Security (CIAFS)
ayeleg@fintrac.com*

I. Livestock Development in Niger

The livestock industry is the second largest contributor to the national economy of the Niger Republic. The government facilitates early warning systems, mobility and cross border trade, and has supported technology development to assist pastoral development.

Niger receives only three months of rainfall and has a 9-month dry period. An early warning system of the rainfall distribution and assessments of forage condition helps the government be prepared and undertake measures during times of crisis. An assessment is made on forage availability using remote sensing methods, and the government develops forage banks for distribution to livestock breeders. Destocking through market provision is also an area of intervention for pastoralists during time of crisis. Mobility to the neighboring countries based on information given to pastoralists is another strategy. Evidence-based information systems generally help to avert food insecurity and to overcome crises in pastoralist areas.

All NGOs and CBOs are encouraged and facilitated by the government to work closely and support development efforts of pastoralists. These organizations assist and promote pastoral institutions from local level to national and then regional - ECOWAS West African level. The Niger Parliament has a rural development and pastoral standing committee. The Government has developed a five-year strategy on food security assurance. Over 15% of the income from mineral resources from pastoral areas will be re-invested in pastoral development in case of mineral exploration. Parliament is composed of Pastoralists with ample women representation.

During the three months of rainfall, pastoralists move north and during the dry season, they send elders to the agricultural area to get

permission for grazing land or seek for information from the local government. The government announces opening dates of croplands for grazing after harvest is completed, allowing pastoralists to move their livestock south without conflict with agriculturists.

The government facilitates cross-border mobility through reciprocal agreements under regional organizations such as ECOWAS. This mobility of livestock from one country to another is exercised seasonally and particularly with occurrence of drought. Pastoralists have to move with a certificate and experienced para-veterinarian. The government and NGOs support pastoralists by providing extension services on animal breeding, pasture management, animal health, strengthening of pastoral associations, and providing veterinary services. Water and pasture are adequately available for pastoralists, though they have less access to education, health, infrastructure, and other services. They have good linkages with government. Community leaders resolve conflicts. Annual events also help to resolve some of the conflicts.

2. Livestock Trade

The major international livestock market is Nigeria. There is reasonably good road infrastructure to transport animals with trucks. Every village has almost one domestic market with fencing and shading. The pastoralists form marketing associations in order to reduce exploitation. There is a single currency among neighbouring francophone countries to facilitate trade.

3. Key Challenges in Niger

- Financial resources, climate change, poor and inadequate infrastructure inadequate supply of skilled professionals, for example, veterinarians;
- Increasing population pressure leads to conflicts among pastoralists and agricultural settlers for sharing land resources; and
- Sustainability of pastoralism via modern education and infrastructural development is questionable. Educated children of pastoralists are no longer interested to continue pastoralism due to their awareness that they can lead a better life in urban centers

than as pastoralists. They are not willing to go back and exercise pastoralism as a way of life.

4. Lessons Learned for Ethiopia

- Land is demarcated as grazing or farmland and this ensures sustainability of land use rights in the pastoral areas. In the Ethiopian context this should be based on continuous consultation of pastoral institutions from the lower to higher level of the hierarchy, i. e. Kebele-Woreda-zonal-regional and national levels;
- Pastoralists diversify their livestock holdings both in production and marketing to mitigate risks between small ruminants and large animals;
- Climate change mitigation and risk management strategies are implemented. Forage availability is assessed after the rainy season and preparedness strategies including establishing fodder reserve banks are implemented. In addition, the government identifies corridors for grass and forage development in order to facilitate production of extra grass through irrigation;
- Livestock mobility and cross-border trade could easily be adopted around some pastoral areas; for example, in Borena and Somali area bordering other countries, with harmonization and facilitation through regional organizations such as COMESA and IGAD;
- Strong service provision to pastoralists - improved breeds, veterinary, education, roads and market infrastructure;
- NGOs need to be guided and facilitated to work closely at grassroots level in support of pastoral development efforts, and to work harmoniously with government institutions like the land administration agencies at both regional and local levels;
- Conflict between the farming and the pastoral areas are mitigated using customary authorities;
- Credit is facilitated for pastoralists in the same way as for agriculturists;
- The community and local government collaborate in managing rangeland and water resources;
- Information dissemination and coordination between development actors such as pastoral association is well established; and

- Fodder production and management and storage system is highly supported by the government and by the community. Markets are established for forage.

5. Livestock Development in Mali

The livestock subsector is an important segment of the economy, contributing 9-12% of the GDP. Mali has the second largest livestock resources within the ECOWAS. The northern part of the country is desert and arid, the south is savannah land, the South West is forest, and the east is Sudan Savannah. Based on this diversity, pastoralists move seasonally in search of grazing and water—from north to south. This creates a lot of pressure on the southern rangeland, as it is more or less a sedentary agro-pastoral area with some farming. The corridors for mobility are identified and defined although they are sometimes blocked due to population pressure and expansion of large-scale farm investment, triggered by foreign companies.

In the Mali Pastoralist Charter, water points were given emphasis for development and many water points have been developed, although this still seems far below the demand. The government takes targeted measures during crises caused due to drought or floods. Targeted interventions include the supply of forage; promoting and encouraging destocking through market facilities; and awareness campaigns. The government also provides various support services for the pastoralist and agro-pastoralists such as breeding and selection of various species through research, public and private veterinary services, and opening up of mobile schools. Mobility of pastoralists is supported and movement corridors are established and maintained by government in collaboration with local leaders using customary laws.

Trans-boundary mobility is conducted under the escort of a professional veterinarian. But pastoralists sometimes encounters problems in the neighboring countries: The check points established in the ECOWAS member countries (Benin, Guinea and Senegal) initially reached over 30 locations, which discouraged and hampered the mobility of pastoralists in many ways. A high-level delegation of an inter-ministerial committee has tried to avert and solve the mobility problem and reduced the checkpoints from 30 to 3.

Resource management, particularly in the forests, has been encouraging as most of the conflicts were resolved through the harmonization of traditional/customary and modern ways of resolving conflicts at the local level. The local pastoralists share benefits of the protected forest areas, for example, through a cut and carry system to provide forage for their livestock rather than letting the livestock loose in the forest reserves.

6. Summary of Malian Government Support to Livestock Development

In summary, the Malian government has given attention and supported the following areas of interventions for livestock development

- Pastoralism is adopted and recognized as a means of production, and the intensification of livestock production through different mechanisms is encouraged;
- Customary and modern laws have been harmonized in managing natural resources;
- Various pastoral associations at the grass roots level work for a common goal of improving the welfare of pastoralists. Most of the pastoralists are organized under these associations for advocacy and negotiations;
- There is high-level representation of pastoralists and their associations in governance and economic structures up to the extent of the national parliament and regional organizations like ECOWAS;
- Mobility takes place through corridor development and the opening up of mobility corridors;
- Market facilities and market information systems are well developed, integrating eight regional markets into one major terminal market. Market information is readily available;
- Provision of forage and watering troughs in market areas, including holding areas for livestock;
- Surveillance of livestock diseases in market areas;
- Development of abattoirs and milk processing and collection centers;

- Encouraging partial settlement so that part of the family is left behind during transhumance and will have access to amenities and social services such as education and health;
- Opening up of boarding schools, health facilities for pastoralist children, as well the provision of mobile schools with full-fledged feeding facilities. Land certificates are issued to agricultural land but not for pastoral land.
- Encouraging voluntary settlement of pastoralists, where this is feasible and providing support services to facilitate the process; and
- Guarantee fund established to facilitate destocking and marketing during crisis.

7. Key Points of Livestock development in Mali

- **Guarantee fund:** Anyone who is a member of an association and interested in destocking can borrow from the *guarantee fund* and sell livestock to repay to the fund free of interest and service charges. This might not be applicable in the Ethiopian context as there are regional differences. In Ethiopia, livestock are sold at very low prices during crisis. Application of this practice should take into account the specificity of each region;
- **Pastoralist associations:** in Mali are very strong and influential. However, this system is very different in its function from Ethiopian cooperatives as associations represent professional associations of animal breeders, milk producers, Fulani etc. Some associations were strong enough to the extent of conducting international negotiations, such as opening up the mobility corridors blocked by foreign investors;
- **NGOs and civil societies:** are allowed to support pastoral development and influence and facilitate harmonizing of government policies. They interface between government and local level communes and pastoral institutions, so that the voice of local pastoralists is heard;

- **Cross-border trade:** is facilitated through issuing animal health certificates and other inter-government meetings and agreements such as taxes are harmonized between neighboring countries;
- **Access to protected areas:** When corridors are blocked due to forest protection and new investment areas, such as large-scale farms, access to grazing lands and access to water points is opened up through negotiations with the government; and
- **Service delivery:** during crises is available with the payment of a nominal service charges; for example, for forage availability and water services. The right of beneficiaries including fisheries production is well recognized.

8. Lessons Learnt for Ethiopia

- The policy making process is highly participatory, primarily inclusive of pastoralist associations from grass roots to commune levels;
- Pastoralists are classified as settlers, transhumant, and pure pastoralists. The pastoralists who settled voluntarily can still have a possibility of moving from one place to another in search of pasture and water and return to their settlement;
 - Settlement is encouraged by the government but implemented through awareness campaigns are conducted for policy dissemination using local languages and community chiefs;
- Mobility corridors are provided for movement of livestock to grazing areas and water points;
- Pastoralist support programs - infrastructure, sharing benefits from the forest land, market information systems, watering points, private vet services and networking;
- Capacity building in pastoral area is coordinated and harmonized with NGO support; and
- Crisis management through early warning systems has been well established by the government in collaboration with donors. As a result, a guarantee fund has been established to facilitate destocking and marketing during crisis.

References

- Making Rangelands Secure in East and Horn of Africa. Quarterly Bulletin
No. 1, July 2012
- Office of the President. Pastoral Charter of the Republic of Mali. Feb 9,
2001. Bamako
- SDC (2005) *Program d'appui au secteur de l'élevage (PASEL) (PASEL IV)*.
Swiss Development Cooperation, Niamey.

Land Use Management in Niger

Tarekegn Tola
tarekegn.tola@eda.admin.ch
Disaster Risk Reduction Officer
Food and Agriculture Organization (FAO)

I. Introduction

In West Africa, governments have passed a series of pastoral laws to protect pastoral land rights and enhance livestock mobility. Guinea, Mauritania, Mali, Burkina Faso, and Niger have all passed legislation specifically in support of pastoralism as a viable land use system in the drylands. The laws present many positive features:

- Recognition and protection of mobility: there are strong provisions within both the Pastoral Charter in Mali and the Pastoral Code in Mauritania that protect mobility;
- Recognition of priority use rights over resources: the Rural Code in Niger recognizes that residents are 'primary users' and have priority rights of access and use; and
- Recognition of 'productive' pastoral land use: the Pastoral Charter defines productive use of pastoral land in a positive manner.

Niger is split into two distinct ecological zones that influence land use type and development of livelihoods. The southern part of the Country is reserved for farming and the northern part for livestock rearing. However, there are complementarities between the two economic activities resulting in a win-win situation. While livestock remain in the north of the country during the crop growing season, migration of livestock then takes place after harvest to graze on crop residues. Livestock provide manure and help prepare the soil for the next crop season.

The Niger River is the only perennial river that crosses the southwest part of the region. Historically, seasonal rainfall provides enough water for farming; however, regional rainfall has declined an estimated 20-50% over the last 30 years, and recent droughts have resulted in severe food shortages (USAID 2010). In the south, rain falls on average for 3

months of the year, but it is erratic and just enough only for growing one crop per year.

Pastoralists comprising 77% of the population inhabit the dry northern zone. Demographic pressure and droughts have increased the pressure on land and farmers have increasingly settled on lands in the northern part of the country—encroaching on passageways reserved for livestock migration, reducing their size or making some portions disappear. While illegal, these developments were nevertheless encouraged by the central government, which declared the land to be owned by the ones that make use of it. This competition over land translated into growing conflicts between herders and farmers since the 1990s on the issue of migratory corridors as well as on questions relating to the damages done to agriculture by livestock.

In recent years, pastoral communities increasingly organized themselves in order to lobby the government and defend their interest. These efforts contributed to a revision of the pastoral code in 2010. This revised law first reaffirms the division of the country in two distinct zones according to the law of 1961. Most importantly, the law recognizes pastoralism as an economic activity and as a valuable way to make use of land. Pastoral communities are further recognized with a right of "priority usage" of lands in pastoral areas.

2. The Rural Code and Land Administration

The *Rural Code (Principes d'Orientation du Code Rural)* Ordinance 93-015 of 2 March 1993) is the most recent land legislation in Niger. The Rural Code has the following objectives:

- increase rural tenure security;
- Better organize and manage rural land;
- Promote sustainable natural resource management (NRM) and conservation; and
- Better plan and manage the country's natural resources.

The Code seeks to strengthen tenure security by recognizing the private property rights of groups and individuals—whether such rights were acquired according to either customary or formal law. The Rural

Code has not been effectively implemented yet in much of the country mainly due to poor government capacity.

Rural land is managed by customary institutions, which hold land according to a variety of indigenous tenure forms. Many customary rights to land are recognized under the Rural Code and can be registered. In agricultural areas, various tenure systems and levels of use rights do exist. Land could be privately or group owned. Certificates of ownership are provided. In the agricultural zone Land Commissions (at different levels) exist that assist in developing and implementing the Rural Code.

All land belongs to the State in the pastoral zone and pastoralism is given priority for use of the land. Pastoral land is considered common access and pastoralists have priority-of-use rights (*terroir d'attache*). The Rural Code considers pastoral resources as a single resource and grants to all livestock producers "free access" (Article 23) and common use-rights to these resources (Article 24).

There are many different projects working at different levels to assist the Government (financially and practically) to implement the Rural Code. PASEL (*Program d'Appui au Secteur de l'Elevage - Support Program for the Pastoral Herding Sector in Niger*), seeks to protect migration routes at a landscape level, rather than village level. It was established by Swiss Agency for Development Cooperation SDC to reduce the incidence and intensity of conflicts between pastoralists and agriculturalists on key transhumant routes.

New technologies such as GPS have been introduced to improve the mapping processes. The work was linked to the establishment of services for pastoralists in the transit areas such as health centercenters and schools. PASEL and the involved populations have been able to rehabilitate about 3,000 kilometers of corridors and set-up follow-up processes that ensure their sustainability.

3. Rangeland Management

The majority of the pastoral zone is open grazing area. Fires are regular – some 'natural' and some managed/prescribed. Even though few species of *Prosopis juliflora* was observed in Niamey city, most of the open rangelands are free of invasive species. The bush encroachments and degradations were addressed simply by applying reciprocal grazing arrangements with the farming communities and associated seasonal strategic movement. Reciprocal arrangements for such matters as access to water and grazing could cross international borders as many pastoralists travel both in and out of Niger to fulfil resource needs. Smallholder farmers may pay herders to graze livestock on their fields because manure improves soil fertility.



Rangelands managed through enhanced mobility in Niger
No encroachments, plenty of grass

4. Water Management

Niger's Water Code 1993 (amended in 1998) provides that public water points are open for the use of all including outsiders such as pastoralists. Public water points are managed by local management committees. Construction of new water points with a daily capacity of more than 40 cubic meters requires government authorization. The Water Code conflicts with some of the provisions found in the Rural Code. For example, the Rural Code grants pastoralists a common right to rangelands and priority rights over both land and water in their home areas (*terroir d'attache*). Outsiders must negotiate access to water and grazing rights in these areas. In contrast, the Water Code grants open access to public water-points.

In the pastoral zone, water is managed through communal and customary institutions. It is forbidden under law to establish a private water point, unless the person allows it to be utilized by all pastoralists. Groups that create water points by digging wells have priority rights to the water. Groups may negotiate the terms of access for outsiders to use the water source such as length of stay, time of day for watering, and health of livestock. Payment for access can be made in cash or in kind. Groups often demand reciprocal access to water rights controlled by the outsiders. These local agreements (*conventions locales*) help reduce conflicts over resources (Cotula 2006).

5. Lessons Learned for Ethiopia

- Urban dwellers are a minority and priorities for rural development come after those of the rural majority. This seems to have made a difference in how policy and legislation has been formulated—rural needs including different land users such as pastoralists are at the forefront in the process of making national policies;
- The Rural Code has provided a sound foundation for development of more suitable mechanisms at the local level to protect resources for land users, including pastoralists. The challenge is in the implementation;
- When land is taken from pastoralists for other uses by the government compensation is paid. This would be a good precedent to set for Ethiopia;

- Livestock migration routes are mapped and protected at different levels including the village level, i.e., through individual plots/farms and at a landscape level, facilitating movement from the pastoral zone through the agricultural zone to markets such as Nigeria. This is a win-win arrangement for both pastoralists and smallholder farmers; and
- The development of private water points is well controlled, in particular in the pastoral zone of Niger. This offers valuable lessons for Ethiopia where the development of private water points in areas such as Somali Region have had a negative impact on communal rangeland access and management.

References

- Byrne, S. . P. Fendrich, P. Arhold, and A. M. Acosta (2011) *Four Case Studies on the Experience of SDC and its Partners Supporting Socially Inclusive Local Governance*. SDC, IDS, Inter Cooperation.
- Cotula, L. (ed) (2006) *Land and Water Rights in the Sahel: Tenure challenges of improving access to water for agriculture*. Issue Paper 139. London: IIED
- Ngaido, T. (1999) "Can pastoral institutions perform without access options?" in N. McCarthy, B. Swallow, M. Kirk and P. Hazell. *Property Rights, Risk and Livestock Development in Africa*. IFPRI.
- SDC (2005) *Program d'appui au secteur de l'élevage (PASEL) (PASEL IV)*. Swiss Development Cooperation, Niamey.

Mobility and Cross Border Trade in Niger

Abay Bekele,
ABekele@oxfam.org.uk
Oxfam GB

1. Context

The country values pastoral mobility and recognizes the need for trans-boundary mobility. To avoid conflict between pastoralists and agriculturalists, the land use of the country has been divided into clearly demarcated pastoral and agricultural areas²⁰; the land in pastoral areas is owned by the government while individuals can acquire ownership over the land in agricultural areas²¹, this policy is meant to protect pastoral mobility that could be affected by land defragmentation.

2. Seasonal Mobility

Cross-border mobility is an important aspect of pastoral livelihood in Niger and the Sahel region as a whole, a practice that existed generations before colonization of the area and has continued to be practiced in the post-colonial period. There is a clear pattern of movement with over 75% of the cattle in the Sahel regions (Chad, Niger, Mauritania, Mali, and Burkina Faso) moving southwards. Cattle are moving to Benin, Northern Nigeria, Cameroun, Ghana, and Ivory Coast as drought sets in and return to their customary land as pastures develop after the onset of rains.

In Niger, access to the international borders in the south of the country requires passage through the agricultural zone of the country. To enable access to the international frontier the government has developed a clear strategy to support pastoral mobility. In the implementation strategy of the pastoral code, all the 15,000 villages in Niger must have a 'Village Land Committee/Commission' made up of at least 7 people who will ensure that the recommended size of cattle travel corridors are not encroached by farmers—including their use of

²⁰ Meeting with Ministry of Agriculture and Livestock – Niger, 21.1.11

²¹ Presentation note by Abdoul Karim Mamalo former Permanent Secretary concerned with the development of the code Rural

other natural resources such as grazing areas and water points. In the event of a new settlement, the committee will negotiate for establishment of the travel routes.

3. Cross-border Agreements

Cross border livestock, mobility is facilitated by the following existing agreements:

Regional

- ECOWAS: 1998 Heads of State of Decision A/DEC. 5/10/98 regulating transhumance between ECOWAS member States – The details include the use of the International Certificate of Transhumance. This certificate also includes information on conformity to standards on livestock disease control such as vaccinations and details such as number of livestock.

Bi-lateral

- Protocol between Burkina Faso and Niger to establish a framework of consultation on cross-border transhumance (2003); and
- Agreement between Ivory Coast and Mali to regulate cross-border transhumance (1994)

4. Livestock Trade Within and Across Countries

Livestock trade in the ECOWAS zone is booming. The Sahel sub-region (Niger, Mali, and Burkina Faso) is a net exporter of sheep, goats, and cattle to the coastal states of Ghana, Cote D'Ivoire, and Nigeria. Transhumant pastoralism supplies about 65% of cattle meat, 40% of mutton and goat meat and 70% of milk. Livestock trade is an important component of the livestock mobility in West Africa, a factor that binds the regional governments; therefore, it is in the interest of the countries in the region to protect the travel corridors to facilitate the livestock trade.

5. Contribution of government and non-state actors

The Government of Niger has been criticized by pastoralists for its small budgetary allocation to the livestock sector - only 20% of the total state budget. This is considered unfavorable to pastoralists considering their contribution to the country's GDP²². However, the government supports the sector in other ways, most notably protecting pastoral livelihood through legislation to protect mobility routes and negotiate with the regional governments to ensure access to regional markets and seasonal pasture. The roles of non-state actors in the Niger livestock sector cannot be underestimated. Some of the key contributions of the non-state actors include advocacy and supporting the development and implementation of the pastoral code in Niger, establishing water points in the travel routes, supporting establishment of mark stones in the travel zones, supplementary feeding for livestock, capacity building of the communities among others.

Non-state actors have also been engaged in various advocacy initiatives at local, national, and regional levels for pastoralist's communities. Some of the key concerns of the non- state actors were:

- Recognition of pastoralism as a rational livelihood and an important contributor to the national economy;
- Securing grazing land rights;
- Mobility of pastoralists across boundaries ensured by demarcation of mobility corridors;
- Government investment in support of pastoralism; and
- Among some of the key success of the CSOs in relations to cross border mobility was pushing for the 2009 ECOWAS platform to discuss mobility issues and harmonize policies to facilitate mobility across borders. Though the organization of the meeting took at least two years, it was held and Niger was represented by the Ministry of Natural resources. The result was a roadmap for mobility that was implemented in various member states to enable unimpeded mobility.

²² Meeting with CSO in Niger 22.11.11 including Collectif des associations Pastorales du Niger

Significant support had also come from international agencies such as the International Institute for Environment and Development (IIED), Deutsche Gesellschaft für Technische Zusammenarbeit (GTZ), Comité Permanent Inter-Etatsde Lutte contre la Secheresse (CILSS), ILC, and Oxfam. These agencies have been playing a critical role in ensuring that local communities actively participate in the decentralization process and more specifically that herders' concerns and voices are brought into the picture.

6 Problems and Challenges in Implementation

There is a concern that the ECOWAS agreement is not being fully implemented. For example, in the regional context, a long-standing discussion concerns the cross-border transhumance, with related security, health, and economic implications. By the end of the 1990s, a policy agreement was reached on how to allow regional movements under specific regulations. However, a later report indicates that this declaration of intents has been followed by very limited accompanying measures and investments, thus, creating a degree of disillusionment among herding communities and concerned organizations. Countries such as Benin, Togo, and Ghana have recently suspended the agreement and do not accept any more transhumant herds, thus, curtailing pastoral communities of important greener pasture and market outlets located in the southern portion of the sub-region. Adequate investments in infrastructure and services along transhumance routes, as well as the soft components such as controls of animal movements as well as of farming encroachment along these routes, pastoralists awareness raising and capacity building would be needed to revive this initiative, with ECOWAS playing a leading role. "

Details in other reports state that:

- There is a dramatic shrinkage in pastures as a result of expanding crop cultivation and the takeover by agriculture of key pastoral areas (providing dry season grazing);

- Livestock issues are neglected in major dam projects on the Senegal and Niger rivers, which restrict the access of cattle to grazing resources;
- Difficulties and conflicts continue over movement of herds in the region, despite the adoption by Heads of State of Decision A/DEC. 5/10/98 regulating transhumance between ECOWAS member States;
- Cattle migration is hindered by administrative red tape and serious incidents in pastoral areas due to failure to comply with national and regional regulations, damage to fields and harvests, grazing in protected areas and loss of animals;
- Pastoralism is still viewed as unsustainable by some with biases against pastoralism—even though this has been proven wrong. Research now has to intensify to show the viability of the pastoral system;
- Pastoralists are viewed as people who just keep animals for the sake of keeping them—the herd is a store of wealth for the farmer—pastoralists do sell their animals whenever they feel like—but this is not well understood by others); and
- CSOs still recognize that the herders themselves are not aware of these various policies and are yet to be sensitized to become active players and beneficiaries.

The major lesson however, is that although the implementation of the various frameworks are yet to be realized fully, the political will of the states to support pastoral mobility across boundaries is significant. It is important to note that while for the government of Niger this is seen as a priority, it may not be seen by other countries such as Nigeria who do not have major challenges with drought, but benefit from this arrangement. This needs to be clarified for them in order to ensure that they remain committed to these multilateral frameworks and understandings.

Part IV

Experience from East Africa

Land Tenure Options: the East Africa Experience

Abdurehman Tahir Eid,

Designation, Hayovoco

Fiona Flintan

fionafintan@yahoo. co. uk

Consultant, International Land Coalition (ILC) and International Fund for agricultural Development (IFAD)

I. Experience of Land Tenure in Kenya

In Kenya, there are three categories of land: public land, private land (in predominantly urban areas), and 'trust' land (recently renamed 'community' land in the 2010 Land Policy, endorsed in Kenya's new Constitution, 2011).

'Trust' or 'community' land

'Trust' land was established under the British colonialists who placed community common property lands 'in trust' under County Councils. However, there have been problems with this approach and those who live on trust land for generations have often found that they cannot assert any rights to the land when decisions about its use or allocation are made. Under the new Land Policy, 'community land' (previously called 'trust' land) will be demarcated and its title allocated to a particular community group.²³ The Policy seeks to recognize the rights of communities (including pastoralists) to access resources upon which

²³ A six step process is provided including documenting and mapping of customary land tenure systems; establishing a clear legislative framework and procedures for registration; reviewing all acquisitions; developing participatory processes; incorporating customary mechanisms of conflict resolutions

they depend. Community (elected) Land Boards will be established to manage access to the land and resources. Secondary use access of land; for example, to access water, is also accounted for, and the particular role of women recognized.

Within this context, communities have already been able to strengthen their rights to land and resources through the development of by-laws based on documented customary management systems and institutions, which are given legal backing at the County level. This has enabled a re-strengthening of customary mechanisms of rangeland management including across traditional grazing areas such as in the case of the Boran, Garba Tula District, where management has been reinstated across *dheedas*.

Group ranches

During the drive to privatize land and resources in Kenya, the post-colonial government established group ranches in many trust lands. This went hand-in-hand with the development of the Kenya Livestock Development Project. Mainly established in Maasai domains, group ranches were a land tenure system that was common yet private. It had been agreed that the ecology of these areas did not favor the registration of an individualized land tenure system, but could accommodate division into smaller units (ranches). These would then be registered as owned by the group of people customarily resident and having recognized customary rights in or over the area. It was anticipated that range management would improve and groups would be able to access credit. This was facilitated by the 1968 Land Adjudication Act 40 and the Land (Group) Representatives Act 41.²⁴

By the 1980s, the majority of group ranches were in difficulty. Rangelands had been degraded, management systems had broken down and there was increasing pressure to privatize the lands and in some cases to sell them off (including forms of sub-division, which in time has led to a number of serious negative consequences including a government keen to see more individualized tenure in place). This led to an ongoing process of increasing in landlessness among the Maasai (much resulting from the lack of full understanding of the transactions

²⁴ For a detailed description of group ranches, strengths and weaknesses see report by Peter v Opondo in CDC 2002).

taking place); and an increased vulnerability of land users to drought as mobility was severely curtailed and key dry season grazing areas lost to other land uses.

In Kajiado District (south of Nairobi), for example only a handful of the 52 group ranches established there have *not* subdivided. These few have managed to maintain their pastoral livestock production systems to the advantage of the community at large, whilst also diversifying their livelihoods by investing in tourism and agriculture in suitable areas. Olkiramatian Group Ranch for example has zoned the Ranch into grazing, conservation and agricultural areas (fed by permanent rivers) and has sub-divided the latter into individual lots though the rest remains in communal use.

The implementation of Kenya's new Land Policy is likely to further change the group ranch system, encouraging some ranches to further sub-divide and perhaps others to function as an interest group registered under 'community land'. Whatever the future may be, it has become clear that to maintain a productive livestock system which optimizes benefits from the ecological and climatic vagaries of these predominantly dryland areas, mobility, and collective sharing of resources needs to be maintained. In addition, some kind of association or body is required to undertake land management functions on behalf of the group of owners who commit to this.

2. Village Land and Village Land Use Planning in Tanzania

Recently in Tanzania, a number of Acts²⁵ have been passed that provide for the recognition and formalization of village lands.²⁶ The Acts cover both individual and common property—the latter being managed under the authority of the Village Council. This legislation has conferred property rights on occupiers of customary land that are as secure as the property rights conferred on those holding land under granted (statutory) rights of occupancy. The Village Land Act requires villages to allocate lands between these individual and communal categories,

²⁵ Namely the Village Land Act No 5 (1999), the Land Use Planning Act No 6 (2007); and the Grazing and Land Animal Feed Resources Act No 13 (2010).

²⁶ In Tanzania radical title of all land is vested in the State.

zoning²⁷ them for different purposes, as well as designating some lands as areas set aside (*akiba*) which will be allocated to the individual or communal areas later.

The Village Land Act thus provides a relatively secure tenure framework for communal land uses such as grazing pastures and forests, as well as specific requirements for basic land use planning and zoning. The process of delimitating and formalizing village lands is now being carried out across the country (albeit slowly). On the main land of Tanzania, out of 12, 000 villages, more than 600 have gone through the process—266 of these include the protection of grazing land providing to 1. 4 million ha.²⁸ Local by-laws provide the legal basis for enforcement of plans. Capacity building of local governments, Village Councils, and local communities is an important part of NGO and government support in the process. Cross-village agreements that can be used to formalize sharing of resources, such as grazing and water between two or more villages, can be established. Further details of the village land use planning process can be found in UCRT (2010).

3. Key Lessons Learned

Where land is registered or titled (to a group or individual), security of tenure appears to be greatest. However, tenure security alone does not make people feel secure: it also relies on a number of other factors.

No tenure system is secure unless government and other responsible authorities enforce it. The examples above show that this is possible where commitment, resources, and an effective governance system exist. Such a governance system seems to work best where it has been developed specifically for the given tenure regime as well as local production/livelihood and rangeland management systems. For multi-use landscapes and in particular where there are different overlapping like primary and secondary uses of land and resources and/or a need for different tenure types, a 'nested' governance system can work best.

²⁷Zoning" may mean different things to different people. Officials see it as a way of permanently demarcating or fencing off areas for exclusive use i.e. ordering complex landscapes into relatively simple and non-overlapping categories. Pastoralists tend to have a more flexible and integrated approach, reserving areas for particular use and managing them through conditions/rules of access, sometimes with physical demarcation occurring along a gradient of scarcity/importance, i.e., the more strategic/high value an area is, the more likely there is to be a barrier of some sort (UCRT 2010).

²⁸ Personal communication Maria Mashingo (2010).

This can incorporate both customary, and 'modern' or *government organizations* and institutions.

Other factors that influence the level of perceived tenure security that people have include:

- Knowledge of and documentation of boundaries and resources;
- Transparent, accountable and *strong leadership* with clear roles, responsibilities, rights and distribution of benefits;
- Positive/negative relationships with other land users/owners; and
- Ability to realize benefits from land and resources both *directly* and indirectly – where more direct benefits are realized security tends to be higher in particular in common property regimes where the realization of such benefits provides access to collective and *reciprocal support mechanisms*.

Village land use planning, as in Tanzania, seems to be a model that can protect common property lands, and if well implemented facilitates continued sharing of resources across village boundaries and the protection of pastoral production systems. However, often the VLUP process is compromised by a failure to provide adequate time, space, and resources for appropriate levels of community participation, sufficient negotiation between different actors to ensure all land conflicts are resolved and consensus is reached, and the development of *facilitating and binding agreements* including for cross-village sharing of resources. A major factor in this is the relatively high cost of the VLUP process, which can be TShs 35million per village (over US\$21,000).

Finally, it seems that many of the major forthcoming threats to the security of rangeland users including climate change and population growth, can be better accommodated by those tenure systems that are more flexible and open, i.e., those existing as community or communal land), as opposed to those that are 'locked-in' to a specific tenure arrangement (for example the group ranch system). This not only relates to the flexibility of the tenure system to respond to such challenges but also the temporal and spatial flexibility for resource use that the more 'traditional' systems offer.

4. Implications for Ethiopia

The experiences of East Africa provide important lessons for Ethiopia and the development of policies and land tenure systems for pastoral areas. The exact nature of these land tenure systems should be influenced by factors including current land use systems. In addition, those areas/regions where there is a strong governance system still in place, through clans or other customary institutions are likely to be able to support different land tenure system than those where such institutions are weak. The decentralized political structure in Ethiopia through the regions provides the room and flexibility for incorporating such variation.

The development of regional policies would be assisted by the presence of a more detailed guiding policy framework at federal level for development of land tenure and related governance structures in the rangelands. This would help to resolve current contradictions and confusion in the legal system and inconsistencies in public administration and resource governance.²⁹ Drawing on the lessons learned above, such a guiding framework could include:

- In-depth consultation and information gathering processes with the full participation of local communities in order to fully understand current (customary) land tenure, use and management systems, governance structures, and their strengths and weaknesses. In Ethiopia, conducting consultations with all stakeholders during law-drafting processes is a requirement under the Federal Council of Ministers' Working Manual; however, there is no developed procedure or guideline to determine how this should be done;
- Multi-level planning, management and securing of resources that provide for an understanding of, accounting for, and protection of the complexities (spatial, temporal, institutional) of rangeland systems. This planning should be informed by current land use and management practices: in some cases, the village may be the most appropriate starting point, but in others, it is likely to be a much

²⁹ For example, the Afar regional State has developed and issued a Pastoral Lands Administration Proclamation that clearly provides that no private holding shall be allowed in the area assigned for pastoral grazing lands, however, under the current federal settlement program individual holdings will be created in areas that used to be pastoral grazing lands, etc (Mulatu 2012)

larger unit – the landscape or rangeland. In the case of the latter there will be added challenges of working across smaller administrative boundaries, however the continuing functioning of traditional resource management units such as the *dheedas* in Borena, show that governance is still possible at this scale. The right framework for this process can be informed by number of 'system' approaches that have been developed and are being tested – see for example Flintan and Cullis (2010) in Ethiopia; Alden Wily (2008; 2005) in Sudan and Afghanistan; and ICARDA/IFAD in northern Africa (Nefzaoui et al 2007);

- Clear and workable decentralized governance structures, which reflect the complexities of land and resource access, use, and management in rangelands where multiple uses and users (and their rights) can overlap and rights of access may be dependent upon a number of factors. These structures should be based on current customary institutions and practices, but may require adaptation to new challenges facing rangeland users, and for example, reflect, human rights standards accepted by the Federal Constitution. A 'nested' hierarchal system of governance that functions from the *landscape/rangeland* level through to very specific tenure niches such as for a tree or water point, is likely to be most appropriate. Fully enforced and better-defined guidelines for investments in pastoral areas are needed. These will serve to encourage investors to provide benefits for local users including protection of migration routes through farms, ensuring use of by-products of crops by pastoral communities, strict pollution control measures, ensuring timely payment of compensation to local communities for lost land and resources, as well as preferential treatment in employment. These will assist in providing clarity to local land users of the terms of agreement of investments and help resolve local conflicts; and
- Enough room for flexibility and adaptation to the many challenges that rangelands and rangeland users are facing and will continue to face in the future including climate change. As described above, it has been shown that land tenure systems that provide for rangeland use and production over a larger administrative unit (such as a landscape), have proved more effective in adapting to new challenges than those formulated on a smaller unit such as a village.

References

- Alden Wily, L. (2008) "Community Based Pasture Management (CBPM), Afghanistan. Guidelines for Facilitators". FAO SALEH, Afghanistan.
- Alden Wily, L. (2005) "Step by Step Guidelines to Help Southern Blue Nile Communities Secure their Customary Land Areas". Customary Land Security Project. USAID/PASA.
- CDC (2002) *Realising the Economic Development and Poverty Alleviation Potential of Nature in Magadi, Ol Donyo Nyoike, Ol Keri, Olkiramatian and Shompole Group Ranches*. A report for DFID, Nairobi.
- Flintan, F. and A. Cullis (2010) *Participatory Rangeland Management: Introductory Volume*. Save the Children US, Addis Ababa.
- Nefzaoui, A. , M. El Mourid, Y. Saadani, H. Jallouli, N. Raggad, and G. Lazarev (2007) *A Field Manual for the Preparation of a Participatory Community Development Plan*. Tunisia: ICARDA, IFAD, Arab Fund for Economic and Social Development, and IDRC.
- UCRT (2010) *Participatory Land Use Planning as a Tool for Community Empowerment in Northern Tanzania*. Gatekeeper No. 147. London: IIED.

Part V

Presentations from Ethiopia

Pastoral and Agro-Pastoral Development Policy and Strategy

*Ato Shanko Deleegn
shanko_d@yahoo.com*

Director General, Equitable Development Directorate, Ministry of Federal Affairs

I. MoFA: Establishment, Responsibilities, Vision, Ensuring Equitable and Accelerated Development

The Ministry of Federal Affairs was first established under Proclamation No. 256/ to coordinate the implementation of decisions, authorizing the intervention of the federal Government in the affairs of regional states; to coordinate constitutional provisions on a special support to nations nationalities and peoples least advantaged in economic and social development (Article 89:4); to provide special support to those deserving regions, particularly to those designates as emerging/developing;

and to coordinate and integrate support of other federal organs and development partners to emerging regional states.



Ato Shanko Deleegn, Director General, Ministry of Federal Affairs, presenting Ethiopia's experience

The vision of Ministry is to see Ethiopia whereby sustainable peace, equitable development, and strengthened federal system flourish by the year 2020.

Its missions are

- Ensure the sustainable peace and security of the Ethiopian people through building peace value, establishing system for early warning and preventing conflict;
- Ensure peace among communities by strengthening good relations among different religions and beliefs;
- Strengthen good relations and cooperation of Federal and Regional states on firm established Federal system; and
- Ensure equitable and accelerated development in pastoral and agro-pastoral areas through building implementing capacity of emerging regions by coordinating concerned federal sector bodies, development partners and other stakeholders

It has four core Directorate Generals, of which one ensures equitable and accelerated development in pastoral and agro-pastoral regions. It has three over-sight bodies including

- Pastoral Affairs Standing Committee in the House Peoples Representatives;
- Prime Minister's Office; and
- Federal Inter-Ministerial Board established by Council of Minister's Regulation

The Ministry has an Inter-Ministerial Board whose purpose is to Direct and Coordinate Pastoral Community Development Program-PCDP (15 years multi-million dollars program, established under MoFA and financed by GE, IDA, and IFAD. The purpose of this Board is to ensure equitable and accelerated development in emerging pastoral and agro-pastoral regional states and to meet constitutional obligations, create good governance, democratization process and rapid and sustainable development, bridge the capacity gap in regional and national development, avoid internal conflicts, and achieve the Millennium Development Goals targets. These all could be achieved through identifying existing gaps on critical few intervention areas and jointly preparing and implementing special support programs

2. Pastoralism in Ethiopia

Background

Pastoralists (Afar, Somali, some parts of Oromia and SNNP Regional State) inhabit over half of the Ethiopian territory (60%). In these Regions, there are at least 144 districts (woredas) in all, 67 in Somali, 32 in Afar, 33 in Oromia and 12 in SNNP. The population of pastoralists is estimated at 12 million.

The Pastoral Development Policy and Strategy Framework (MoFA, 2001- Council of Ministers)

Vision:

- Phased voluntary sedentarization along the banks of the major rivers as the main direction of transforming pastoral societies into agro-pastoral system, from mobility to sedentary life, from rural to small pastoral towns and urbanization;
- Complementing sedentarization by micro and small enterprises development in the urban centers and off farm activities in the rural areas;
- Undertaking integrated development with irrigation as the basis and livestock production as the focus, complemented by static and mobile education and health services as well as rural roads, rural energy and water supply, and rural telephone services;
- Coordinated and concerted federal support, program ownership by the regional states and communities, enabling them through support in capacity building, to lead the development work at all levels;
- Allow, enable and coordinate private sector and charities and societies to play positive role in line with the policy direction within the framework of the broad program and strategy, after mobilizing their own resources; and
- Tap indigenous knowledge and skills of pastoralists on animal husbandry and rangeland management.

Strategy I: Priority should be given to areas that are already settled and nearby to water resources

Strategy II: Establishment of a fair market system

Strategy III: Provision of suitable social services to the pastoralists – education, health, potable water

Strategy IV: Expansion of infrastructure to improve marketing system- roads, power, telephone

Development Directions, Intervention Modalities - Policy Framework of the Ministry

The Ministry has two approaches for its interventions

- Developing surface and ground water- as an entry point to pastoral development in areas with moisture stress and developing human and animal drinking water, rangeland management, modern livestock management, domestic and international market, industry linked, commune program
- Humans and animal drinking water (surface and ground), small and medium irrigation schemes, domestic and international market, industrialization, commune program
 - Water will be the basis of entry for development (for human and animal)
 - Balanced intervention on water availability, rangeland management and environment care in consultation with local governance arrangements
 - Rational of range land and Improvement of poor rangelands

The short-term strategy encompasses recognition of pastoralism, mobility and work within it by improving pastoral practices

- Focus on livestock and livestock care practices;
- Implement livestock extension package, health, fodder, selected variety, quality and market;
- Agronomy practice shall focus on settlement and movement pattern/season and maximized use of the period and settlement for agronomy practices; and
- Therefore, short term and medium term intervention focuses on pastoralism and livestock based agricultural extension services

The long-term strategy encompasses sustainable and accelerated development approach

Development Directions: Policy Framework- Commune Program

Commune program is one of the strategies to ensure food security. The basic ingredients are

- Voluntary and beneficiaries direct participation;
- Implemented in their own regional state-respective locality and community including clan distribution;
- Build on existing experiences; beneficiaries as the center piece of the program;
- Government support and planned implementation;
- Advance preparedness of services (social, economic, infrastructure etc.) and strategic livelihood approaches;
- Considers environmental care and natural resource protection;
- It should be linked with integrated area development program, medium and large scale agricultural investments, and infrastructure expansion;
- Commune program in pastoral areas mainly requires adequate water -surface and ground, sufficient land, proper and need based provision of agricultural inputs;
- For successful implementation, the program requires consideration of small and medium irrigation schemes;
- Commune program in the pastoral areas therefore is directly linked with sufficient surface or ground water availability and Irrigation technologies;

Irrigation projects require more resources in addition popular participation; and it may not be easy in pastoral areas. Therefore, irrigation technologies and projects in Pastoral areas must take into consideration the issue of sustainability, affordable cost, and scaling up ;

- Resettlement programs from moisture stress and highlanders inTigray, Amhara, Oromia and SNNP Regions; and
- Commune program in pastoral areas is
 - about change on basic life style;
 - about changing pastoralism to sedentary life and agronomy practice, which requires huge investment and building competencies on farming practices

Therefore, initiation of commune program shall consider these basic facts, deep popular participation, and ownership

3 Commune Program: Current Practices, Achievements, Challenges, and Next Steps

The current Commune Program 2010/11 Achievements:

- Conducted business process re-engineering on equitable and accelerated development;
- Conducted desk review and gap assessment in partnership with UNDP, UNICEF, and DFID;
- Conducted region wide consultations on the assessment findings and commune program concept document;
- Defined federal, neighboring regions and partners' role as focused support in priority sectors (agriculture, health, education, water and capacity building, road), and Commune Program-Project Approach as entry and exit;
- Conducted orientation to all stakeholders: government and development partners;
- Prepared master plan and delivered in-depth orientation and preparedness;
- Conducted training on principles and policies of commune program to all government actors (region to district);
- Conducted needs assessment on availability of water, and facilities in collaboration with Federal Board Ministries, neighboring regional states and respective regional states;
- Undertook community level discussions directly and through their representatives;
- Regional states approved commune program plan of action and allocated/ear marked budget for the same;
- Followed through structures established at all tiers of the governance; and
- Closed monitoring and evaluation at Federal Board level including supervisions

Misperceptions on Commune Pprogram include the following

- Clearing the land for commercial investments;
- Forceful resettlement program as an end;
- Strategy to combat anti-peace elements;
- Spoiling the pastoralists lifestyle (Do not touch the way of life);
- Environmental degradations and wild animals migration; and
- Inflated concern-more of plants and animals not the people

The challenges of the program include

- Inadequate implementation capacity and efficiencies;
- Lack of adequate resource;
- Bottlenecks of attitudes, competencies and provision of inputs;
- Lack of comprehensive regional land use regulations and guidelines; and
- Misperceptions

The next steps of the program are

- Gather lessons from year one program and factor into the upcoming programs;
- Further refine livelihood strategy, site development plans and beneficiary engagement;
- Ensure the availability of adequate water, sufficient land and social and economic facilities in advance in particular, and observe the general principles of Commune Program as a policy;
- Conduct land use study in collaboration with relevant stakeholders and partners;
- Mobilize more resources for short term and long term interventions; and
- Work in partnership with charities, CBOs, and development partners and stakeholders and Communication.

Integrated Basin Development in Pastoral areas of Ethiopia

Belete Bantero

bele2080@gmail.com

Team Leader: Somali and Afar Regions Basin Development Projects, Ministry of
Agriculture

I. Situation Analysis

Recurrent drought of the last two decades has impoverished over one million people in the pastoral regions of Ethiopia. Concentration at water points exposes people to the outbreak of diseases such as malaria, water borne diseases and respiratory diseases. The lack of water means pastoralists travel hundreds of kilometers looking for water and pasture and contributes to low productivity and loss of their livestock. Frequent conflicts flare up when the traditional sharing of resources reach a critical low level. Pastoralists have become dependent on relief food aid. Failure of the short rainy season and poor performance of the main rainy seasons are the main drivers of the problems encountered by pastoralists in Ethiopia. Major consequences are:

- Deterioration of food security and nutrition;
- Shortages of water and pasture;
- Unusual movement of livestock;
- Deterioration of animal body condition and mortality in some areas;
- Influx of livestock (and herders) from neighboring countries;
- Increased prices of staple food and decreased prices of livestock;
- Disruption of farming activities;
- Absence of bridging harvests and delay in the availability of green harvest;
- Absence and/or reduction in Belg (short rainy season) harvest; and
- Malnutrition especially in children

The recent drought of 2010/11 in Somali Region affected over 1.4 million people. Drought response schemes included:

- Provision of water purification facilities and water trucking to people, which is very costly;
- Provision of animal veterinary drugs, vaccines and some forage;
- Provision of restocking fund via microfinance facilities;
- Distribution of irrigable land for people who lost their cattle; and
- Introducing solar and wind powered technology for water supply and irrigation

Other opportunities that could be regarded as solutions that are more lasting have also been identified:

- Drilling to tap the huge underground water potential;
- Harvesting surface water and exploiting the four major rivers that are being used only less than 5% capacity;
- Exploring ways and means of capturing the runoff from adjoining highlands;
- Using and conserving available feeds and forage of the existing rangeland potential during the dry season;
- Introducing drought tolerant fodder and browsing species in the more fertile areas;
- Giving a high priority to developing market-oriented livestock production;
- Capitalizing on the presence of various development partners working on livestock development and coordinating their activities; and
- Encouraging pastoralists to get involved in modern forage development supported by agricultural and rural development offices

2. Objectives of Integrated Basin Development Project

The Integrated Basin Development (IBD) project's aim is to solve the prevalent chronic water scarcity for human and livestock consumption in the low-lying arid and semi-arid areas of the country. The provision of water will in turn pave the way for the cultivation and production of crops and pasture for people and for better exploiting the enormous livestock potential of the pastoral community. The objective is to promote the development and management of the untapped water resources of the regions and achieve higher sustainable production

leading to higher income and living standards for the inhabitants in the watershed areas, without causing any deterioration in the resource base and ecological imbalance.

The strategy behind IBD is to increase resilience to vulnerability and shocks caused by natural disasters. Building this capacity would allow pastoralists to save the livestock population they have, and also utilize crop residues and forage production designed for the riverine zones in the program areas.

The program encourages pastoralists to settle in suitable areas with a better moisture regime and to lead a settled life instead of the accustomed pastoral way of life that is mostly dependent on movement from place to place in search of pasture, and water for their livestock. An effective public service delivery system is difficult to achieve if pastoralists continue roaming the rangeland.

3. Major Achievements

The abundance of fertile land for agricultural development helped communities to settle voluntarily and develop tens of thousands of hectares in the riverine areas around the banks of the Wabishebele, Genale, Dawa, and Weyb rivers. In the 2004 (EC) fiscal year and year to come, the major activities that will be scaled up include:

- Long distance water supply system for human, livestock development and range development;
- Irrigation development projects mainly using ground water resource *via* pump irrigation, river diversions and expansion of sprinkler irrigation system;
- Rangeland development through multi village and wide area water supply networking system to increase the productivity of livestock and therefore increase income for pastoralists;
- Construction of rural road networks and bridge construction;
- Institutional capacity building is required in three major areas - manpower, machinery and capacity for implementation; and
- Expansion of the sedentarization program started in irrigable areas on the identified development corridors

Major achievements of the integrated basin development strategy are

- Rural water supply and rangeland development;
- Irrigation using groundwater and surface sources by small water pumps;
- Ground water potential assessment;
- Land use study; and
- Construction of rural access roads and bridges

Table 1 Water points developed and beneficiaries

Water points	No. of beneficiaries	No. of livestock	Region	Woreda
Kurfa-Sawa	4,644	47,214	Somali	Mulu
Hula-Bora	6,612	55,600	Somali	Afdem
Biyo-Bahay-Shimbro	4,000	12,690	Somali	Dembel
Degago-Lass-Haddad	5,000	47,572	Somali	Aysha
Mere-Bisiley	4,644	47,214	Somali	Shinile
Dembele-Aysha-Deweie water supply and Range Land development Project	99,545	581,900	Somali	Dembele Aysha Adigala
Sunuta Phase 1 Water supply and Range Land development Project	19,049	149,883	Afar	Ewa
Sunuta Phase 2 (Badole) Water supply and Range Land development Project	25,442	334,262	Afar	Ewa
Hida-Debal Water supply and Range Land development Project	50,819	295,981	Afar	Awra
Total	219,755	1,572,316		

The integrated basin development project has developed several watering points where a good number of beneficiaries of both humans and livestock benefited. See Table 1.

4. Projects in Afar Region

Targets

- In the GTP period, all people of the Somali and Afar region will have access to clean water and start a settled mode of life;
- In 2004 EC fiscal year, it is planned to drill 16 wells, to construct 600 kmwater distribution line and riser main, 8 reservoirs, 120 public fountains, 123 cattle troughs benefiting more than 194,000

- people and 588,000 livestock;
- During the GTP, more than 970,000 people and 2.94 million livestock will have access to clean water and rangeland by exceeding the settlement plan of 100,633 households (603,798 people);
- More than 874,000 ha of land suitable for ground water, river diversion and pump irrigation has been identified. In 2004 Ethiopian fiscal year, it is planned to irrigate 5,000 ha using ground water, 42,500 ha using surface pumps and study of 10,000 ha (Awash River diversion) conducted. This is 57,500 ha benefiting 47,500 to 95,000 households.
- In the next four years, 190,000 households will benefit, exceeding the settlement plan of 100,633 households.

5. Preliminary impacts of the program intervention

- Coverage of potable water supply has increased for both human and livestock in Shinile Zone (Somali) and Sunuta (Afar). Hence, improved health conditions of people and thereby increasing the productivity of the society;
- In Somali Region of Gode Zone, there is a significant sign of change in the socioeconomic transformation, pastoralists-to-agropastoralists way of life;
- Livestock saved due to crop production along the riverside of Wabishebele and Genale Rivers due to the distribution of over 4000 small pumps. Settled communities are now food secured. The small pumps are distributed on a 10:1 basis. Farmers are also provided with improved seed varieties of food and forage crops, hand tools and pesticides;
- Forage produced has helped livestock to survive during the recent drought and even making the livestock more productive;
- Dependency syndrome is reduced. Many people are producing crops to feed their households and some are even selling their produce;
- In Somali Region, security situation is improved significantly because of such development activities;
- In some parts, the arid nature of the area is changing a little bit, being cooler due to the newly emerged vegetation and shade; and
- Shinile is one of the worst food insecurity zones in Ethiopia. The

people were known as pastoralist, but the actual situation was different. However, due to the recent interventions, at least 25% of Shinile population is self-sufficient in water supply and drinking clean water in their own locality. It is planned to reach 100% coverage in two years, including food security using groundwater based irrigation system.

6. Pastoralist Areas Development in the GTP

In the 2004 (EC) fiscal year and the years to come, the pastoral areas development plan is designed to go in line with the GTP. In areas convenient for irrigation development, resettlement of pastoralists on a voluntary basis will take place. Identifying, selection and dissemination of improved livestock breeds will be strengthened, and improved mobile veterinary services will be provided. Activities implemented in pastoral areas will mainly focus on livestock resources. Attention is given to water development to be adequate for both the local community and livestock in relation to the improvement of pastoral land irrigation development. Activities related to food security will be implemented mainly in connection with infrastructure development.

References

- Afar Region Basin Development Program Plan for 2004 E. C Budget Year, Ministry of Agriculture (MoA), January 2012, Ethiopia.
- Afar National Regional State, Lower Awash Sub-Basin Integrated Land Use Planning and Environmental Impact Study Project, Land Use Plan Main Draft Final Report, Ministry of Agriculture (MoA), January 2012, Ethiopia.
- Afar National Regional State, Teru Sub-Basin Integrated Land Use Planning and Environmental Impact Study Project, Land Use Plan Main Draft Final Report, Ministry of Agriculture (MoA), January 2012, Ethiopia.
- Growth and Transformation Plan (GTP) of Ethiopia, 2010/11-2014/15, Federal Democratic republic of Ethiopia, Ministry of Finance and Economic Development, November 2010, Addis Ababa.
- Implementation of Basin (Water Centered) Development Program in Afar Regional States, 2009-2012, Ministry Of Agriculture (MoA), January 2012, Ethiopia.
- Implementation of Basin (Water Centered) Development Program in Somali Regional States, 2009-2012.
- Mike Wooldridge (4 July 2011). "Horn of Africa tested by severe drought". BBC News. Archived from the original on 13 July 2011. Retrieved 12 July 2011.

OCHA (UN Office for the Coordination of Humanitarian Affairs) (10 June 2011).
"Eastern Africa Drought Humanitarian Report No. 3". relief web. Int.
Archived from the original on 3 July 2011. Retrieved 12 July 2011.

Shinile Zone Groundwater Potential Assessment Project, (Somali Region), the Federal
Republic of Ethiopia Ministry of Agriculture, January 2012, Ethiopia

Somali Region Basin Development Program Plan for 2004 E. C Budget Year, Ministry
of Agriculture (MoA), January 2012, Ethiopia

The Agriculture Sector Five Year Development Plan, (2010/11-2014/15), Federal
Democratic Republic of Ethiopia, Ministry of Agriculture, October, 2010, Addis
Ababa.

Land Administration and Use Policy: With Special Emphasis on Pastoral Tenure Regime

Solomon Abebe

solomonlalu@yahoo.com

Senior Land Administration Specialist, Ministry of Agriculture

I. Introduction

Ethiopia is confronted with severe environmental problems that are manifested in soil erosion, desertification, and the general loss of productive potential in the rural areas. Currently the Ethiopian government has realized the impact of insecure land tenure and is creating a more enabling environment by undertaking a comprehensive land reform process.

2. The Legal Framework Relevant for Tenure Security

Constitutional Based Right: Article 40 of the constitution on 'property rights' states that: Ethiopian pastoralists have the right to free land for grazing and cultivation as well as the right not to be displaced from their own lands.

Based on article 55(1) of the constitution the federal government issued the Land Administration and Use Proclamation No 456/2005. Subsequently, regional state governments enacted Land Administration and Use laws based on Article 52(2)d/ of the constitution.

The four Regional States (Tigray, Amhara, Oromia, and SNNP) have formulated and implemented land administration policy since 1999. These regional states have also amended their land laws based on the federal Proclamation No. 456/2005 in the past four years. The proclamations enacted in the following regions are:

- Tigray Proc. No. 133/2006
- Amhara Proc. No. 133/2006
- Oromia Proc. No. 10/ 2007
- Benishangul-Gumuz Proc. No. 85/2010
- Afar Proc. No. 49/2009
- Gambella Proc. No. 58/2008

To safeguard and protect the land rights of farmers and pastoralists, Harare Region and Dire Dawa Administration also prepared regulations based on federal land law Proclamation No 456/2005. (9. 9 million HH received landholding certificates). Somali Region is in the process of formulating its policy and proclamation.

3. The Afar Proclamation No. 49/2009

The process of formulating the Afar Regional State Proclamation No. 49/2009 was participatory in approach—in which consultations were organized at various levels with representatives of women, herders and local chiefs. Workshops were also organized. Major land policy issues reflected in the Afar Proclamation include:

- The right of pastoralists of the region to use their grazing lands is held in perpetuity;
- Pastoralists have the right to voluntarily settle as sedentary farmers under resettlement programs that may be organized by the regional government;
- The land use of agro-pastoralists over their holdings is held in perpetuity;
- Land held communally shall be surveyed and registered, and a certificate of holdings shall be issued in the name of the community using such communal lands. The detail will be determined in the regulation;
- The Regional Government shall provide the necessary assistance to strengthen the customary natural resource protection and conservation system;
- Land disputes arising between pastoralists shall be settled under the customary dispute settlement system;
- Women pastoralists have equal rights with men to access and use

grazing lands;

- Agro-pastoralists shall have transfer of use rights through rent;
- An equitable water use system shall be established between upper and lower riparian communities;
- A guiding master land use plan shall be developed by the competent authority and implemented;
- In the Proclamation the functions and responsibilities of institutions from region to *kebele* are stated clearly; and
- Obligation of rural land users – the Proclamation states that a holder of rural land shall be obliged to practice prudent land use and protect his land.

The Afar Regional State has issued the legal instruments (regulation and directive) and established a pastoral land administration agency to implement them. However, there are major problems of lack of experience in establishing the cadaster and registration in pastoral areas. Issues to be addressed include:

- **Networking:** Establishing and facilitating the roles and the work of the various groups and agencies (NGOs, aid agencies, politicians and researchers among others) to lobby and influence policy makers on all pastoral issues;
- **Advocacy:** creating national and regional fora to pursue the interests of pastoralists generally, based on strengthening regional and national focal organizations such as the Afar Pastoralist Development Association that can make the voices of pastoralists heard among policy makers and enhance advocacy for the right of pastoralists; and
- **Capacity Building:** Capacity building in terms of the human and physical capacity of land administration agencies is crucial for implementing the legal instruments, as well as preparing land use plan and the proper allotment of land for the users.

Water-centered Land Use-Guided Development Approach for Sustainable Pastoral Area Development in Oromia Regional State

Taye Alemayehu

taye_77@yahoo.com

Researcher Ethiopian Institute of Water Resources

I. Introduction

A water-centered land use-guided development process was triggered by the recurrent drought and deteriorating range conditions that were making life difficult in almost all pastoral areas of the country. Conflicting, competing, and unsustainable land use is being intensified in the pastoral areas. There is a mismatch in infrastructure development, a lack of a spatial dimension or consideration of resource potential. There is increasing conflict over grassland and water.

In Oromia, vast areas of land are encroached by bush - 62.3% of the Borena rangeland is under thick bush shrub land (a consequence of the forest fire prohibition for the highlands). The rangeland that has been used for centuries is now degraded, leading to scarcity of grazing resources and premature death of animals and deteriorating living conditions. Relief assistance is needed to save human life and transport feed for the livestock in Borena whenever rainfall is below normal. The rangeland condition in Omo Valley is similar to Borena. The livestock has retreated to Omo River, and there is frequent conflict over grazing resources. The rangeland condition in Somali is also highly degraded with vast land areas encroached by bush.

The major climatic constraint is erratic rainfall and frequent drought. Other major constraints include the mismatch between biophysical suitability and infrastructure development and provision of basic services, for example, the lack of veterinary services with services only found in highlands while livestock are predominantly found in the lowlands; the unclear ownership patterns and absence of clear

demarcation between grazing and agricultural land whilst for pastoralists traditionally all land in an area belongs to a given clan.

2. Interventions by Oromia Regional State

Growth corridor and water-centered interventions have been launched to achieve the following development goals:

- To reverse food security problems in a sustainable way and transform the food insecure and pastoral areas towards development; and
- To make a paradigm shift and bring an overall societal transformation through the utilization of all our human and natural resources

Water has been taken as the development entry point as one of the three pillars of sustainable economic development. (People and land are the others pillars with sustainable economic development at the intersection of the three). The water resource to be used is ground water. A water resources assessment in Borena and Hararghe Zones found there is scarce or no surface water. There was no groundwater in most parts of the area. More than 500 km water supply network in Hararghe.

Integrated Land Use Plan

The identification of growth corridors is only possible after a detailed integrated land use plan is established. Every piece of land has potential but some potential is not easily seen - it needs detailed study. Previous land use planning work, if it exists, was found to be not holistic (mono-sectoral). i.e., not integrated and not linked with water resources. They are also highland oriented. A land use planning study would guide development decisions on land use in such a way that the environmental resources of the land are put to the most beneficial use, whilst at the same time conserving those resources for the future.

Availability of high-resolution remote sensing techniques makes land use assessments much quicker than previously. The basin or water shed is taken as the planning entity. Consultations with the community are necessary through a spatial socioeconomic survey. Intensive field

observation and sampling work is undertaken to produce a spatial/area based plan.

Piloting and Implementation of a water-centered land use guided development approach: The Borena Case

Integrated Land Use Plan (ILUP) Implementation phase covered:

- Settlement area;
- Agriculture;
- Forestry- productive and protective;
- Resources delineation- construction, industrial materials;
- Infrastructure and services such as road, water supply, power, telephone, schools, health facilities, vet clinics, terminals for train, and bus;
- Market/market outlets;
- Conservation areas and watershed management plan;
- Recreation and tourist attraction;
- Areas of special interest (cultural, natural, and religious)
- Identification and delineation geological attraction areas – considering larger area coverage;
- Investment;
- Identification of interventions;
- Development of implementation strategy;
- Determining of and definition of implementing agencies and their roles and responsibilities. New Institutional arrangements for implementation including local land care groups are in the making; and
- Development of monitoring and evaluation system

Status of the Borena water supply program

Groundwater assessment work is completed. Well field development and drilling is completed. Design of four of the five subprojects is complete (Galchet-Arero, Megado-Forolle, Gobso-Moyale, Mermero-Taltalle and Bule Hora-Finchawa)

Initial Assumptions: 2,000 km of pressure and distribution line. Final design: 3,727 km for the four projects. Design revised as per the land use plan (CT and WP from 16 to 35 at Megado, reconsideration CT

type and design, access new area that were not considered before)

Construction: Reservoirs, pressure lines, water points and other structures have been constructed – 277 km. Supply and installation of EM equipment

Implementation challenges

- Resource competition;
- Movement of people to the developed area;
- Migration from neighboring countries;
- Resettling/restocking people without livestock;
- Irrigated agriculture;
- Agro forestry;
- Other livelihoods;
- Attitude towards large number of livestock;
- Land tenure system;
- Bush encroachment; and
- Funding

Achievements so far

- Various irrigation based development projects;
- Ongoing groundwater investigation projects and encouraging results;
- Eight water supply projects with a total length of 525 km in Hararghe and more than 2,000 km in Borena – partially operational but lacking proper arrangements for management;
- Spate irrigation projects – study, design and construction;
- Integrated land use plan prepared at detail scale;
- Access road and other basic development infrastructure development; and
- Better awareness and attitudinal changes among all stakeholders regarding the approach and the future

3. Conclusion

- Water has proven to be a successful development entry point and shall continue to be so;
- Resources assessment and evaluation;
- Implement sustainable water supply projects on the basis of the land use plan;
- ILUP has also proven to address the critical development issues of the pastoral areas. Therefore, all pastoral areas should have detailed spatial plan to address their respective development obstacles; and
- Implementation of ILUP demands the commitment and willingness of all key actors, from the highest decision body to the community.

Observations on the Fantale Integrated Irrigation Scheme

SORA ADI
soradi94@yahoo.com
Freelance Consultant
SOLOMON BEKURE
sbekure1@yahoo.com

Chief of Party, Ethiopia - Strengthening Land Administration Program

I. Introduction

A team of workshop participants visited the Fantale Irrigation Scheme in Oromia regional state³⁰. The visit was organized by the Ethiopia - Strengthening Land Administration Program (ELAP) on March 6-7, 2012. The team comprised representatives of pastoralist councils of Afar, Oromia and Somali regional states, the Ministry of Agriculture, NGOs, and ELAP.

The purpose of the visit was to be informed on:

- How the settlement of the Kereyu pastoralists was carried out (involvement/participation of the community, selection of settlers, adjudication of land, etc);
- The training and support they received in practicing irrigated agriculture;
- Their adaptation to the new mode of production and settled life;
- Management of their livestock and grazing land; and
- Perception of settlers on current and future challenges and opportunities of their production system and livelihood.

³⁰ Members of the team were (i) Mr. Hassen Mohammed Hassen, Afar Regional Pastoral Council, Board Chairman; (ii) Mr. Murtha Abokari Odum, Afar Regional Pastoral Council, (iii) Mussa Abdulahi, Somali Regional Pastoral Council; (iv) Nura Dida, Oromia Regional Pastoral Association; (v) Nura Dida, Oromia Regional Pastoral Association; (vi) Belete Bantero, Afar and Somali Team Leader, Ministry of Agriculture; (vii) Dr. Zerhun Ambaye, EPARDA; (viii) Sora Adi, Borena Lowland and Pastoral Development Program; (ix) Senbeta Esata, ELAP Coordinator Oromia Regional State; and (x) Solomon Bekure, ELAP Chief of Party.

2 The Fantale Irrigation Scheme

The Fantale Irrigation Scheme (FIS) is diverting and utilizing the Awash River water for irrigation in order to increase the agricultural productivity of the area and improve the food security of the inhabitants—as well as to provide clean water for domestic use by the residents of three adjacent districts in the area. The estimated cost of the project is about 467 Million Ethiopian Birr. The command area of the scheme is about 18,000 hectares of land out of which about 16,000 ha would be irrigated, directly benefiting some 22,000 households. The scheme is being implemented by the Oromia Water Works Construction Enterprise (OWWCE), which is constructing the irrigation canals and water distribution system. The Oromia Bureau of Energy and Water is administering the water allocation and use, the *woreda* bureau of agriculture is providing agricultural extension services, and the *woreda* administration is coordinating the various actors of the irrigation scheme. So far 4,883 pastoralists have been settled in three locations.

3. Selection of Pastoralists for Settlement

A lot of discussion and persuasion had to take place before convincing the pastoralists of the benefits of settling on the irrigation scheme. The Kereyu pastoralists were very suspicious and apprehensive of the scheme because of their bitter experience with land expropriation for the three government sugar estates of Wonji, Shewa, and recently Metahara. At first, they believed this was going to be another scheme to take away their valuable dry season grazing land. High-ranking officials of the federal and regional governments and other regional, zonal and *woreda* administration officials were involved in persuading the pastoralists to cooperate and participate in the settlement scheme. In the end, they were convinced that settling on the scheme would solve their food insecurity problem caused by recurring droughts.

Settlers were selected on a voluntary basis by the *woreda* administrations in consultation with community elders. Priority was given to the poor pastoralists who had a small number of livestock and were most vulnerable during periods of drought. Settlers had to be of age 18 years or above. A plot of land measuring 0.5 ha was allocated to single men and 0.75 ha to men with families. Experts had advised that,

with 2-3 cycles of irrigated crop production each year, these areas would be sufficient to ensure the food security of the settlers' families.

4. Support Given to Settling Pastoralists

Water users' associations were formed and the pastoralists given *training in irrigated agricultural production* by the *woreda* extension agents. The associations act as liaison between the scheme's administration and the settlers, and are responsible for water distribution, maintenance of the water distribution canals and other *administrative matters, including collection of the annual development surcharge* paid by the settlers to recoup the development cost of the irrigation infrastructure. Initially, the land was ploughed for them by tractors but subsequent plowing was made by the settlers themselves *using oxen or rented tractors*. The first crop produced was hybrid maize to ensure the food security of the settlers. Vegetable crops such as onions and tomatoes were introduced later. Seeds and fertilizer are supplied via the extension service, whereas pesticides are bought by the *farmers from suppliers in nearby towns*. The settlers are also responsible for selling their produce.

5. Adaptation to the New Mode of Production and Settled Life

The settlers that the team visited have adapted remarkably well to the new mode of production and settled life. The fact that they are located not far from a number of commercial irrigated farms and Arsi highland farmers may have helped a lot. In addition to the training, they received by extension agents, the settlers have brought in farmers and laborers from the nearby farms to assist them in the production of onions and tomatoes. The settlers appreciate the benefits they have derived from the scheme. They are now food secure because of the production of maize. They produce a surplus that they even share with their relatives who have not settled yet. Their women, who had to travel as much as 8 hours to fetch water, can now do it within a few minutes.

6. Management of Settlers' Livestock and Grazing Land

The settled pastoralists on FIS explained that they have split their herds into two or more groups as well as their families. A smaller herd with very few animals and one wife stays with them at the settlement to provide milk, and the larger herd is sent for grazing in the rangelands managed by their children and other wives and/or other kin. Confronted with the question that the idea of settling on the irrigation scheme was for them to depend more on crop production and reduce or altogether eliminate mobile livestock production, they emphatically responded that livestock keeping is in their blood. They will continue this form of production and the traditional livestock and rangelands resource management as long as they live. In fact, they stated that the poorer segment of the settlers is now investing their surplus crop production in livestock, which they purchase to rear in the rangelands. They mentioned that recently a young member of the FIS settlers was elected to take up the "Bali" (a sceptre representing traditional authority in the community) to lead the Kereyu Gada period of 8 years with the customary pomp and ceremony accorded to such election. This shows their seriousness in continuing their customary practices of leadership and pastoral resources management despite being settlers on the FIS.

7. Settlers' Perceptions on Current and Future Challenges and Opportunities of their Altered Livelihood

Overall, the settlers are happy about being able to produce crops for their subsistence as well as for sale without losing their mobile livestock production. This has assured their food security during the dry season and in future drought periods. The surplus they generate has also allowed them to invest the money in livestock, housing, and other amenities. They have water close to their homes, even though it is not potable at the moment. They can send their children to school and have access to a clinic nearby. Their greatest problem is selling the onions and tomatoes they produce at a fair price. The intermediaries are the ones that profit from their hard won production. For instance, they said

they produced small quantities of onion and sold it at Birr 6.50/kg. They made good money and planted a lot of land with onions. When they harvested the price offered to them by intermediaries and traders was Birr 1.50/kg. They refused to sell it at this low price, rented an Isuzu truck, and took their produce to the Addis Ababa market. The traders colluded and still offered them \$1.50/kg in Addis Ababa. They sold their onions at a loss. Settlers reported individual losses of Birr 11,000-100,000.

They also complained that grazing or pastureland for the animals that they keep at their homestead on the irrigation scheme has not been provided. This will be a major limitation to producing milk and meat to feed the family. Some settlers feel that the 0.75 ha allocated will not be *enough* when their children grow up and establish families. The children will have to go to school and earn a living by "*using their pens*" rather than farming or herding.

8. Challenges

- The lack of markets for agricultural products at remunerative prices;
- Water user Associations are not strong and do not function properly as needed;
- Shortage of proper experts working at project level;
- Inadequate transport facility for the project staff;
- Poor institutionalization of the project and inadequate management system establishment;
- Shortage of potable water for the settlement area; and
- Need for more clinics and health posts

9. Visiting Team's Recommendations

There are still implementation problems in the project that need to be improved if the scheme is to be sustainable and the settlers continue to

get a better income from their produce and thereby improve their livelihoods. In particular:

- Improve on the size of the holding and include communal livestock grazing areas in the scheme;
- Organize settlers in cooperative societies and eventually form a union to solve their input and output marketing problems;
- Strengthen maintenance of irrigation infrastructure and equipment;
- Improve the technical capacity of government service providers in the FIS, for instance, irrigation agronomy and forage experts are needed to advise farmers;
- FIS needs a strong central institutional setup that can coordinate the implementation of the project across sectoral responsibilities with respect to infrastructure maintenance, water allocation and collection of water charges, agricultural extension, marketing, education, health and governance and security; and
- Future expansion of the settlement scheme should consider engaging agro-industrial firms that can process and market high valued crops at a nucleus farm and operate an out-grower scheme for the settlers so that they can be provided inputs, extension and output marketing services.

Part VI

Plenary and Group Discussions

Selected comments given at the closing plenary session are presented as follows

1. *"I did not go to West Africa; however, I see a difference. What the visitors brought home is good; it is an experience sharing exercise. My question is, now you have been to West Africa and saw things, do you think these experiences are good for Ethiopia? Have you discussed these issues amongst yourselves so that you can recommend what is good for Ethiopia?"*
2. *"I have been to Uganda on a study tour on pastoralism and observed groups of merchants engaged in the sale of cottonseed meal as a livestock feed – this is possibly a practical lesson to adopt for Ethiopia in those areas where there are good quantities of by-products from the processing of cottonseed. Livestock extension in Uganda is more practical in that livestock crushes and loading ramps have been built in strategic locations where vaccination and treatments of animals takes place. "*
3. *"In West Africa, I observed that eight countries use the same currency. Cattle owners get a decent amount of money upon selling their animals. There is no serious fluctuation of their currency. In Bamako, we visited the livestock marketing system and observed that Senegalese merchants are the ones that purchase the animals. They protect the market by taking credits. If a creditor fails to repay his loan, he would be castigated by his peers and looked upon as a defaulter.*
4. *"In Niger, I observed that there are conditions that are worse than ours. The Codes and policies are developed from bottom up. However, their case is not like ours. They have representatives from all other government agencies and in most case, the health of their animals is given a top priority. The pastoralists have access to water for both animals and humans as facilitated by the government."*

5. *“When we set land use policy for Ethiopia, how far does this policy encourage one to go as far as looking into the policy and then come up with better alternatives? Moreover, in connection with certification of land, who will do the certification? This needs detailed understanding.”*
6. *“There is pan African policy that can be of use as a tool to understand more in depth about pastoralism.”*



Participants during the plenary session

General Comments

*Getachew Gebru, PhD
e-mail: ggebru09@gmail.com
Chairperson of the Workshop*

This workshop is unique in that we have government delegates to offer us lessons learnt and their observations from West and East Africa. This workshop is a highly innovative one since the results and experiences of our delegates can open up our minds so that we bring up ideas and fruitful discussions, as well as helping the workshop organizers to form groups that will discuss and produce ideas for the way forward. The workshop will have to look into the real driving forces and into the components of pastoral development so that we align ourselves and create a win-win relationship.

Most of us have been with the issue of pastoralists and pastoralism for so long. One thing we need to realize is that these pastoralists live entirely in different geographical locations, and we need to understand their



Community representatives participating in the plenary session

living conditions—as dictated by their harsh and inhospitable environment. We need to look at different alternatives. Can the pastoralists stay in one place? Resources are all over the rangeland areas and we need to utilize these resources efficiently, more by taking these animals to these resources. The pastoralists say that God has given us the wisdom to make use of these natural resources. The Government has plans and is determined to attain a predetermined level of economic development, which means that the pastoral areas can contribute to these goals by selling their animals for export market. Therefore, it is important to organize the pastoralists to fit into these goals.

Even though cattle could still move from place to place, could the family still stay in one place? It is not sound enough to jump to conclusions if things do not work well, then we have to say so. For example, if we take the Fantale case and found out that things did not work out well, fair enough, we have to be able to say yes or no because this would remove any doubts that the policy makers may have on their minds. This transparency is important for the policy makers. If this situation is not transparent, then, we may end up confusing the policy makers.

In pastoral areas, there is a need to develop a conducive environment for creating access to water or other facilities for the animals and humans. When I say all these, I am talking like any good citizen of the nation. Pastoralists are traditional communal resources users and if there is a better infrastructure installed in pastoral areas it is a must that those who are not participating in the scheme be given a corridor anyway. There is need to demarcate a corridor for those pastoralists who enjoy pastoral lifestyle. For example, the Fantale team has revealed the truth that there are things that worked out well and there are other things that did not come out right.

Deliberations of Breakout Groups

1. Legislation on Pastoral Land Use Group

Unless supported by relevant, appropriate, and implementable legislation—particularly on the pastoral land use system, it is very difficult to maximize benefits from rangelands. In recognition of this, West African pastoral communities have formulated complementary and specific laws pertaining to decentralized natural resource management. Compensation for the expropriation of communal lands is one of the incentives incorporated into their laws. Recognition and strengthening of customary conflict resolution mechanisms also play a major role along with government rules and regulations. Strengthening pastoral associations in collaboration with government and civic society organizations promote partnership and cooperation.

2. Livestock Development Group

Markets and Market Information Systems

In Mali, market information and associated infrastructure have been put in place. The communities pay tax for the proper service offered by the government. This is a very important lesson for Ethiopia. Livestock marketing plays a major role in supporting the national economy. Access to good marketing facilities and prices will stimulate the producers to produce more and sell more. When marketing facilities are inadequate, the government and producers are losing. Therefore, market and marketing facilities need to be developed in all areas where livestock populations exist.

Credit

Providing access to credit is an important element to increase productivity of livestock.

Fodder banks

The communities in Niger harvest fodder when it reaches harvesting stage. They store fodder for dry spells in fodder banks. In Ethiopia, there are extensive areas where fodder crops are available or land is

suitable to grow fodder crops. These areas need to be targeted and utilized intelligently.

In Borena, the use of *kalo* areas preserves some fodder for the dry season or for sick and small calves unable to go to watering or to pasture in the field. Nevertheless, when *kalo* areas are formally fenced off from traditional land, problems arise.

Rangelands

Rangelands need to be properly managed as a natural resource, fortified by grazing management policy. For example, 62% of the Borana rangeland is now under a severe bush encroachment state. NGOs and government have failed to eradicate the bush from the Borana rangelands. The use of high technology for bush eradication is necessary. Burning the bush was a sound range management and it was an unwise decision when range burning was banned.

Water resource management

All sources of water need to be included in strategies, and there is a need to improve physical access to water points for pastoralists. There is a need to take caution in developing private as opposed to communal water points. Development requires the consultation of all concerned communities. Measures should be taken to map or inventory all the existing water points for human and livestock consumption. When there is a possibility of using irrigation water, or other large bodies of water including perennial rivers, the linkages and impacts of water dynamics upstream and downstream need to be assessed in detail. This should include social factors, feasibility studies, political implications, cost benefit analysis, and environmental impact assessment. Other water related issues discussed included: water harvesting; linking water development to rangeland /grazing patterns to control the carrying capacity of the rangeland; cost recovery; institutionalizing ownership of water resources; integrated basin development; and water based development.

National parks/wildlife – The relationship of livestock with wildlife appeared to be not well balanced in places classified as sanctuaries or national parks. Many attempts have been carried out to streamline coexistence of wildlife and domestic livestock but not much of a success attained. The herders move into the parks with their animals and

Livestock Movement Certificates

The provision of livestock movement certificates and identification of who owns what livestock are important instruments to control the use of pastures and to ensure pastoralists leave whenever conditions are favorable for them to go back home. In the East African situation where cattle rustling takes place a Livestock Identification and Traceability System (LITS)" could be implemented to help perpetuate a lasting peace in the border areas.

Synthesis Report

Getachew Gebru

e-mail: ggebru09@gmail.com

Chairperson of the Workshop

With rangelands, occupying over 60% of Ethiopia's land mass and about 12 million (or 15%) of Ethiopia's population engaged in pastoral production, pastoralism makes a significant contribution to the Ethiopian economy, estimated at about 12-15% of GDP.

The pastoral development section of the current five-year (2010/11-2014/15) Growth and Transformation Plan (GTP) has a major thrust on livestock development. Improving pastoralists' livelihood is part of these development endeavors. The plan gives primary emphasis to water resources development, which is used both for livestock and for human consumption. This task is due to be accomplished together with the improvement of pastureland and irrigation scheme developments, based on experience gained from Borena and Fantale areas.

Recognizing the pastoralist's role in the livestock sector, the livestock sector is expected to generate revenue increasing from 125 USD million in 2009/10 to USD 1 billion in 2014/15— from live and meat exports combined. The Ethiopian Comprehensive Africa Agriculture Development Program (CAADP) Policy Investment Framework (PIF) also targets pastoral areas for investment: focused on livestock development, water for people and livestock, forage development, irrigation, improving the livestock marketing system and strengthening implementing capacity. The CAADP PIF also recognizes the importance of enhancing security of tenure of pastoralists and agro-pastoralists. These policies and strategies are focused on maximizing potential (high moisture) and minimizing risk (moisture stress).

It is against this backdrop that the national workshop on pastoral development in Ethiopia was organized from 9–11 March 2012. The workshop was organized by a consortium of partner organizations— USAID-CIAFS/ELAP, FAO, OXFAM GB, MoFA, MoA, and PFE—as a means to draw together lessons from the visits conducted to West and East Africa, and the experiences gained from the visit to Ethiopia's Fantale area, in order to gain inputs to the on-going pastoral

development efforts in Ethiopia. This workshop has deliberated on the experiences drawn from these countries for three days. These experiences largely focused on four thematic areas: land resource and rangeland management, mobility and cross border trade, livestock development, and legislation on pastoral land use. During the workshop, four groups were established and the participants deliberated extensively on the four thematic areas.

Key lessons were learned on:

- Development of land use plans focusing on pastoralist land, communal rangeland use and tenure systems that give pastoralists periodic access to dry season grazing and strategic water resources (strengthening the existing land use plan; for example, Borena and Fantale);
- Livestock mobility between ecological zones and across borders as a rational and productive form of land use, supported and guided by development of mobility corridors;
- Strengthening domestic and international market information system and livestock trade through regional organizations such as IGAD, and COMESA ;
- Delivery of animal health services and control of trans-boundary animal diseases through appropriate mechanisms, such as *coordinating disease surveillance and management within the regions and neighboring countries*;
- Strengthening drought management and service delivery mechanisms for pastoralists, such as establishment of a guarantee fund for destocking and restocking, fodder banks, pastoral friendly early warning system and basic social services;
- Strengthening the livestock institution catering for the livestock sector development at regional and federal level;
- Encourage private sectors to invest in establishing livestock processing plants for milk, and meat to encourage destocking during times of stress to support pastoralists;
- Laws on natural resources should be complementing each other to avoid contradictions between these laws. A cross-sectoral national law drafting committee could be established; and
- Empowering customary institutions in resource management and dispute resolution and enacting regulations that will define their powers and duties and creating accountability mechanisms.

Part VII

Closing Session

Closing Remarks

HE. Mululgeta Wuletaw

Minister of State, Ministry of Federal Affairs

Honorable Members of the House of Peoples Representatives of Federal Democratic Republic of Ethiopia, Pastoral representatives, Development partners working to support our pastoral people,

Ladies and Gentlemen,

Dear participants

On behalf of Ministry of Federal Affairs (MoFA) and myself, I feel honored to give a remark on the closing ceremony of the fruitful workshop on Pastoral Development that was held for three consecutive days. It is important to mention the importance of pastoralism in our country. Accordingly, pastoralism plays a significant role in the Ethiopian Economy. Livestock contributes 20% to the gross national product (GDP) while pastoral livestock production contributes in the order of 10-15% to GDP. Pastoralists occupy over 60% of the landmass. It plays significant role in terms of contribution to livelihood of the pastoral population. To this effect, our government has given it its utmost attention, focuses on pastoral development, as made clear in our Growth and Transformation Plan. As we all know, the EPRDF led Federal Government of Ethiopia, having realized the erroneous policy that bottlenecked the agriculture sector in Ethiopia for more than half-a-century, has from the onset come up with the remedial—Agricultural Development Led Industrialization (ADLI) policy. Our Government is using this appropriate policy and has made significant efforts to transform the economy. I feel extremely honored to express my pride that our Government's clear policies and strategies have registered a double-digit economic growth for the last seven consecutive years. In addition, the Federal Government has long been established democratic institutions and demonstrated peace and security in the country that the public at large, especially the poor, have already benefited from.

I strongly believe our vision of seeing Ethiopia among the middle-income countries, where democracy and good governance are maintained through peoples' participation, will be achieved even before the targeted 20-25 years. To realize this holistic vision, apart from strong commitment and dedication of the government, a wider participation of the public, the private sector, charitable organizations and societies and donor communities are so vital. The Government of Ethiopia has already given due attention for pastoral development in the country. The pastoral development section of our Growth and Transformation Plan (GTP) focuses on livestock resources development in pursuit of improving pastoralists' livelihood, aligning the task, and broadening the scope. This is to be accomplished together with improvement of pastureland and irrigation schemes development. Besides, ensuring food security through water centered basin development and voluntary settlement program through provision of services have been envisaged. We fully understand that the current state of pastoral development entails very challenging tasks for all of us.



H. E. Ato Mulugeta Wuletaw, State Minister,
MoFA, making the closing remarks

Population pressure coupled with climate changes has greatly challenged our efforts to bring change in the pastoral areas. The pastoral areas over the globe as well as here in Ethiopia are working in more of a challenging environment than ever. It is gratifying to see that both the government of Ethiopia and that of donors including civil societies are working together for a common goal of improving and transforming the livelihood of pastoralists.

I believe that during the three days' workshop a number of experiences were presented and shared with the participants. The workshop has clearly brought out experiences learnt from elsewhere in Africa – namely Mali and Niger — and including East Africa. On a lateral level, Ethiopian experience is also presented and shared and this merger of knowledge and interaction will bring more value addition to pastoral development in Ethiopia in support of our efforts in the transformation plan. In this workshop, various stakeholders namely; scholars, pastoral community leaders, donors, government representatives and universities have participated. A range of topics was presented and discussed related to pastoral development and experiences—specifically in the land legislation, pastoral mobility and cross border trade, land resource management, and livestock development. To broaden the understanding of pastoral development, groups were established and discussed and some conclusions were drawn.

I assume these are very relevant and important areas for meaningful interventions in pastoral development. We also acknowledge countries differences and variations in the development of pastoralism. Equally important is Ethiopia's experience, which is different from the West African countries. We need to reflect such differences and specificity on the ground in adopting some of the best practices. The government of Ethiopia and its development partners will continue to work closely hand in hand to further develop and bring about changes mainly focusing at the grassroots level.

Our Government is highly committed to transform and register tangible changes during the five-year GTP. Especially our future direction will focus on effectively utilizing the surface and ground water resources through a well-designed and managed basin development to expand modern irrigation system, to enable our pastoralists heavily involve in crop and animal feed production. Moreover, in order to enable our pastoralists to benefit fully from this program our Government will strengthen its efforts to support those voluntary pastoralists to pursue settled life. In addition, I hope our development partners will fully understand the commitment of our Government to improve the livelihoods of our pastoralists in a sustainable way and equally benefit from the development fruits of their country.

Lastly, I would like to thank the workshop organizers for organizing such very important and timely workshop. I also wish to see the discussions and debates on the themes under discussion will continue further to the best of pastoralism and pastoralists in particular and our country in general.

Now, I would like to declare that the workshop is officially closed!

Annexes

Participants

No	Name	Organization
1.	Abay Bekele	Oxfam GB
2.	Abay Tewabe	HPR
3.	Abayineh Tulu	ENA
4.	Abdullahi Abdi	SCUK
5.	Abdullahi Ahmed	SRS-Agri- Business
6.	Abdi Hora	Oromia
7.	Abebe Bisrat	F. A.F
8.	Abebe Mulatu	ELAP
9.	Abebe Wolde	OPADC
10.	Abdullahi Abdi	SCUK
11.	Abdurhiman Tahir	HAYOVOCO/Somali
12.	Adam Usso	HARME
13.	Adanetch Ragetu	OC
14.	Addisu Eyob	BOPA
15.	Adrian Cullis	FAO
16.	Ahmed Hassen	Oromia
17.	Aman Muda	OLEP
18.	Amanu Alhoa	Awassa
19.	Asefa Tewodros	PCDP
20.	Ayele Gebremariam	DF
21.	Bekele Taye	Oxfam GB
22.	Belete Bantero	MoA
23.	Berhanu Amsalu	EITDTI
24.	Berhanu Hailu	OT
25.	Buli Ejeta	RECOT
26.	Binyam Ahmed	ETV
27.	Daniel Kassahun	ERTA
28.	Daniel Kifle	EAPDA
29.	Dido Jarso	GPDI
30.	Diribu Jemai	OBLEP
31.	Elias Ibrahim	Afar LUAA
32.	Elias Guyo	EX. Dir. Teletele NGO
33.	Ephrem Melonnen	Media
34.	Fekadeselassie Bahru	ERTA

35.	Fiona Flintan	Advisor
36.	Gebrehiwot Kahsay	ENA
37.	Gemeda Bindegde	HPR
38.	Getachew Gebu	MARIL
39.	Getachew Tasew	MoA
40.	Getu Wolde Semayat	MoA
41.	Getu Woyesa	Farm Africa
42.	Gezahegn Ayele	CIAFS
43.	Hassen Mohammed	Afar watershed
44.	Herrie Hamedu	FAO
45.	Hirut Kassa	Farm Africa
46.	Honey Hassen	Free Lance consultant
47.	Iyobel Yonas	GTF
48.	Kemeza Kanea	RCWDO
49.	Kidist Mulugeta	CIAFS
50.	Kirsty Wilson	Oxfam GB
51.	Lemessa Demie	Oxfam GB
52.	Mahteme Mikael	Oxfam
53.	Melaku Worku	ENA
54.	Meseret Agegnehu	CIAFS
55.	Mesfin Solomon	MCC
56.	Miskir Tesfaye	ETV
57.	Mohammed	Pastoralist from Afar
58.	Mohammed Abdosh	Parliament
59.	Mohammed Yusuf	PASC
60.	Murah Abekesi	Pastoralist Afar
61.	Musa Abdi	SORPAC
62.	Nura Dida	OPA
63.	Seid Mohammed	IIV
64.	Sembeta Esore	TETRA TECH ARD
65.	Senait Regassa	SDC
66.	Serege Patenaude	SDC
67.	Shanko Delelegn	MoFA
68.	Setegn Gebeyehu	Oxfam America
69.	Sileshi Zewdie	CARE
70.	Solomon Abebe	MoA
71.	Solomon Bekure	TETRA TECH ARD
72.	Solomon Nega	FAO
73.	Sora Adi	Free Lance Consultant
74.	Tadele Deneka	MoA
75.	Tadesse Kuma	EDRI
76.	Taregegn Tola	FAO
77.	Taye Alemayehu	EIWR
78.	Tesfaye Gebisa	AFD

79.	Tesfaye Sinke	SDC
80.	Teshome Lemma	CIAFS
81.	Tewdros Negash	Oxfam GB
82.	Tezera Getahun	PFE
83.	Tiigisu Gebremeskel	MoA
84.	Ugas Mohamed	Somali
85.	Wondessen Gulelat	PFE
86.	Workneh Negatu	AAU
87.	Zelalem Nemera	IPAS (HU)
88.	Zemanay Deresa	<i>Oromia</i>
89.	Zemen Haddis	USAID
90.	Zerihun Amabyae	EPORDA

Workshop Program

Time	Activities	Responsible/Presenter	Remarks	Time
	8:30-9:00	Registration	Organizers	
	9:00-9:10	Welcome and Program Introduction	Organizers/CIAFS	
	9:10-9:20	Opening remark	MoA State Minister	
	9:20-9:30	Key note address	AU/IGAD	TBD
	9:30-9:40	Overview of pastoral issues: On behalf of the delegation to West Africa	H. E. Mohammed Yusuf, Chairman, Pastoral Standing Committee	
	9:40-10:20	Policies and Strategies of Pastoral Development in Ethiopia	MoFA	Policy
		Development activities in pastoral areas 1 Ethiopia	MoA	Programming
	10:20-10:40	Coffee Break	Organizers	Group photo
	10:40-11:00	Pastoral development in Ethiopia :Institutional, infrastructure and livestock in retrospect and prospect	Resource Person	Lead paper
Day One		Experiences and Lessons Learned		
Policies and Strategies	11:00-11:25	Legislation on pastoral land use	ELAP	
	11:25-11:50	Mobility and cross border trade	OXFAM	

	11:50-12:30	Discussion on the presentations	Discussants	Abdi Abdullah, Prof. Belay Kassa, Buli Ejeta, Rep Somaliland
	12:30-2:00	Lunch break		
	2:00-2:20	Land resources and rangeland management	FAO	
	2:20-2:40	Livestock development	CIAFS	
	2:40-3:10	East African experience	Participants	Abdurhman Tahir
	3:10-3:50	Ethiopian Experience: presentation on the field visit to Fantale and Borena	Participants	
	3:50-4:10	Coffee Break	Facilitator	
	4:10-5:10	Discussion on the presentations	Discussants	Dr. Yakob Aklilu, Sora Adi, Solomon Desta/Honey Hassen, Rep Uganda
	5:10-5:30	Synthesis of topics and group formation	Facilitators/Organizers	
Day 2 Group break outs	8:30-10:30	Group breakout	Organizers/facilitators	
	10:30-10:50	Coffee break	Organizers	
	10:50-12:30	Group presentation	Group leaders	Group 1 and 2
	12:30-2:00	Lunch	Organizers	
	2:00-3:30	Group presentation cont'd	Group leaders	Group 3 and 4
	3:30-3:50	Coffee break	Organizers	
	3:50-5:30	Discussion on group presentations	Facilitators/Organizers	
Day three Presentation and plenary session	8:30-10:00	Synthesis of issues and discussions	Rapporteur	
	10:00-10:20	Coffee break	Organizers	Group photo
	10:20-12:00	Discussion and recommendation	Rapporteur	
	12:00-12:30	Closing	TBD	TBD
	12:30-2:00	Lunch and departure	Organizers	

