

**WORKING TOGETHER FOR DEVELOPMENT IN PASTORALIST
COMMUNITIES**

A REPORT ON

THE “AFRICAN PARTNERSHIP” WORKSHOP

26TH – 29TH NOVEMBER 1999 MBARARA, UGANDA.

ORGANIZED BY

**PASTORAL AND ENVIRONMENTAL NETWORK IN THE HORN
OF AFRICA (UGANDA)**

IN COLLABORATION WITH

**THE NYABUSHOZI DEVELOPMENT AGENCY
(NYDA)**

AND

**THE UGANDA GENDER RESOURCE CENTRE
(UGRC)**

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Acknowledgements

PENHA warmly acknowledges the collaboration and partnership it enjoys with its Ugandan partners and appreciates NORAD's financial contribution to the workshop.

1. INTRODUCTION

1.1 The Crisis in Pastoralism

Pastoralists and agro-pastoralists in Uganda form perhaps the most marginalized group in society. They have for years faced a negative policy environment and have been either neglected by government or subjected to to-down development approaches based on the perception that their production system is irrational, inefficient and “backward”.

In fact research has shown mobile pastoralism to be efficient and to be the best way of exploiting arid and semi-arid lands. Pastoralism is however, in crisis. The loss of the best grazing land to agriculturalists, wealthy absentee ranchers and wildlife parks has threatened the viability of pastoralism. Government policy in Uganda (embodied in the Poverty Eradication Programme, the Plan for the Modernization of Agriculture and the National Action Plan for Women) makes little or no explicit mention of pastoralism despite its significant contribution to the economy and the number of Ugandan citizens whose livelihoods are based on cattle-keeping.

1.2 The Workshop

The workshop aimed to address the critical issues facing pastoralists in Uganda, which are similar to those facing the millions of pastoralists in East Africa and the Horn as well as to seek ways to coordinate national and international efforts on behalf of pastoralists.

PENHA being a regional NGO, sought to bring a regional perspective to efforts to promote pastoral development in Uganda.

Recognizing that effective networking and co-operation regionally between all relevant actors is required in order to address the common problems of pastoralists in the Greater Horn, PENHA organized in collaboration with its local partners, the Nyabushozi Development Agency (NYDA) and the Uganda Gender Resource Centre (UGRC), a workshop held over four days from 25th to 29th November 1999 in Mbarara, Uganda. Mbarara was chosen as a venue because it is in Ankole, which together with Karamoja is one of Uganda’s principal cattle-keeping areas and has a large pastoralist and agro-pastoralist population.

The workshop brought together representatives of both local and international NGOs concerned with pastoralism, Uganda government Ministers from relevant departments, Local government staff, Parliamentarians from areas with large pastoralist populations (including members of the recently formed Pastoralist Parliamentary Group) and individuals from research institutions.

International participants came from Eritrea, Ethiopia, Somaliland and Sudan. [Kenya Pastoralist Forum was unable to attend the workshop but contributed significantly to discussions at the planning meeting held in Kampala to prepare the workshop].

1.3 Objectives of the Workshop

A serious problem is the lack of co-ordination, cohesion and policy consensus between the various actors relevant to pastoral development.

There is a serious gap or divergence between NGOs and government in terms of fundamental philosophy and policy in many cases, government staff are unaware of research findings on the rationality, efficiency and environmental sustainability of pastoralism and are still under the sway of the discredited notion that pastoral systems inevitably produce a “tragedy of the commons”.

NGOs tend to work in isolation from each other so that efforts are often duplicated or contradictory and there is little “cross-fertilization” of ideas or sharing of best practice.

The fundamental goal of the workshop was to examine the ways in which local and international NGOs can best work together and to move towards the development of genuine partnerships between NGOs locally, nationally, regionally and internationally.

The workshop was intended to be a first towards the creation of a strong network of NGOs concerned with pastoralism that would

- Facilitate the exchange of information and research findings and the sharing of experience and lessons from both successful and unsuccessful development initiatives.
- Enhance the capacity of local NGOs and improve the effectiveness of their programmes.

The workshop also aimed to bring together all relevant actors

- Local and international NGOs
- Representatives of local and central government
- Parliamentarians
- Individuals from research institutions

In order to:

- Move towards a consensus on appropriate policies.
- Identify ways to work together to address the problems faced by pastoralists in Uganda and in the region.
- Identify ways to strengthen pastoral CBOs/NGOs and promote the growth of pastoral civil society.
- Establish firm links between NGOs and researchers on the one hand and policy makers and political representatives / legislators on the other so that the interests of pastoralists are taken into account in policy making and are effectively promoted by their representatives in parliament.

1.4 The Importance of Advocacy and Influencing Policy

The scale and scope of NGO programmes mean that they can only have an impact on a limited number of people, while the policy framework set by government has a determining impact on the lives and livelihoods of all pastoralists. It is therefore critically important to influence policy and to work with local and central government. Fundamental issues such as land tenure regimes, infrastructure, market development and law and order / insecurity require government intervention. They are “public goods” that must be supplied by governments that are struggling to meet public spending commitments and are unlikely to prioritize the needs of marginalized pastoral communities.

This social and political marginalization is reflected in weak commitment to pastoral development on the part of government. It is therefore critically important, not only to lobby government, but also to use parliaments to ensure that pastoralists have effective political representation, pushing for increased budgetary commitments and ensuring that the interests of pastoralists are recognized. Hence the importance of working with and supporting Pastoralist Parliamentary Groups.

In light of the above, the presence at the workshop of Honourable Dr. Kisamba Mugerwa Minister for Agriculture, Honourable Dr. Omwony Ojwok Minister of State for the Northern Uganda Reconstruction Programme and Honourable Peter Lockeris Minister of State for Karamoja Affairs, as well as Honourable Elly Karuhanga and Honourable Onapito Ekolomoi, Vice Chair and Chair of the PPG was significant.

The Minister of Agriculture attended for four days (a rarity in Uganda) and participated enthusiastically in discussions, demonstrating an encouraging degree of commitment.

The Minister was keen to use the workshop recommendations as input for policy making and to establish on-going co-operation between PENHA, other NGOs and the newly set up unit for arid and semi-arid lands within the Ministry.

2. Papers Presented

Hon. Elly Karuhanga, MP for Nyabushozi (an area with a large pastoralist population), and Vice-Chairman of the Ugandan PPG, gave the keynote address. He gave a comprehensive review of the fundamental issues and the problems facing Ugandan pastoralists and noted that the goals of the workshop were very much in line with those of the PPG.

The papers presented by the Honourable Minister Dr. Kisamba Mugerwa and Dr. Omwony Ojwok displayed a rare depth of understanding of both academic works on pastoralism and the crisis facing pastoralists. It is both unusual and extremely encouraging to find government Ministers demonstrating very positive attitudes towards pastoralist communities and towards working with NGOs.

The papers presented stimulated lively discussions. Initially there was something of a clash between the divergent views of those “anti-pastoralists” who saw mobile pastoralism as irredeemably ‘backward’ and incompatible with modernization / social and economic development and those “pro-pastoralists” who emphasize the need to protect and enhance the pastoral production system. Pleasingly, the group discussions resulted in an improved understanding of each other’s positions and a high degree of consensus.

Papers were presented on a range of fundamental issues for pastoralists. Group discussions were aimed at producing consensus and developing specific recommendations charting the way forward. Participants split into three thematic groups.

Group A: Public Policy for Pastoral Areas

Group B: Optimizing the NGO Contribution to the Needs of Pastoralists

Group C: Gender

ABSTRACTS

2.1.1 The Role of Pastoralism in Ensuring Food Security in the Horn of Africa.

By Abdi Abdullahi Hussein

This paper looks at the Somali region of Ethiopia and seeks to draw conclusions about the viability of pastoralism in the Horn. Livestock production based on traditional pastoral systems is the dominant economic activity in the Somali region. Livestock are vital sources of food and income for pastoralists and of foreign exchange for the country. The paper seeks to answer the following questions: What is the contribution of livestock products such as milk to pastoral household food consumption and daily energy requirements? What is the contribution of livestock and livestock products to incomes and to exports? What is the role of women in the pastoral economy?

The paper argues that pastoralism plays a vital role in ensuring food security and that, without it, millions in the Horn would have gone hungry. Evidence is presented which shows that pastoralism can be a dynamic sector and make a major contribution to the economy and to exports.

Abdi Addullahi Hussein (Abdi Dheere) is a founding member and currently Executive Director of the Pastoralist Concern Association Ethiopia (PCAE). He has a B.A. degree in History and Geography. He has extensive experience in development work, particularly in the pastoralist communities of Somalia and Ethiopia. Before the establishment of PCAE in 1995, he worked in various capacities for Save the Children USA.

PCAE (Pastoralist Concern Association Ethiopia) is a national, non-profit rehabilitation and development organization committed to working with Ethiopian pastoralists. Its founders are experienced development workers, mostly from pastoralist areas. Its mission is to bring positive change to the lives of poor and marginalized pastoralists in Ethiopia. As well as rehabilitation and development projects it carries out action-oriented research. PCAE's programs cover water and sanitation, community-based primary health care, basic education and the enhancement of food security through improved livestock production. Building on local knowledge and resources ensures that programs are sustainable.

2.1.2 The Role of Women in the Economy and in Civil Society in Somaliland

By Amina Haji Ibrahim Hussein

The paper looks at the experience of women in Somaliland over the past ten years. The civil war brought intense suffering and many women lost their parents, husbands and children.

In addition many lost their physical property thus suffering economic and financial ruin. However, the restoration of peace and stability has brought a revival and development of the role of women in the economy.

The loss of the support of husbands and family made many women the sole bread winners. With large numbers of dependants and high unemployment rates, women undertook a variety of small-scale business activities in order to generate income, particularly in the pastoral and farming sectors.

While women's economic role has become more important, their role in civil society has not developed as much. A number of women are employed in international organizations and government institutions and there are quite a number of non-governmental organizations managed by women. However, women's participation in education and professional training is more limited. Despite the major role women played in peacemaking they have faced obstacles to their political participation.

There is a need, therefore, for constitutional provisions and efforts to protect women's civil and political rights so that they can play a major role in civil society as well as in the economy.

Amina Hussein is the Finance and Administration Manager of the Nagaad Umbrella organization, as well as being a member of its board of directors. She is also Chairperson of the Female-Headed Households Development Association (FEDHA), one of the 38 women's organizations that are members of Nagaad. Amina holds a B.A. degree in Business Management and Administration and has over thirty years of experience in private and public institutions.

2.1.3 The Impact of Natural Resource Management Practices in the Sudan By Dr. Mustafa M. Suliman, PENHA-Sudan

Vast rangelands and savannahs dominate Sudan's land area. The dryland ecosystem is fragile and poor management practices have led to serious deterioration of soil quality and water resources.

Intensive / mechanized agriculture is encroaching onto communal rangelands and savannah forests at the alarming rate of 300,000 hectares a year. Watering points have been established without due consideration of the negative environmental impact that they may have and the livestock population of 103 million head is increasing far beyond the carrying capacity of the land.

The trend towards privatization of communal grazing lands and the erosion of the rigorous set of rules that governed access and use under traditional communal property systems have produced an ill-defined land tenure regime.

This insecurity of tenure has given rise to conflict among land-users and a real "tragedy of the commons". Improper drought management has exacerbated the resulting land degradation.

Despite its proven economic viability and environmental sustainability, traditional pastoralism is, more often than not, marginalized and virtually nothing has been done to ensure its sustainability. Redressing the serious imbalances that result in the degradation of land and other related natural resources requires immediate policy reforms and close attention to the various mismanagement practices.

Dr. Suliman holds a B.Sc. degree in Plant Sciences from the University of Khartoum and a Masters degree in Livestock Management. He gained his doctorate in Natural Resource Ecology in 1981. He has been a university lecturer in Sudan and Syria and was Director of Sudan's Range Management Programme for six years. Dr. Mustafa has worked as a research and training consultant for UNDP, UNEP, UNSO, the FAO and the ADB among others. He is currently PENHA's Sudan representative.

2.1.4 The Sedentarization of Nomadic Pastoralists in Ankole: Recent Trends and Policy Implications:

by Frank Emmanuel Muhereza, Centre for Basic Research, Kampala

Out of a desire to bring to an end the practice of nomadism, government has pursued an agenda designed to make land available for the settlement of landless cattle keepers, under the assumption that cattle keepers practice nomadism because they don't own land. It is assumed that if cattle keepers owned land privately, they would reduce the sizes of their herds, invest in improving their land and adopt more settled forms of livelihoods, including crop cultivation. An analysis of recent aerial survey maps of the areas around Kanyaryeru resettlement scheme and the former Ankole ranching scheme suggests that the settlement of former landless cattle keepers has not had uniform outcomes. This has been the result, not only of varying degrees of tenure security. Furthermore, where the adoption of settled crop cultivation has been possible, its intensification may have set the stage for major future land conflicts in the area, resulting from increasing resource competition.

Mr. Frank Muhereza is a holder of a first degree in Political Science from Makerere University. He completed his Masters of Science in Environment and Natural Resources Management at Makerere University and also holds a graduate Diploma in Development Studies from Wolfson College, Cambridge University, England. He is currently a Research Fellow and member of the Research Policy Council at the Centre for Basic Research, Kampala. He is also the Co-ordinator / Facilitator of the Regional Secretariat of the Arid Lands and Resource Management (ALARM) Network for Research in Eastern Africa, supported by the International Development Research Centre (IDRC).

Mr. Muhereza has done extensive research on issues related to land tenure and the management of natural resources in pastoral and other areas of Uganda. Resource use conflicts and resource management problems in predominantly arid pastoral areas have been an area of interest in his research career. Muhereza has been consulted widely by national (government and non-governmental) and international organizations on biodiversity issues related to natural resources management. He has several publications to his credit.

2.1.5 Women's Access to and Control over Resources in Changing Pastoral Systems: By Hope Mwesigye, UGRC

While increased attention has been focused on the way in which changes during the colonial period and since independence have impacted on pastoral societies, their impact on the social relations between men and women has often been overlooked.

Among pastoral communities, productive resources are taken as "common property resources". These include land, water, trees and salt licks. Use of these resources was regulated to prevent monopolization and to avoid degradation through overuse. Land use was traditionally governed by a complex and sophisticated set of rules.

The dual role of animals as both the means of subsistence and the basis of wealth and prestige reflects the gender division of labour and the entitlements to and control of livestock as assets between men and women.

In most pastoralist societies women are associated with livestock as a means of subsistence as "milk managers" while men associated with animals for wealth and prestige, as managers of herds. Even in a few societies where women acquire cattle on marriage their control and disposal rights are limited.

The use of land by pastoralists as a common property resource is threatened by increased pressure on land by national parks, commercialized agriculture and ranches. Much loss of the commonly managed land has occurred through the adjudication of grazing land into private group and individual ownership. This has had adverse effects on women. The symbolic relationship between land and livestock and traditional close association of men with herd management has contributed to the exclusion of women from legal title to land and control over family resources.

In light of the above, it is evident that socio-economic changes in pastoral systems have far-reaching effects on gender relations within pastoral societies. Women's entitlement to livestock as a means of subsistence is eroded. It is vital that policy makers recognize and highlight the role of women in livestock production. The government and NGOs should design programs that safeguard women's traditional rights and access to productive resources in pastoral societies.

Hope Mwesigye is Executive Director of the Uganda Gender Resource Centre (UGRC). She holds a law degree from University of Makerere, a post-graduate diploma in Legal Practice from the Law Development Centre, Kampala and a Master's degree in Gender and Women's Studies. She is an advocate on the High Court of Uganda and a member of International

Women's Rights Action Watch (IWRAW). She began her career in the Ministry of Justice and was for several years Senior State Attorney. She is active in numerous national and international organizations and networks. She has published extensively, particularly in the areas of legal aid, gender and human rights and has worked as a Consultant for various international bodies including the UNDP and ILO.

The Uganda Gender Resource Centre (UGRC) is a non-governmental organization, formed in 1991, by a group of women's rights activists and development practitioners with the aim of facilitating access to gender-desegregated data and relevant information on gender and development. It seeks to highlight women's social and economic contribution and to support the mainstreaming of gender in policy, planning and legislation. In addition to its research, documentation and advocacy work, UGRC seeks to promote the empowerment of women through training, micro-finance and capacity building for community-based organizations.

2.1.6 The Lutheran World Federation's Karamoja Agro-Pastoral Development Programme: Lessons and Challenges: by Adrian Cullis and Nangiro Simon

Since 1979, the Lutheran World Federation has been working in Karamoja, a semi-arid region in the Northeast of Uganda, inhabited largely by semi-nomadic agro-pastoralists. The current programme of work, the Karamoja Agro-Pastoral Development Programme (KADP), has been informed by 'new thinking' in rangeland management which suggests that, rather than backward, ineffective and environmentally damaging, pastoral production systems are both economically efficient and viable for the future.

The Programme has therefore focused on working with customary pastoral institutions as vehicles for development to improve food security, promote sustainable water resource development and to strengthen the capacity of these institutions to tackle basic and strategic needs. In addition the Programme is promoting agro-pastoralism as a viable way of life in the policy arena. The Programme is currently working with 54 neighbourhoods comprising approximately 37,000 Karimojong and Tepeth agro-pastoralists, in the northern half of Moroto District. As a result of the change of focus, a number of services previously provided free by the Programme have been commercialized and Programme activities are increasingly sustainable.

The experiences of the Programme in the last two years have revealed a number of lessons and challenges at various levels.

At the Programme level, the process of change involved in embracing the new thinking on rangeland management presented a challenge to the staff who has

been working in the Programme for many years. At the community level, as much as possible of the organization of community activities have been handed over to the elders with generally positive results. At the District level, it was found easier to work closely, initially, at the LC I, LC II and LC III level before being able to demonstrate tangible results of the new approach. At the national level many challenges remain to improving the understanding and commitment of national policy makers towards agro-pastoralism in general and the Karimojong in particular.

Nangiro Simon Apollo Lowot: B.A. in Social Sciences, Makerere University in 1996. recruited by LWF/WS to the Karamoja Agro-Pastoral Development Programme as a Research Assistant in Bokora County in January 1997. He joined the Programme's Research Unit in June 1997 and the Karamoja Resource and Policy Centre in April 1998 (at the time of its establishment). He was appointed Team Leader of the Common Property Resources / Natural Resource Management Team in August 1999. Particular interests: Pastoral Common property rights and customary institutions.

Adrian David Cullis: MSc in Environmental Studies. Recruited by LWF/WS as Field Co-ordinator of the Karamoja Agro-Pastoral Development Programme in October 1996. Particular interests: building the capacity of East African pastoralists and their representatives.

2.1.7 Land Tenure and Government Policy in Uganda: By Rose Mwebaza, Uganda Land Alliance

Uganda has no formal land use policy at present either at the national or local level. This being the case, any policy relating to land has to be implied from the constitutional provisions on land set out in Article 237, the Land Act 1998 and any pronouncements made on land by the President and Ministers responsible for land.

In spite of the absence of a formal government policy on land there exists a considerable body of land laws in Uganda all of which have very limited or no recognition of pastoralism as a land tenure system. The tendency has been to completely ignore the practice of pastoralism and to expect pastoralists to settle down and comply with a legal system that does not address the practice of pastoralism. There has been generally limited amount of research and documentation on pastoralism and as such the tendency has been for people to make stereotyped statements about the economic non-viability and inefficiency of pastoralism as a tenure system. These largely unsubstantiated statements are made without a clear knowledge and understanding of pastoralism.

This lack of understanding has often resulted in pastoral lands being gazetted for game parks or game reserves or being leased out to multinational pastoralism.

Given this trend, it is essential to recognize the need to secure pastoral land rights and to review government policy and laws in a bid to make them more supportive and accommodative of pastoralism. The first step in this direction in Uganda has been with the enactment of the Land Act 1998 which for the first time recognized the right of pastoralists to hold land communally and to form common land arrangements for the management of common property resources.

There is a lot more that can be done to secure land rights for pastoralists especially the grazing rights. Degazetting of some pastoral lands would enable pastoralists to have access to more land, which is important for the pastoralists to practice cattle grazing and to safeguard mobility, one of the most important characteristics of pastoralism.

However, efforts to secure pastoral land rights should not only be limited to policy and legislative reform but should also include research and documentation to create awareness among policy makers and the general public on the need to protect and promote pastoralism as an economically viable tenure system.

Rose Mwebaza is a lawyer LL.B (MUK), LL.M (Uni. FI. USA), Dip. L.P (LDC) and the Co-ordinator of the Uganda Land Alliance, a consortium of local and international NGOs set up to ensure that Uganda's laws and policies are reviewed to take into account the rights of the poor and vulnerable. She is also a lecturer in the Department of Commercial Law at Makerere University.

2.1.8 Enhancing the Capacity of Local NGOs Working in the Pastoral and Agro-Pastoral Areas of Africa: By Yohannes Fassil, PENHA

Most local NGOs that serve pastoralist communities and are active in the development of community-based initiatives are struggling to survive. They have inadequate skills, resources and funding. If they are to be effective representatives of pastoralist communities, there is an urgent need to build their capacities. It is now widely recognized that the genuine participation of pastoral communities is a prerequisite for successful development programmes.

Programmes must build on indigenous knowledge and pastoralists' intimate understanding of the local environment. This requires effective, accountable and representative pastoralist organizations. However, in the face of ever increasing demands for resources the amount of funding available is diminishing. With so many NGOs competing for access to a limited pool of funds it is a challenge for pastoralist NGOs to continue to operate.

Nevertheless, if local NGOs work in partnership with national and international NGOs they can be effective and improve the lives of pastoralists and agro-pastoralists in Africa.

Mr. Yohannes Fassil trained initially as a Pharmacist and then gained a Master of Science degree in Organic Chemistry. He did further post-graduate studies at Leeds University's Nuffield Institute of Health Studies and gained a Masters in Health Policy, Planning and Management. He is currently a Community Health Development Manager for the UK's National Health Service, responsible for ensuring effective communication between providers and users of health services.

3. GROUP DISCUSSIONS AND RECOMMENDATIONS

3.1 GROUP A: PUBLIC POLICY FOR PASTORAL AREAS

The objective was to move towards a consensus on appropriate policies for pastoral development.

Fundamental questions were posed, including:

- Should sedenterisation be promoted?
- Is some degree of mobility compatible with modernization?
- How can we promote human development – enhancing access to education and health services – as well as integration into the global economy, while maintaining mobile pastoralism in the dryland areas?

Discussions produced a consensus based on the following points:

- Pastoralism is an efficient and environmentally sustainable livestock production system.
- While mobility complicates social services provision, a limited degree of mobility is compatible with modernization and social transformation.
- A shrinking resource base threatens the viability of pastoralism, with the loss of traditional grazing lands generating environmental degradation and conflict over diminished resources.

Pastoralism can continue to provide sustainable livelihoods for large numbers of people who would otherwise be unemployed. Policy should aim to protect the pastoral production system and to enhance its productivity.

Protecting and Enhancing Pastoral Systems

1. Land Tenure

- Land tenure regimes that prevent the loss of traditional grazing lands and allow for mobility.
- The 'de-gazetting' of large areas of land lost to wildlife parks and steps to promote the use of the legal system by pastoralists to challenge evictions. (Legal advice centres and paralegal training)

2. Improved Natural Resource Management

- Water provision, with appropriately distributed boreholes, ponds and dams as well as spring protection. Feasibility studies to be carried out on piping of water from lakes.
- Environmental protection

3. Animal Health / Disease Control

- Education / awareness raising on animal diseases and the proper use of drugs.
- Setting up pharmacies / drug stores on a commercial basis or with a cost-recovery element.
- Training of animal health workers / parapets in the prevention and treatment of common animal diseases.
- The production of manuals on animal health in local languages.
- Research into ethno-veterinary medicine, analyzing and documenting traditional knowledge with a view to developing low cost alternatives to modern drugs.
- Livestock breeding and the promotion of exotic breeds that are more productive in terms of meat and milk, while recognizing that exotic breeds are less resistant to disease and complementary investments in disease control are required.

- Goat rearing exploiting the complementarity between goats (which feed on shrubs and bushes) and cattle (which feed on grass).
- The development of (export-oriented) livestock industry, and higher value added processed milk products should not exclude ordinary pastoralists, who can be encouraged and facilitated to participate as shareholders.

4. Infrastructure

- Enhanced transport infrastructure, with feeder roads that facilitate access to markets.
- Market infrastructure for cattle sales (physical market sites and market information).

Expansion and Intensification of Agriculture

Agriculture should be promoted where environmental conditions allow and where it is economic. But, it must be recognized that the intensification of agriculture carries with it the danger of environmental degradation.

- Crop-livestock integration, exploiting the complementarities between livestock-keeping (providing manure) and cultivation (providing fodder).
- Crop diversification supported by extension services.
- Promoting the use of drought-resistant crops.
- Providing training in dryland farming techniques.
- Integrated pest management and steps to reduce post-harvest losses.

Promotion of Alternative Income-Generating Activities

It is clear that pastoralism cannot provide livelihoods for all and new economic activities must be developed.

- Micro-credit and group lending should be combined with adult education and skills training for alternative income-generating activities in order to foster entrepreneurship and small-scale rural industry.

- Townships and market centres should be expanded and developed, with electrification and/or solar energy to support rural industry. Towns could provide service sector employment and markets for agricultural and livestock products in a symbiotic relationship with surrounding pastoral areas.
- Local communities should share in the profits and employment generated by wildlife parks, tourism and mining. (Shareholder participation and the hypothecation of tax revenue for local social provision are two options).

Sedentarisation

Pastoralists should not be encouraged or forced to settle if the necessary infrastructure is not in place.

Sedenterisation also requires complementary interventions that enable pastoralists to successfully adopt cultivation and take on new economic activities (in commerce or the service sector).

Development programmes based on the provision of services (water sources, education, veterinary care etc.) at fixed points must take into account the fact that periodic drought and seasonal variations in rainfall make the mobility of herds absolutely necessary. The choice in these instances is to move with the cattle in search of water and pasture or to see herds decimated. GTZ's pastoral development programme in Nyabushozi is based on settlement. When a severe drought hit the area in July-August 1999, the target group moved with their cattle onto the Lake Mbuho National Park and some migrated across the border to Tanzania, leaving the fixed location facilities established by GTZ abandoned by several months. Despite the perception that the people of Nyabushozi are overwhelmingly settled agro-pastoralists, practicing transhumance with a limited degree of mobility, one participant noted that one school in the area normally attended by 700 children had only 3 children during the months of the drought.

Human Development

Human development indicators are significantly, in many cases dramatically, worse than those for the rest of the population.

Education

In Karamoja, 84% of men and 94% of women are illiterate. Nyabushozi County, with a predominantly pastoralist population, has by far the highest illiteracy rates in Mbarara District.

Pastoral areas are poorly served by the educational system. There are not enough schools and those that do exist are severely under funded. Teachers are

often reluctant to work in remote pastoral areas and parents are often reluctant to send children to school. Demand for children's labour is high, with boys working as herders and girls within the household. Moreover, parents often do not see the benefits of education, regarding it as irrelevant to pastoral production systems and unlikely to provide children with career opportunities outside pastoralism.

The lack of education (functional literacy and numeracy)

- Lowers productivity in livestock-keeping and cultivation.
- Limits pastoral peoples' capacity to engage in entrepreneurial and other activities.
- Constrains pastoral communities' access to information and new ideas and isolates them from modernized areas of Uganda and the rest of the world.
- Limits pastoral peoples' ability to be well represented politically and to influence policymakers and legislators

These problems can be addressed by

- Lobbying for increased budgetary commitments by government to education in pastoral areas.
- Establishing mobile educational services, given that pastoralists' movements are generally predictable and often involve seasonal movement between no more two areas.
- Increasing participation in schools by involving communities in the design of curricula relevant to a pastoral way of life, which at the same time ensures functional literacy and numeracy.
- Flexible timetables that accommodate children's role in the pastoral economy.
- Scholarships to boarding schools for children from pastoralist communities who show promise.
- Scholarships and affirmative action (conditional on several years service in or for their region) to increase the participation of children from pastoralist communities in higher education.

Those outside the formal educational system should be targeted with

- Adult literacy programmes.
- Vocational and skills training programmes

Health

A major effort needs to be made to improve the health status of pastoralist communities.

Life expectancy for Karimojong males is only 36. Health care facilities are limited and pastoralist areas have been poorly served by public health awareness and education campaigns.

Poor sanitation, women's lack of education and teenage marriages lead to a very high infant and maternal mortality rates. Malaria is a serious health problem in terms of mortality and the loss of labour through ill health. Many fear an impending surge in the number of HIV related deaths in pastoralist communities that have been poorly targeted by Uganda's otherwise successful AIDS/HIV awareness campaigns.

This situation needs to be addressed urgently with

- More, and better staffed and funded hospitals, health units and dispensaries with an increased financial commitment by government and NGOs / Donors.
- Mobile health care units and outreach work.
- Appropriate transport (such as motorized tricycles) and radio communications facilities for outreach workers and traditional birth attendants (TBAs)
- Health education and awareness campaigns, with particular emphasis on HIV/AIDS, malaria, hygiene, the dangers of early marriage and the importance of ante and post-natal care.
- An integrated approach to service delivery, so that people who have traveled long distances to health units receive multiple services in one visit (health messages, check-ups, vaccinations etc.)
- Training for TBAs and community workers and education for mothers on child care and nutrition.

- The translation of national curricula and guide materials for TBAs and community health workers into local languages and sensitization workshops and seminars aimed at local leaders, women, men and youths.
- Clean water for households using cheap, locally made roof catchments system in addition to the use of troughs and other simple systems for ensuring hygiene at water points used by both animals and humans.

Health messages and education should be linked to adult literacy classes and the establishment of centrally located community centres would provide suitable venue for this. Existing women's groups can be an effective vehicle for reaching people, but at the same time it is important to target men and youths, sensitizing them on maternal and child health as well as safe sexual practices.

There is also a need for research into the health-seeking behaviour of pastoralist communities and for a rigorous health needs assessment so that interventions tailored to the specific and unique needs of pastoralist communities and are demand-driven.

Drought Preparedness / Early Warning Systems

Drought in Karamoja brings regular food deficits and is currently addressed principally by food aid from international agencies.

Every dry season, heavily armed Karimojong warriors "invade" neighbouring districts and there are numerous incidents of murder, rape, looting and cattle raiding. Traditional systems for disciplining warriors have broken down, as have co-operative arrangements with cultivators.

Given that drought, seasonal movements of herders and cattle and food deficits are annual and entirely predictable events,

- Appropriate mechanisms should be designed to build up food stocks.
- Co-operative arrangements with neighbouring farming communities must be promoted whereby milk and manure are exchanged for food and fodder.
- Corridors for the movement of cattle and herders should be fixed and movements should be effectively policed.

In the West dry season movements in search of water and pasture are also carried out on an ad hoc basis and crop losses threaten the food security of the poor.

Conflict Resolution

While the workshop did not specifically address the issue of conflict, it was recognized that conflict and insecurity represents the most important obstacle to development in Karamoja.

In the West, the absence of the rule of law impedes development (theft deters people from investing in goat rearing) and there is latent conflict over rights to land.

Security is a basic public good and is the responsibility of government.

Government must

- Deploy the forces required to maintain order.
- Commit the necessary resources to ensure effective policing and law and order in pastoral areas.
- Pursue innovative approaches to disarming the Karimojong at the same time as protecting them from cross-border raids by the Turkana and others.
- Pursue cross-border security arrangements and conflict resolution efforts.

NGOs and civil society also have an important role to play, involving

- Peace-building efforts at community level involving all stakeholders (sports events, etc.)
- Building on traditional institutions and traditional conflict resolution mechanisms.
- Training in peace-building and conflict resolution skills for a wide range of stakeholders.

3.2 GROUP B: OPTIMIZING THE NGO CONTRIBUTION TO THE NEEDS OF PASTORALISTS

Forging Genuine Partnerships

International NGOs operating in pastoral areas have suffered from poor communication and misunderstandings with pastoral communities that have made programmes ineffective and, in some cases, led them to pull out altogether. Successful programmes, such as those of LWF-Karamoja have involved close partnerships with indigenous institutions, encouraging and fostering local organization. Community participation and 'ownership' have been important ingredients in successful initiatives.

Successful and sustainable development initiatives involve local communities in project design and implementation, and draw on their special knowledge of local conditions. Development can only be truly participatory if local people are effectively represented by grass-roots organizations.

We need to encourage partnerships between larger, more established NGOs that are stronger in terms of human, financial and technical resources and the smaller, younger NGOs and CBOs which lack capacity.

Both have strengths and weaknesses and there is a great deal of scope for local and international NGOs to complement each other. Exploiting these synergies can enhance the effectiveness of their activities.

International NGOs have the following strengths

- The capacity to submit polished project proposals.
- Greater access to local and international funding sources.
- Greater expertise, human and technical capacity for the implementation of projects.
- Four-wheel drive vehicles and radio communications required to access remote pastoral areas.
- State-of-the-art office equipment, information technology, Internet connection and well-stocked libraries, enabling them to produce good research and publications and to be more effective in lobbying and advocacy.

However, international NGOs also suffer from various weaknesses

- They tend to be based in capital cities, distant from pastoral areas.
- Field offices often lack autonomy and the flexibility to develop their own projects and policies in response to what they see on the ground and are often 'locked into' head office policies elaborated without the benefit of local knowledge and not tailored to local conditions.
- They lack local contracts.
- They face cultural and linguistic barriers and have a poorer understanding of pastoralists' needs and aspirations.

Local NGOs / CBOs

- Lack human resources, technical, administrative and research skills.
- Lack financial resources, transport, office equipment, IT facilities, up-to-date literature etc.
- Often have very good ideas for projects, but find it difficult to submit polished project proposals that meet donor stipulations.
- Have difficulty accessing international funding sources.

Local NGOs / CBOs however have their own strengths:

- They are often based in pastoral areas.
- They are staffed by individuals from pastoralist backgrounds.
- They are close to, indeed part of, local communities and have an intimate understanding of pastoralists' needs and aspirations.
- They are able to mobilize local people, ensuring local participation and ownership, and to articulate their concerns.
- Their detailed knowledge of local conditions (market conditions, migratory patterns etc.), and of what works and what doesn't work, (the successes and failures of past interventions) enables them to come up with very good ideas for projects tailored to local circumstances.

It is, therefore essential to forge genuine partnerships between international and local NGOs.

- International NGOs should work through local NGOs, assisting them to develop joint projects proposals and access international funding sources, with local NGOs being the principal project implementers.
- International NGOs can play an advisory and catalytic role as well as carrying out monitoring and evaluation of projects.
- International NGOs should provide training to enhance the capacity of local NGO staff.
- International NGOs should provide capacity building support for local NGOs (office equipment etc.) as well as setting up resource centres which they can use.
- International NGOs should seek to foster the growth of local NGOs / CBOs by involving local institutions and groups in their programmes with a view to making them self-reliant and eventually pulling out.
- The larger international NGOs should establish field offices, giving them the autonomy to approve projects and release funds so that they are flexible and responsive to local needs.

Building Effective Networks involving NGOs and other Relevant Actors

Requires linking up between NGOs and enhanced co-operation

- At the regional level
- At the national level
- At the local level

Regional networking facilitates the sharing of experience and lessons from both successes and failures. It is also essential because so many of the issues facing pastoral communities in the Greater Horn have a cross-border dimension.

Recent moves to revitalize the former East African Community also meant that pastoralists need a regional voice and NGOs can push for the interests of pastoralists to be taken into account when treaties and agreements are drawn up. There is also a need for NGOs to work with IGAD, influencing programmes and policies.

It would be useful to set up a web-site, or perhaps to develop PENHA's existing one, where research results, project reports and all relevant actors could post information. This would create a "one-stop shop" and greatly facilitate the sharing of information.

At the national level, co-operation between NGOs should go beyond sharing information.

Given the paucity of resources and funds that local NGOs and CBOs suffer from, a national network may be able to provide services for NGOs at a national centre, IT, computing and printing facilities could be made available to small NGOs and CBOs and a resource centre / library could be established.

The many actors including NGOs and government, working in pastoral development in Uganda tend to work in isolation from each other.

The lack of coordination between NGOs often leads to duplication of effort and the misallocation of resources. It is not uncommon for seminars and workshops on the same topic to be organized by different NGOs aimed at one particular group of beneficiaries. Staff from a local NGO may attend two different workshops on say human rights and gender awareness within weeks of each other. It is therefore, essential that NGOs share action plans.

There is, moreover a need to promote the sharing of experience, ideas and "best practices" between all the actors involved in order to enhance NGO programmes.

NGOs tend to work in isolation and are failing to share information and experience. NGO programmes for pastoral areas have often suffered from major deficiencies and run into avoidable pitfalls. Information sharing therefore, has the potential to significantly enhance NGO operations in pastoral areas.

NGOs also need to interact more effectively with central and local government in order to ensure that policies are appropriate and consistent.

Capacity Constraints

The exchange of information is difficult because

- Some local NGOs and most CBOs lack office equipment, computers and connection to the internet.
- In many cases local NGOs / CBOs lack the skills to prepare documents, particularly IT skills.
- Information sharing involves costs in terms of the necessary equipment, time allocated to the production of quality materials and the costs of paper, printing, electricity bills etc.

Factors Inhibiting NGO Co-operation / Networking

- The absence of a culture of information sharing.
- In many cases there is an unwillingness to share information, research results etc.
- There is a lack of appreciation of the benefits of co-operation and mutual support.
- There is sometimes rivalry between NGOs working in similar areas and competition between NGOs for scarce donor funds.
- International NGOs tend to be very suspicious of local NGOs, fearing “briefcase NGOs” and tend not to be good at identifying good local NGOs that deserve support. This hampers efforts to promote the development of local NGOs / civil society.
- In some cases internal organizational dynamics / regulations inhibit information sharing (too many reports are ‘confidential’ or for internal use only).
- There is rarely an individual officer charged with the task of information sharing with other NGOs, with the result that this area is generally neglected in favour of individuals’ specific “official” roles.

Addressing Deficiencies

There is in light of the above, a need to:

- Create a culture of information sharing and ‘solidarity’.
- Increase the regularity and intimacy of contacts between international NGO missions and local NGOs / CBOs so that suspicion is reduced, effective local partners are identified and frauds are exposed.
- Enhance the IT skills and capacity of local NGOs.
- Provide access to resource centres for those CBOs / NGOs that do not have computer equipment and internet connection.
- Identify a specific set of strategies for enhancing information sharing.

Advocacy

There is an urgent need for advocacy on behalf of pastoralist communities, who are marginalized and poorly represented.

- NGOs should carry out joint advocacy efforts.
- NGOs should support and work with the Pastoralist Parliamentary Group in order to influence policy and ensure that pastoralists are effectively represented.

Advocacy efforts should target policymakers at local and central government levels, emphasizing land tenure and security / conflict resolution. It is also important to ensure that existing government and NGO programmes in the areas of human, economic and infrastructural development are extended to cover pastoral areas.

In Uganda, pastoralism is almost a “dirty word” and many people are openly hostile. It is important to counteract negative stereotypes about pastoralists and foster better relations with farming and urban communities.

Pastoralists are seen as “anti-development” and violent and their production system is seen as “backward” and irrational.

Relevant central and local government staff is often unaware of academic work showing that pastoralism is a rational and efficient way of exploiting arid and semi-arid lands.

There is therefore, a need to

- Make the literature on the rationality of pastoralism widely available.

- Organize training and seminars for relevant local and central government personnel.
- Promote positive images of pastoralists and understanding of pastoralism using the media (radio, newspapers and television).

At the regional level, efforts should be made to

- Establish effective co-operation between Pastoralist Parliamentary Groups.
- Establish co-operation with IGAD and lobby for the creation of a “Pastoralist Desk” at the IGAD Secretariat.

3.3 GROUP C: GENDER

Policies and programmes should aim to empower women.

Pastoralist women are under represented in decision-making structures. This needs to be addressed by

- Strengthening women’s representation at all levels, local district, national, regional and international as well as in clan structures.
- Affirmative action
- Literacy and skills training to enhance women’s capacity to participate in decision-making.
- Building alliances with men

Male dominance is firmly entrenched in pastoralist societies but culture can be changed by

- The sensitization of men and women and the promotion of gender equality through seminars and the media (particularly radio).
- Advocacy and lobbying with the strengthening of existing pressure groups and the setting up of new ones.
- Raising awareness of international human rights standards including the translation of CEDAW into local languages.

The 1999 National Action Plan on Women, published recently by the Ministry of Gender, Labour and Social Development identified four priority areas

- Poverty, income generation and economic empowerment.
- Reproductive health and rights.
- Legal framework and decision-making.
- The girl child and education.

Women from marginalized pastoralist communities are especially disadvantaged. Human development indicators – maternal mortality rates, life expectancy, literacy rates, etc. are very poor and significantly worse than those for women in other communities. Therefore specific programmes targeted at pastoralist women are needed.

Reproductive Health and Rights

In the area of health:

- Support for mobile health units and TBAs.
- Education and awareness raising on reproductive health, and efforts to tackle the specific problem of early marriage and the health problems and high maternal mortality rates it produces.
- Education and awareness raising on HIV / AIDS and efforts to promote women's human rights and enhance their status.

Participants from Ankole feared that HIV / AIDS has spread rapidly in pastoralist communities that are poorly served by awareness campaigns, predicting an impending 'bulge' in mortality rates. A factor in the spread of the disease is the traditional practice of wife-sharing with father-in-laws. There is an urgent need to counteract this practice. It is also essential to promote women's human rights and change social attitudes and mores that accord women lower status and limit their personal autonomy and ability to insist of safe sexual practices.

In pastoralist communities, the practice of giving bride wealth entrenches male dominance. The husband has, essentially paid for his wife so she must be totally obedient to him. It is therefore, essential to address the cultural basis of gender inequality. The translation and dissemination of relevant international human rights documents and of constitutional provisions on gender equality into local languages would be a positive step. Seminars and workshops on gender awareness are also important.

Education and awareness efforts in this area should also target and involve men and youths.

Poverty, Income-generation and Economic Empowerment

In order to address women's lack of control over and ownership of productive resources, skills training for income-generating activities needs to be combined with measures to enhance women's access to credit.

There is therefore a need to

- Support micro-finance initiatives and NGOs that run savings and credit initiatives that target women (such as NYDA's KAARO Bank).
- Provide training in business management skills.
- Provide training in the skills required for specific income-generating activities.

In pursuit of the above, the best approach is to support existing women's groups and encourage the formation of new ones.

In order to empower women economically and raise household incomes, pastoralist women need to be supported in agricultural production and small livestock projects.

This requires

- Agricultural extension specifically targeted at women, with special attention to environmental management, food storage and the prevention of post-harvest losses, the use of drought-resistant crops and the development of non-traditional cash crops.
- Livestock extension for women, with special attention to goat-rearing and the processing of livestock products.
- Training in soil and water conservation.

There is also a need to train extension workers in gender analysis / awareness as well as to promote women extension workers.

If women are to increase their participation in the economy and in society, measures must be taken to reduce their workloads. Women are primarily

responsible for the time-consuming collection of fuel wood and water for the household.

[Note: One participant made the interesting observation that, unlike most rural women, Ankole pastoralist women have traditionally performed very few household tasks and been discouraged from doing any strenuous work. This was a reflection of the traditional pastoralist lifestyle and diet. However, with the adoption of more settled lifestyles and agriculture, women's workloads have increased substantially].

Women's workloads can be reduced by

- The promotion of labour-saving technologies.
- The promotion of renewable energy sources such as solar and wind power.

Women should also be encouraged to set up co-operative woodlots that provide fuel wood as well as a marketable surplus, combining environmental protection with income-generation.

Legal Framework and Decision-Making

Uganda's legal framework and constitutional provisions on women are very positive.

However, some gender laws, particularly those on property rights and land are inadequate and do not address women's disadvantage.

It is difficult for pastoralist women to use the legal system because

- Illiteracy rates are high.
- The legal system uses a foreign language (English) which the majority of pastoralist women do not speak.
- There is a lack of awareness among women of their rights.

While civil law is positive, laws are often not implemented, either because gender discriminatory customary law is applied or because of gender bias in the police and the judiciary

It is therefore necessary to

- Conduct an analysis and review of existing laws, identifying gaps and reforming gender neutral laws that leave women disadvantaged.
- Introduce affirmative action to increase the number of women in the police and judiciary.
- Sensitize and change attitudes among those responsible for implementing the law (the police, the judiciary and traditional and clan bodies).

It is also necessary to enhance pastoral women's ability to use the legal system through

- Legal literacy and education programmes.
- The provision of legal aid for women.
- Paralegal training.
- The translation into local languages of international human rights documents and Ugandan Constitution.

UGRC has programmes in these areas which should be expanded to cover pastoralist women.

This legal and human rights agenda is crucial if other interventions, such as those aimed at raising women's incomes are to be successful. For many poor rural women there is a serious issue of control over the returns from new income-generating activities. Husbands commonly seize the proceeds from women's activities spending them on alcohol and cigarettes or even using them to take on a new wife.

Girls' Education

Expanding female education has the potential to transform pastoral societies and is fundamental to raising women's status as well as to promoting economic growth.

Enrolment rates and dropout rates for all rural areas indicate low levels of female participation and figures can safely be assumed to be significantly worse for pastoral areas.

A number of factors contribute to pastoralist girls' low participation in education:

- Cultural bias and the low status accorded to women and girls.
- The perception among parents that educating girls generates little return.
- The high demand for girls' labour in domestic work and child rearing.
- Early marriage and early pregnancy.
- Gender bias and sexual abuse within schools.
- The paucity of schools and the long distances traveled to reach schools.

Girls' education can be promoted by:

- Raising awareness about the value of educating girls and making use of the media and female role models.
- Increasing the number of schools in pastoral areas and improving the quality of the education provided.
- Ensuring that sexual abuse cases are vigorously pursued.
- Promoting the use of labour-saving technology and renewable energy sources in households and introduce measures to reduce time spent collecting water and firewood.
- Campaigning against early marriage and promoting family planning and birth control.
- Seeking ways to enable young mothers to return to school.

It should be noted that there is a trade-off between expanding women's income-generating activities and girls' education. Women's time poverty means that young girls often take on increased domestic burdens when mothers take on new activities.

4. RECOMMENDATIONS

1. Capacity building and training: local NGO's need training in the following specific areas:

- Fundraising skills
- Management skills / organizational management
- Lobbying skills
- Skills in data collection, analysis and interpretation
- Conflict management skills
- Early warning systems and disaster-drought preparedness

2. Information Management

- Setting up an inventory of NGOs and CBOs concerned with pastoralists and relevant government institutions and international organizations.
- Setting up a single web-site on which research results, information on programmes and policies as well as news and updates can be posted.
- Establishing a resource centre / library to serve local NGOs /CBOs and others.

3. Information Sharing

Case studies of recent experiences with pastoral development interventions such as credit schemes, improved breeds of livestock, service provision, water conservation systems, programmes for addressing practical and strategic gender needs and similar programmes should be documented, particularly for pastoral communities. This would be aimed at availing information to pastoralists on what has been done elsewhere and would help to assess the successes and failures and identify programmes which can be replicated.

The above can be reinforced by arranging awareness-raising workshops and exchange visits between pastoral groups.

4. Strengthening Partnerships

- National and regional workshops and conferences.
- Establishment of national pastoralist umbrella organizations / networks.
- Exchange of visits / study tours.
- Exploring possibilities for the mutual exchange of traditional skills and ethno veterinary knowledge.
- Joint projects and fundraising.

5. Advocacy

- Raise awareness about the “new thinking” on rangeland management and the rationality of pastoralism / extensive livestock keeping in arid and semi-arid areas (PENHA should play a major role in this); specifically targeting policy makers and government staff at national, district and local levels including NEMA staff.
- Organize workshops and conferences to promote the interests of pastoralists.
- Support and work with the PPG (Pastoralist Parliamentary Group) in order to influence that pastoralists are effectively represented in Parliament.
- Push for more support from Northern NGOs for South-South partnerships between local NGOs.

APPENDIX 1: DETAILED SUMMARY OF DISCUSSIONS

ANIMAL HEALTH

Dr. David Kamukama, a private sector veterinary doctor who has worked with both local government and NYDA made a valuable contribution to group discussions.

Dr. Kamukama argued that the most serious problem occurs in the post-drought period. Random, or unorganized, movements of cattle during drought and the absence of demarcated routes or movement corridors lead to congestion. Pastoralists put their herds together and one sick animal can infect 200 head of cattle.

This points to a need to conduct extensive awareness campaigns urging pastoralists to treat animals before they move and warning them of the dangers of putting herds together.

[Note] Following the workshop, there were serious outbreaks of animal disease in Mbarara District, including anthrax and foot and mouth disease, which seriously affected sales of meat and milk, including exports to neighbouring Rwanda. The District Veterinary Officer called for awareness raising on these issues.

Participants from Karamoja noted that a similar problem occurs in Karamoja. Simon Nangiro of LWF-Karamoja pointed out, while pastoralists are aware of the increased risks of the spread of disease when herds are put together, the need to protect herds against cattle-raiders makes this practice absolutely necessary.

The MP for Moroto Municipality noted that this link between conflict / insecurity and cattle disease was only one of many ways in which conflict hampers development. Conflict resolution efforts and tackling insecurity are therefore central to development efforts in Karamoja.

Abraham Loku of STEPS-Karamoja added that, in addition to uncontrolled livestock movements, the often prohibitively high cost of drugs was another factor in the spread of animal diseases. He felt that high animal death rates due to the failure to check the main cattle diseases were the most important single factor in the low productivity of pastoral systems in Karamoja.

[The principal cattle diseases are tick-borne diseases, Contagious Bovine Pleura Pneumonia (CBPP), Rinderpest, East Coast Fever, Foot and Mouth Disease, Nagana, Anthrax and Mastitis.

District Veterinary departments in Karamoja are severely under funded, pointing to a need to lobby government for increased budgetary allocations. Abraham Loku noted that while poor revenue collection limits the resources of local government, corruption and the misuse of available funds means that even if those funds are available, there is no development impact.

Simon Nangiro pointed to the successes of private / commercial pharmacies established by LWF, which indicates that pastoralists are willing and able to pay for veterinary drugs.

The number of private veterinary services they had seen in Mbarara impressed [participants from Karamoja].

Mugabi Cosia of the Mawogola Development Agency was skeptical about the ability of many poor pastoralists in Sembabule District to pay for drugs and veterinary services. He felt that it was important to examine the potential of traditional / ethno-veterinary medicine to provide low-cost alternatives to expensive modern medicines. He also noted that many pastoralists did not know how to use modern drugs / acaricides, in some cases poisoning animals through improper application. He emphasized the need for improved livestock services and the development and distribution of education / awareness materials in local languages with strong pictorial presentation.

Participants agreed on the following as key elements of an animal health strategy aimed at boosting productivity and incomes:

- Awareness raising campaigns and seminars.
- An expansion of livestock extension services.
- The training of para-vets on a “Training of Trainers” basis so that those trained can go on to train others.
- The establishment of private / commercial pharmacies or the establishment of pharmacies and veterinary services with a cost-recovery element that can go on to become self-sustaining profit-making enterprises.
- The establishment of cattle crushes.
- Efforts to organize and control cattle movements.

WATER RESOURCES DEVELOPMENT

Pastoralists agreed on the need to expand the number of water points available to pastoralists, and to ensure that water points are well distributed in order to reduce distances traveled by herders and herds and to prevent localized environmental degradation around water points.

Participants from Karamoja noted that, even where water points are established, maintenance is a major problem. When dams become silted up, costly de-silting operations are required. Boreholes and hand-pumps require careful maintenance and expensive spare parts are required from time to time.

Wilson Kajwenje and other NYDA participants identified the following key problems in water provision:

- There are not enough water points and those that exist are poorly distributed so that long distances have to be traveled.
- The long distances traveled to water points by children performing herding duties are a major factor in poor school enrollment rates, attendance rates and performance.
- Water sources often serve both humans and animals, so that sanitation and hygiene is poor. In the case of the most basic valley dams, which do not have pumps, buckets or other systems for drawing water, herders drive their cattle right into the water with negative consequences for both human and animal health.
- Households lack clean water sources, contributing to ill health and disease as well as forcing women and children to allocate a great deal of time and energy to fetching water.

Dr. Birinda a local veterinary doctor, pointed out that the funds allocated to valley dam investments by government (most of which were lost to corruption) could have paid for pipes to pump water to individual farms and households.

Hon. Karuhanga called for a feasibility study to be carried out on the piping of water from Lake Mburo.

Lake Mburo is Nyabushozi County's principal water source, but lies within Lake Mburo National Park, which excludes pastoralists from using this important resource except in exceptional circumstances.

SEDEXTERISATION

Participants from Karamoja noted that the Northern Uganda Reconstruction Programme, under the office of the Prime Minister, calls for settlement schemes for Karimojong “nomads” and the development of settled agriculture.

Simon Nangiro pointed out that much of Karamoja’s land area is unsuitable for agriculture. Others pointed out that government could not urge pastoralists to settle without putting in place necessary infrastructure.

George Odongo of PANU argued for a flexible approach to sedenterisation that is not necessarily synonymous with the adoption of settled agriculture. He pointed out that it would be possible to limit the degree of mobility involved, with perhaps only a small number of herders moving with the animals, whilst most household members remained in permanent settlements. This would permit the maintenance of pastoral production systems alongside the promotion of agriculture and the enhanced provision of social services.

FOOD SECURITY

Participants from Karamoja had strong feelings on this issue and contributed much to discussions.

Karamoja suffers from regular food deficits and there is a heavy dependency on food aid. Both Simon Nangiro and Abraham Loku were very critical of World Food Programme (WFP) and NGO policies, arguing that by limiting themselves to simply distributing food, without paying attention to medium to long-term development, they failed to address the underlying problems and promoted dependency.

The group consensus was that, while the low productivity of agriculture in Karamoja and the region’s erratic rainfall are limiting factors, there is some scope to enhance agricultural production by expanding the use of drought-resistant crop varieties and dryland farming techniques as well as by taking steps to reduce post-harvest losses (which are very significant). LWF have had some success in enhancing food security with their cereal back programme. Loans are given to groups who buy and store cereals, which can then be sold during the pre-harvest period when supply is limited and prices are high.

However, the group agreed that food production alone is not enough. The real problem is food supply insecurity resulting from low cash incomes.

So, the problem of hunger and food insecurity in Karamoja has to be tackled with an integrated, developmental approach that seeks to boost rural incomes.

There is a need to attack threats to the extensive livestock keeping production system. Hunger can be addressed by enhancing productivity by controlling animal diseases, improved water provision and rangeland management, and tackling the land tenure and conflict issues.

Dr. Kisamba Mugerwa was strongly in favour of a market-based food security approach improved marketing and transport infrastructure, as well as access to credit and banking facilities would facilitate the sale of livestock and animal products, as well as other goods and services, providing the incomes to buy food produced in high-productivity, food surplus regions.

One major problem is that livestock sales generally take place at the wrong time of the year. When there is a drought livestock prices collapse. This could be tackled by promoting savings and credit facilities that would allow livestock sales at favourable times, when prices are high. Proceeds could then be banked, mitigating dry season food insecurity.

NYDA and Mawogola Development Agency participants were keen to point out that hunger is not only a problem in Karamoja. They pointed out that while Karamoja suffered from periodic and dramatic collapses in food availability, many poor pastoralists in the West suffer from poor nutrition and hunger year-round. Dr. Kisamba Mugerwa referred to the paradoxical situation in Bushenyi, a pastoralist area that is a major centre for milk production but has perhaps, the greatest prevalence of stunting in the nation. This is, perhaps a reflection of the unequal distribution of income in the West and the way in which social stratification and exclusion has accompanied the development of market-oriented, modern livestock industries. This indicates a need to ensure that as pastoralism becomes integrated into the market economy and becomes “capitalistic”, there is broad participation with pastoralists involved as shareholders or members of cooperatives.

It is worth looking at attempts in South Africa to expand shareholding by black South Africans in the country’s large corporations. If government is serious about poverty eradication, policy should aim to promote equitable development. There has been considerable development of modern meat and milk products in the West, with modern abattoirs and factories producing UHT milk, chocolate flavoured milk, yoghurt etc. However, ordinary pastoralists have not participated in this, although they have increased the production of milk to the point where prices have collapsed. Innovative ways need to be found to involve pastoralists and they should not be confined to the bottom end of the “food chain” or value-added chain.

THE NEED TO FOSTER THE GROWTH OF PASTORAL CIVIL SOCIETY AND PASTORAL NGOs/CBOs

Uganda's decentralization policy aims to devolve authority and decision making to local level and ensure that government is representative and responsive to people's needs and aspirations.

In theory, decentralization should enable people to make their own decisions in matters that concern them. However, this requires that the needs, views and aspirations of the people are well articulated and that stakeholders at all levels are consulted.

Unfortunately, for pastoralist communities in both Karamoja and the West, local government has been distant and unrepresentative.

One factor is that pastoralist communities have historically not participated in education to the extent that settled communities have. This has resulted in a lack of educated representatives of pastoralists who can take up posts in local government.

In Karamoja, local government staff does not, in general come from the same ethnic group as the people they serve and this has contributed to the gulf that exists between government and people. George Odongo noted that the RDC is not a Karimojong.

In the West, while pastoralist communities are well represented at the lower levels of local government (the country and sub-county levels), they are poorly served at the district level where greater decision-making authority and resources lie. Participants from NYDA and Mawogola Development Agency pointed out that a particular problem in the West is that pastoralist communities are in a minority, and are dispersed in pockets around Ankole and neighbouring areas. If they all occupied on particular area they would be a local majority and would be able to secure effective political representation through the electoral process. Their dispersion and small numbers mean that, wherever they are, they are in a minority with little voting "clout". This problem is exacerbated by the fact that a great deal of historical enmity exists between the farming communities of Ankole (the so-called "Bairu") and the Ankole pastoralists (the Bahima), mirroring the divisions in neighbouring Rwanda. More fundamentally, the problem for pastoralists is that policy at the higher local government levels will always be tailored to the needs of settled farming communities and urban populations.

This situation makes it all the more necessary for pastoralists to organize themselves and push for the recognition of their needs and interests.

However, as Dr. Omwony-Ojwok pointed out pastoralism is very labour-intensive, and pastoralists are time-poor and have little time to devote to "politicking". There

is therefore, an urgent need for pastoralist NGOs and CBOs that are rooted in the local communities and are capable of articulating their needs and aspirations.

However, such organizations are sorely lacking and those that do exist such as NYDA and the Mawogola Development Agency are severely hampered by capacity constraints.

[Abraham Loku was impressed by how much NYDA had managed to achieve with only two staff at their Rushere Office, Mugisha Kashaka and Godfrey Karamuzi, working as unsalaried volunteers]

ENHANCING THE PRODUCTIVITY OF PASTORAL PRODUCTION SYSTEMS

Given that the amount of grazing land available to pastoralists has been progressively reduced, there is a great deal of pressure on the remaining land area.

Pastoralists continue to maintain large herd sizes both as a store of wealth and as a form of insurance against drought and disease. On the restricted pasture available, this may result in land degradation.

Many advocate interventions that reduce herd sizes and improve herd quality. Expanding the use of exotic breeds and Friesian cows and implementing genetic engineering programmes can potentially improve herd quality and raise productivity per head significantly. These breeds are significantly more productive in terms of meat and milk than local breeds.

However, there are problems with this approach. Exotic breeds and Friesians are less resistant to disease and they require costly investments in veterinary services and drugs, which may well be prohibitively expensive for many poor pastoralists.

The government sees promoting the acquisition of cows by small-scale farmers as an important part of its poverty eradication programme. However, some participants noted that many small farmers who had acquired cows have lost their investment to disease, sometimes over night. Many could not afford the drugs required or did not know how to apply them properly. This indicates that promoting the use of Friesians and exotic breeds, while it has the potential to mitigate land degradation and boost rural incomes requires complementary investments in veterinary services and livestock extension services.

NYDA participants also stressed the potential of goat rearing, noting the complementarity between cattle, which “eat low” (feed on grass) and goats, which “eat high” (feed on shrubs and bushes). Goat rearing has the potential to raise women’s incomes and NYDA has attempted to promote it in Nyabushozi.

However, NYDA's goat-rearing projects with local women has suffered from the widespread theft of goats. This shows that it is not only in Karamoja that crime and insecurity hamper development.

TREE PLANTING

Tree planting cannot only help to limit environmental degradation, but it can also increase household incomes.

Trees help to increase water retention in the soil as well as providing wind cover that protects against soil erosion.

In Nyabushozi there has been a dramatic increase in agricultural activity over the last decade and NYDA has promoted to adoption of agro-pastoralism. However, the intensification of agriculture carries with it the risk of environmental degradation. There is, therefore, an urgent need to pay greater attention to environmental management and the preservation of soil quality.

Participants from both NYDA and the Mawogola Development Agency noted that planting eucalyptus trees, mango and other fruit trees could also provide incomes from the sale of fruits and fruit products such as juices.

[NYDA has a project with local women's groups on the production and marketing of fruit juices. Following the workshop, we visited the project and sampled their produce. The programme is currently stalled due to lack of funds].

Another potentially valuable intervention mentioned by participants was the setting up of co-operative wood lots on a commercial basis.

There is therefore, a great deal of scope to develop micro-projects that combine environmental protection and income generation.

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