

INDIGENOUS PASTORAL COMMUNITIES AND THE PEAP

Implications for equitable poverty reduction



UGANDA LAND ALLIANCE

August 2007

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2. Challenges faced by pastoral communities in the district
3. What has the government and the district done to address poverty?
4. What NGOs are helping men to address their poverty and what programmes are they implementing?
5. Do pastoralists participate in district planning processes? (Probe about how they participate if they do not participate, why?)
6. Recommendations for the effective participation of pastoralists in district poverty reduction processes

KARAMOJA PEAP STUDY

INTRODUCTION:

Uganda Land Alliance in partnership Minority Rights Group International wishes to undertake a project to support minority communities to improve access to PEAP and enhance accountability and good practice among communities, governments and other development partners to achieve more equitable poverty reduction. The overall intention of the project is to ensure that planning policies and actions of development actors related to the PEAP are changed to deliver equitable benefits for minority indigenous communities.

As part of the project, this research is therefore to help Uganda Land Alliance to assess the current situation of participation of pastoral communities in the PEAP in order to map out entry points for a full project to ensure that pastoralists improve their access to the PEAP and subsequently achieve more equitable poverty reduction.

FGD with women (at least 2 FGDs in 2 different sub counties)

1. Comment on poverty levels; what are the main causes of poverty as perceived by women? who is most affected, why?
2. What has the government and the district done to address poverty?
3. What NGOs are helping women to address their poverty and what programmes are they implementing?
4. Do women participate in district planning processes? (Probe about how they participate if they do not participate, why?)
5. Recommendations for the effective participation of women in district poverty reduction processes

FGD with men (at least 2 FGDs in 2 different sub counties)

1. Comment on poverty levels; what are the main causes of poverty as perceived by men? who is most affected, why?

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The objective of the project was to ensure that minority and indigenous communities in Uganda improve their access into PRS'S and accountability and good practices among communities, governments and other development actors is enhanced to achieve more equitable poverty reduction. The study was funded by Irish Aid.

The Uganda Land Alliance is therefore grateful to Irish Aid without whose financial support the study would never been undertaken.

The Alliance is also grateful to the members who took part in the focus group discussions that were conducted in Kotido district.

8. How do pastoral communities participate in PEAP implementation?
9. Who monitors the implementation of the PEAP programmes in the District?
10. How do pastoral communities participate in the monitoring of District Programmes?
11. Recommendations for the effective participation of pastoral communities in PEAP and district poverty reduction processes

COMMUNITY DEVELOPMENT OFFICER

1. What are the disadvantaged/minority groups in the district?
2. What programmes have been established to support the disadvantaged groups?
3. Which development partners (Donors, NGOs) are working with the department to support vulnerable groups?
4. Recommendations for the effective participation of pastoral communities in district poverty reduction processes

DISTRICT VETERINARY OFFICER

1. Key challenges faced by pastoral communities
2. What has the district done to improve the quality of pastoralism in the district?
3. Levels of commercialization of pastoralism
4. What government programmes are being implemented to improve the quality of livestock?
5. What development partners (donors) are particularly working in the district to improve the quality of livestock?
6. Recommendations for the improvement of the livestock industry in Karamoja

CIVIL SOCIETY ORGANIZATION

1. An overview of what they are doing to improve the quality of life of pastoralists
2. Recommendations for the effective participation of pastoral communities in PEAP and district poverty reduction processes

FOCUS GROUP DISCUSSION GUIDE FOR THE

CAO - QUESTIONS

1. Overview of the district (land area, population by gender and age, number of administrative units i.e. counties, sub counties; major economic activities, major challenges
2. Comment on poverty levels; what are the main causes of poverty in the district? who is most affected, why?
3. What are the existing poverty reduction programmes in the District/Sub County?
4. Which development partners (donors) are supporting the district and what are their areas of focus?
5. How can government programmes be made more effective for pastoral communities?
6. How does the PEAP in your opinion respond to the rights of pastoralist groups?
7. How did Kotido District participate in the PEAP 2004 review process?
8. How is the PEAP being implemented in the district? How has it been translated into a practical strategy for the district?
9. Who monitors the implementation of the PEAP programmes in the District?
10. Recommendations for the effective participation of pastoral communities in PEAP and district poverty reduction processes

DISTRICT PLANNER

1. Describe the planning process at District and Sub county levels
2. How do pastoralists participate in the planning process?
3. How do women participate in the planning process?
4. What are the challenges in ensuring the participation of pastoralists?
5. How does the PEAP in your opinion respond to the rights of pastoralist groups?
6. How did Kotido District participate in the PEAP 2004 review process?
7. How is the PEAP being implemented in the district? How has it been translated into a practical strategy for the district?

ACRONYMS

AAU	Action Aid Uganda
ABEK	Alternative Basic Education for Karamoja
CBO	Community Based Organisation
CSO	Civil Society Organisation
EU	European Union
FGD	Focus Group Discussion
KII	Key Informant Interview
NAADS	National Agricultural Advisory Services
NALPIP	National livestock productivity improvement project
NGO	Non Governmental Organisation
NURP	Northern Uganda Reconstruction Programme
NUSAF	Northern Uganda Social Action Fund
PEAP	Poverty Eradication action Plan
PMA	Plan for Modernisation of Agriculture
PMES	Poverty Monitoring and Evaluation Strategy
PRSP	Poverty Reduction Strategy Paper

EXECUTIVE SUMMARY

Inequalities in opportunities affect minority groups at household, community and state level in different ways and with varying magnitudes. The common characteristics of these groups include social exclusion, deprivation from mainstream government services, lack of participation in development processes that affect them and in most cases uncertainty of land and natural resource tenure. Pastoralists, especially those in the Karamoja region also feature among the minority groups and share the same characteristics.

This study commissioned by Uganda Land Alliance in partnership with Minority Rights Group International therefore set out to unearth pertinent issues regarding the participation of pastoralists in the PEAP process and poverty reduction interventions by key development partners. Attention was also put to determining ways in which women are disproportionately affected by lack of access to PEAP processes among minority and indigenous pastoralist communities. Against this background, and after extensive consultations with pastoralists and development partners, strategies have been recommended to enhance accountability and good practice in government and development actors to achieve more equitable poverty reduction for minority indigenous communities.

Using literature reviews, focus group discussions, key informant interviews, the study focused on the participation of the Karimojong pastoralists. The study is intended to form the basis for an advocacy campaign for greater participation of pastoralists and other minority groups in the PEAP process in Uganda.

The study revealed that the Poverty Eradication Action Plan (PEAP) to some extent, albeit minimal provides for rights of minorities and indigenous pastoral groups. This is in so far as it plans to address cattle rustling and disarmament, restocking programme, water for production, disease control, and proposes a policy to recognise the contribution of the pastoral farming system. However, the PEAP does not provide specific objectives on pastoralism and does not adequately address challenges of service provision to remote and mobile communities. Although the Plan for Modernisation

Key Questions

1. Overview of the key areas of focus
2. What modalities does the organization use to fund its operations (Budget support, SWAP, support to districts, or direct implementation? Probe)
3. What poverty reduction programmes is the organization implementing and in which districts?
4. What minority groups if any does the organization target?
5. How does the organization ensure the participation of minority groups (particularly pastoralists if relevant) in its programmes?
6. What has been the impact of the organizations interventions on the lives of minority groups (particularly pastoralists)?
7. How does the PEAP in your opinion respond to the rights of minority groups/pastoralist groups?
8. Recommendations for improving the involvement of indigenous pastoral communities and minority groups in key development partners' initiatives and interventions on poverty reduction

KEY INFORMANT INTERVIEW GUIDE FOR KARAMOJA CONSULTATIONS

INTRODUCTION:

Uganda Land Alliance in partnership Minority Rights Group International wishes to undertake a project to support minority communities to improve access to PEAP and enhance accountability and good practice among communities, governments and other development partners to achieve more equitable poverty reduction. The overall intention of the project is to ensure that planning policies and actions of development actors related to the PEAP are changed to deliver equitable benefits for minority indigenous communities.

As part of the project, this research is therefore to help Uganda Land Alliance to assess the current situation of participation of pastoral communities in the PEAP in order to map out entry points for a full project to ensure that pastoralists improve their access to the PEAP and subsequently achieve more equitable poverty reduction.

ANNEX A STUDY TOOLS

KEY INFORMANT INTERVIEW GUIDE FOR NATIONAL CONSULTATIONS

INTRODUCTION:

Uganda Land Alliance in partnership Minority Rights Group International wishes to undertake a project to support minority communities to improve access to PEAP and enhance accountability and good practice among communities, governments and other development partners to achieve more equitable poverty reduction. The overall intention of the project is to ensure that planning policies and actions of development actors related to the PEAP are changed to deliver equitable benefits for minority indigenous communities.

As part of the project, this research is therefore to help Uganda Land Alliance to assess the extent to which key development partners' initiatives and interventions on poverty reduction involve the participation of minority and indigenous pastoral communities in Uganda

Key Respondents

- ◆ Panos
- ◆ Oxfam
- ◆ ActionAid
- ◆ UNDP
- ◆ EU
- ◆ World Bank
- ◆ DFID
- ◆ DANIDA

of Agriculture (PMA) is supposed to commercialise agriculture, production for the market by pastoralists is heavily undermined by fluctuating prices and distress sales, as such, pastoral constraints are not adequately addressed by the PMA.

Regarding participation of indigenous pastoralist communities and other minorities in the PRSP processes, the study revealed that although participatory processes are laid out in the PEAP process, the local leaders, technical staff and the pastoral communities themselves did not participate. Furthermore, there are a number of challenges that inhibit the participation of pastoralists in the local government planning processes as well. Pastoralists do not appreciate the importance of participating in anything that does not directly relate to the welfare of their animals. They contribute a lot of revenue to their districts, and yet they do not realize any benefits in terms of improved service provision. The participation of women in such settings is even more minimal, arising from patriarchal traditions.

In the face of government deficiencies in reaching indigenous pastoralist groups, a number of development partners are working with the minority groups to try and bridge the gap. Amid a number of challenges, they have been able to realize successes and best practices. Some of their innovations include; establishment of promotional funds for minority groups, introduction of grain banking to address food security, alternative basic education which provides education to Karimojong pastoralists as they move with their livestock, and a series of participatory tools that empower pastoralists to participate in the development process, and to demand for their rights.

The study therefore concluded that the rights of pastoralists are not well articulated; implying therefore that service delivery for pastoralists is equally inadequate. Discussions with pastoralists and leaders in Karamoja reveal that other than responding to specific needs of pastoralists, services are designed to conform to the design sent from the central government. There is need therefore for social transformation and promotion of rights based approaches that can lead to development of pastoralist livelihoods and improvement in the quality of life of pastoralist communities.

1.0 INTRODUCTION

Inequalities in opportunities affect minority groups at household, community and state level in different ways and with varying magnitudes. At national level, although commendable progress has been made in setting the platform to ensure equal opportunities for marginalized groups through policies and laws such as the National Gender Policy and the Equal Opportunities Policy, a number of development strategies remain insensitive to the needs and social protection of minority groups. In Uganda, minority groups include the Batwa (Kabale), Batwa (Bundibugyo), Basongora, Batuku, Banyabindi, Chope (Nebi), Lendi (Nebi), Babukuswa, Bahehe (Busia), Banyagu (Kayunga), Babukusu (Bugiri), Banyara (Kamuli), Benet (Kapchorwa), Tepeth and IK of Moroto-Karamoja. The common characteristics of these groups include social exclusion, deprivation from mainstream government services, lack of participation in development processes that affect them and in most cases uncertainty of land and natural resource tenure. Pastoralists, especially those in the Karamoja region also feature among the minority groups and share the same characteristics.

Livestock production contributes 7.5% to the total Gross Domestic Product (GDP) and 17% to the agricultural GDP. By 2001, Uganda had 5.6 million cattle of which only 10% were under ranching schemes while the remaining 90% were held by pastoralists and small holder farmers. Pastoralism is a livelihood strategy for 29 out of 56 districts in Uganda; constituting the cattle corridor which cuts across southern, central through to north eastern Uganda. The cattle corridor in Uganda covers 102,000 km², which is 42% of the country, 51% of land area and 40% of the human population in Uganda. About 22% of households nationally are livestock keepers (NGO Forum).

Pastoralism is a natural resource based subsistence system of livestock production and relies predominantly on the communal or range system of natural pastures most of the time involving a level of mobility to track seasonally available pastoral resources. The customary rights and social institutions of pastoralists in their grazing land are generally no longer recognized by law. Given today's hostile rangeland environment, it is increasingly difficult to assume that

which can be used to hold leaders accountable.

8. Mainstreaming of gender and HIV/AIDS in all pastoralist interventions

LIST OF KEY INFORMANTS

Name	Designation
Kiwanuka Specioza	Project Coordinator Action Aid Uganda Pastoralist Coordinator- Oxfam
Apolo Kakaire	Communication Officer- EU Thematic and Human Securities Coordinator AAU Fundraising Officer Farm Africa
Mark Locheng	Chief Administrative Officer- Kotido
Aleper Christine	Community Development Officer Kotido
Anwera Robert	Population Officer- Kotido
Dr. Pamvuga	District Veterinary Officer- Kotido
Gibolo George	District Agricultural Officer- Kotido

7.0 CONCLUSION & STRATEGIC ISSUES FOR UGANDA LAND ALLIANCE

From the study findings, it is evident that the PEAP although well meant to address poverty reduction is still deficient in its targeting. The rights of pastoralists are not well articulated, implying therefore that service delivery for pastoralists is equally inadequate. Service delivery has been designed in the same way to benefit all categories of the poor on the assumption that decentralisation will take care of any geographical or cultural-specific challenges. Discussions with pastoralists and leaders in Karamoja however reveal that other than responding to specific needs of pastoralists, services are designed to conform to the design sent from the central government. This kind of arrangement often benefits the more affluent and services bypass the more vulnerable.

A number of action points have been proposed after each of the sections/themes in the report. However, listed here are a few crucial strategic actions that Uganda Land Alliance for purposes of this project could position itself to lobby and advocate for.

1. Lobby for the introduction of laws, programs and services on how to control disease to improve productivity and quality, add value to livestock and dairy products and marketing infrastructure so as to increase incomes of pastoralists.
2. Advocate for design of a rangeland policy to protect property and grazing rights of the indigenous pastoralists
3. Design mechanisms that increase access to information (including market information and other opportunities) by pastoralists
4. Lobby the Ministry of Local Government for the design of user friendly consultation guidelines for participation of indigenous pastoralists in the PEAP
5. Advocate for revision of the Local Government participatory planning cycle to suit the migratory nature of the pastoralists
6. Training of pastoralists and community based organizations on rights based approaches
7. Design participatory monitoring tools for pastoral communities,

pastoralism in its traditional form will persist, since pastoralists are easily displaced. Mobility provides the best strategy to manage the low net productivity, unpredictability and risk on arid and semi-arid lands. As rainfall and temperature patterns result in marked spatial and temporal variations in grazing resources, seasonal movements are essential. Pastoral mobility depends on access to key range resources, primarily pasture, water sources and migratory corridors. Mobility is therefore an ecological as well as an economic necessity.

Although herders are scattered globally, critical trends threatening their sustainable development are similar in the different regions they inhabit. Pastoral land tenure and management systems are increasingly challenged by encroaching interests, including agriculture, tourism-driven conservation policies and property and resource ownership tenures. Changes in land tenure by central governments combined with related uncertainties regarding resource access have been the major sources of deprivation, vulnerability and insecurity, as they affect both the availability of and access to the natural pastoral resource (*Mobile livelihoods- an issue paper April 2007*)

The essential issue of why minorities, especially pastoralists matter, apart from their distinct identities, is their lack of power. With lack of power comes a feeling of exclusion, which can easily lead to violence being seen as the only option to attain their needs. It is no wonder that they often conflict with their neighboring communities over grazing and water resources. Minorities have a right, like all people, to participate in the political and economic decisions that affect them, but given their lack of power, particular care and measures are needed to ensure that they can.

This study therefore set out to unearth pertinent issues regarding the participation of pastoralists in the PEAP process and poverty reduction interventions by key development partners. Attention was also put to determining ways in which women are disproportionately affected by lack of access to PEAP processes among minority and indigenous pastoralist communities. Against this background, and after extensive consultations with pastoralists and development partners, strategies have been recommended to enhance accountability and good practice in government and development actors to achieve more equitable poverty reduction for minority indigenous communities.

2.0 BACKGROUND

Uganda Land Alliance in partnership with Minority Rights Group International is planning to undertake a project to support minority communities to improve access to Poverty Reduction Strategy Papers (PRSP) and enhance accountability and good practice among communities, governments and other development partners to achieve more equitable poverty reduction. The overall intention of the project is to ensure that planning policies and actions of development actors related to PRSPs are changed to deliver equitable benefits for minority indigenous communities. The main objective of the project will include research and documentation of the best practices frameworks and tools, community research and training for partner NGOs/CBOs, training on rights based approaches, advocacy and monitoring tools for members of the community, as well as community minority best practices in poverty reduction, country advocacy strategy planning meetings linked to media tolls, networking meetings, advocacy briefs and interventions with international policy makers and bilateral initiatives for international policy change.

The intended outcomes of the project include strengthened capacities of NGOs and minority groups to advocate for the rights of minority pastoral groups and to hold government accountable and to participate more effectively in poverty reduction processes and government and development actors take action to review strategies and actions to achieve more equitable poverty reduction.

This report therefore provides the baseline information pertaining to best practices and prevailing limitations in the inclusion of minority groups, particularly pastoralists in the Poverty Eradication Action Plan.

2.1 Purpose

The overall purposed of the project within which this study is encompassed is that minority and indigenous communities in Uganda improve their access into PRSPs and accountability and good practice among communities, governments and other development actors is

- ◆ The PEAP/PRSP needs to have measures that address pastoral poverty and advance pastoral development. Targeting of specific PEAP measures towards pastoralism as this would enable pastoralism to realize its substantial economic potential, contribute to meeting the poverty reduction targets, redress a historic injustice and safeguard pastoralists' human rights.
- ◆ There is need for government to develop policies and interventions that incorporate indigenous pastoralists' strategies with modern technologies so as to improve the efficiency of pastoralist production system.
- ◆ Addressing the distributional issues beyond the provision of an enabling environment to addressing of services and subsidies that will rectify disparities and empower poor pastoralists.

This is done so that in addition to educating children, the programme attempts to reduce vulnerability among the women and persons with disabilities.

6.2 Priority action points

- ◆ Listen to pastoral and minority groups and involve them in Poverty Reduction Programs and not to impose upon them foreign solutions. Programmes targeting the pastoralists should aim at improving and not changing their way of life. Any programmes designed to help the minorities' needs to be flexible and tailored to suit their situations and not just prescribed modalities. Local factors need to be considered e.g. local politics, cultural connotations etc.
- ◆ Government needs to take concrete steps to respond to voices of these living in poverty in the budgeting process and to provide feedback through transparent accountable systems.
- ◆ There is need for coordination of different actors doing activities for the minority groups because minority groups think that they deserve to be paid to be helped for example there have been cases where some development agencies give them transport refund/facilitation allowance of say 70,000/= per day they end up thinking that all actors should give them that much whereas some actors do not have such funds.
- ◆ There needs to be direct involvement of minority groups through more grassroots participation in determining which programs should help them. *"Many times, development workers go and end at the district head quarters and think they have met the minority groups and yet they have their own unique problems"*-Key Informant AAU
- ◆ There is need to advocate for a rights-based approach to ensure participation of communities. They need to be seen to be doing something for themselves because...*"when they speak, the voice is stronger than when we for them. Development partners should only amplify their voice in challenging duty bearers to provide for their demands"* Key Informant AAU

enhanced to achieve more equitable poverty reduction.

The purpose of this study was therefore to examine the participation of minority communities in the PRSP processes in Uganda. In particular, the study focused on the participation of the Karimojong pastoralists. The study was intended to form the basis for an advocacy campaign calling for greater participation of pastoralists and other minority groups in the PEAP process in Uganda.

2.2 Objectives of the study

The study was guided by the following objectives;

1. To review the poverty reduction action plan (PEAP) and assess the extent to which it provides for rights of minorities and indigenous pastoral groups.
2. Assess the extent to which the PEAP is being implemented in pastoralist areas and the extent to which it is successful or not.
3. Assess the extent to which PRSP processes involve the participation of indigenous pastoralist communities and other minorities in Uganda.
4. Assess the extent to which key development partners (UNDP, EU, World Bank) initiatives and interventions on poverty reduction involve the participation of minority and indigenous pastoralist communities in Uganda.
5. To assess the extent to which women are disproportionately affected by lack of access to PRSP processes among minority and indigenous pastoralist communities.
6. Propose and recommend strategies to improve indigenous pastoralist communities' access and participation in PRSPs and how to enhance accountability and good practice in government and development actors to achieve more equitable poverty reduction for minority indigenous communities.

2.3 Methodology

The study involved desk/literature review of relevant documents including the PEAP. (See list of references for documents reviewed). The study also employed a field visit to Kotido District in Karamoja for an environmental scan. This was achieved through focus group discussions

with the local communities- women, youth, men and elders in Lopothe, Napumpum and Karukadong villages in Panyangara Sub County, and Narikapet village in Kotido Sub County. Key informant interviews were also conducted with key government officials in the sector and key development partners and NGOs (see list of people met)

2.4 Profile of the Karamoja cattle corridor

The Karamoja region is located in the North Eastern part of Uganda and is comprised of 5 districts of Moroto, Nakapiripirit, Kotido, Kaabong and Abim- the later 2 were curved out of Kotido. Karamoja region shares borders with the Turkana warrior tribe of Kenya and other warrior tribes of southern Sudan. The Karamoja region is generally arid, but a few locations have tropical climate and the ethnic groups in such tropical climate mainly depend on crop agriculture. The larger part of Karamoja however can only survive on pastoralism to cope with the harsh climate. The region is also characterized by cattle rustling using fire arms and this has resulted in insecurity for the Karimojong people and their neighboring communities. The major system of land tenure is communal tenure, which allows for communal grazing rights. Prior to the government disarmament process launched in 2001, the gun was to the Karimojong pastoralists a major resource ensuring access to grazing land. A number of pastoralists brought together their herds to one kraal under the responsibility of one kraal leader to ensure security of the livestock and access to pasture and water. After the disarmament process, this system of communal sharing of resources was destroyed, and the responsibility of providing security for the pastoralists and their livestock was transferred to the national army, rendering the warriors redundant and further jeopardizing the communal sharing of scarce communal resources.

The main causes of poverty in the region include; crop failures due to prolonged dry spells. Often women, children and the elderly are the most affected because the men migrate in search of better livelihoods for themselves and their animals. Insecurity is yet another challenge as people lose their animals to the raiders. Cattle rustling has led to loss of lives and destruction of homesteads as well as livelihoods.

Innovative tools of participation:

Action Aid Uganda has ensured participation of minority groups in the development process through the following tools;

- ◆ Reflect Cycles (Regenerate Frerian Literacy through Empowering Community Techniques)
- ◆ PVA - participatory Vulnerability Analysis. These are community techniques used to help minority groups to assess their own needs so that they can own the solutions/community initiatives to address their problems.
- ◆ Other techniques include PRA tools- focus group discussions, Venn diagrams, and historical analysis. AAU helps them to form groups and they keep meeting and reviewing progress in their localities. The locals set up self-monitoring structures.

Demanding rights from rights bearers: AAU has empowered some minority groups to demand for their rights. They are now confident in demanding for their rights and basic social services and not taking them as favors from government for example the Benet of Kapchorwa have been supported to challenge marginalization and demand for their rights to social services. They took a case to court which is now awaiting final verdict.

Alternative Basic Education for Karamoja: Save the Children in Uganda Alliance (Norway, Denmark and UK) is funding this programme. The vision of ABEK is *“Literate, enlightened and skilled children of Karamoja aspiring for peace and sustainable development”* ABEK’s mission is *“To increase the number of children in Karamoja accessing relevant quality education through their participation together with their communities and other stakeholders in planning, organizing and managing education delivery”*. The programme targets children leading a pastoral lifestyle. Lessons start early in the morning before the children go to tend the calves, goats and sheep. Lessons also take place in the evening around the fire places where they often narrate stories. Almost all the children attend the lessons at dusk. The graduates of the programme join primary four in the ‘regular’ school system.

Among the ABEK instructors are persons with disabilities and women.

Empowering women:

In gender interventions, the very marginalized among the marginalized are involved so as to empower them. For example in *Karamoja today, the majority of community based animal health workers are women, they participate in vaccination and treatment of animals because sick cows are left at home therefore women who stay home should treat them*- pastoralist coordinator Oxfam Uganda

Grain banking for food security:

This is an innovation by Oxfam. In the grain banking programme, it is women who participate and are successfully working to ensure food security for seasons of scarcity. They buy grains such as maize, millet and sorghum during the harvest season and store it to be resold later during times of famine.

As a result of their participation in treatment of animals and grain banking, women have set up big stores for open trade and other businesses. With the support of Oxfam GB, the women of the Jie pastoralists have demonstrated that they can manage their retail shops with dramatic impact on their lives. They are now able to meet their basic needs, feel empowered by earning an income, being able to take their children to school and most importantly they have developed some basic literacy and numeric skills to help them to run their businesses. The Ik have also benefited greatly- hunger that used to be chronic among the IK tribe in Karamoja is now becoming history.

CSO networking with local government:

Getting District officials, planners and decision makers to be conscious of pastoral related programmes has given pastoralists a new ray of hope to know that they are appreciated.

Provision of water:

Oxfam has supported the Jie mobile Herders' Association who has been able to desilt 2 water dams with little support and develop cash-for work schemes.

For this study, discussions were particularly held with pastoralists and officials in Kotido District. Currently, Kotido district has only one county (Jie), and 6 sub-counties i.e. Kacheri, Nakapelimoru, Panyangari, Rengeri, Kotido and Kotido town. The indigenous people are the Jie ethnic group which constitutes of several other small ethnicities of the Karimojong. The population of Kotido according to the 2002 census is 220,000 people. The major economic activities include; Livestock rearing; (cattle, goats, sheep and donkeys) much of the income accrues from livestock sales and from market dues. According to the District Veterinary Officer, Kotido district has 640,000 cattle, 1 million goats and sheep and 5000 donkeys. The district has 2 cattle (livestock) markets i.e. Kacheri and Kanawat through which Kotido Local Government supplements its resource basket. On average, 200 cattle are sold weekly in the district. 8,000/= (\$5) is levied on each cow per week, hence a monthly revenue of 6,400,000 (\$3878) per month to the district. However animal husbandry is more subsistence than commercial. The population consumes milk, blood as its regular menu. The people also grow sorghum as their staple food- which is purely for subsistence.

KEY EMERGING FINDINGS

3.0 THE PEAP AND THE RIGHTS OF MINORITIES AND PASTORALIST GROUPS

The PEAP provides an over-arching framework to guide public action to eradicate poverty. It has been prepared through a consultative process involving central and local Government, Parliament, Donors and Civil Society. Emphasis has been put on industrialization in order to achieve middle-income status. The PEAP forecasts that industrialization in Uganda will depend on using the resource base and hence on equipping farmers to understand the technical and quality requirements of commercial production.

In order to reverse the recent marked increase in inequality, the PEAP aims to increase the ability of the poorer households to participate in economic growth through self-employment inside and outside agriculture and wage employment.

Among the core challenges for the PEAP are; the restoration of security, dealing with the consequences of conflict and improving regional equity, restoring sustainable growth in the incomes of the poor, human development and, using public resources transparently and efficiently to eradicate poverty. The PEAP is thus grouped under five pillars; Economic management; production, competitiveness and incomes; Security, conflict-resolution and disaster-management; Good governance and Human development.

The sections below highlight how responsive the PEAP is to the rights of pastoralists. This is further illustrated in Table 3.1 on the page 22.

3.1 Best practices regarding pastoralists in the PEAP

The contribution of livestock to poverty reduction: The PEAP in some ways recognizes the contribution of the livestock sector albeit with minimal budgetary incentives. Recent work has shown the importance of livestock in household incomes, indicating that the poor tend to

issues. Every effort to help them is participatory,

African International Ministries received funding from EU to support the Batwa (Bushmen). Six centers have been setup in Kabaale as meeting halls, through this meeting, they are taught how to live in mainstream communities, how to grow crops, build houses etc. The center has helped them to interact with nearby Bakiga communities. In some centers they have been able to attend school with others and they have learnt how to harvest water etc.

The promotional fund has helped improve the livelihoods through access to means of production e.g. bee hives, cultivation inputs and skills etc, and their capacity has been built. They now have some general knowledge and confidence to speak on their own behalf.

The inaugural pastoral week:

During the Inaugural Uganda pastoralist Week, Nov 2004, members of the Coalition of pastoralist Civil Society Organizations (COPASCO) undertook consultations with pastoralist communities of Uganda. This consultation found out that pastoralists know what ails them, and the real issues that affect them. Their views showed that they know they have been marginalized and they know their rights as espoused in the constitution of Uganda. They articulated their rights collectively as pastoralists and made minimum demands to the government of Uganda and other development actors to respond to their concerns, challenges and claims as summarized in the table 3.1; “*These are not pleas for help; they are legitimate demands made by citizens of Uganda*”

Empowering native staff:

Participation is ensured by involvement i.e. mobilize them to be participatory, educate them to know that they have a right to exist and can take charge of their lives. For example all the Oxfam programme delivery staff in Kotido is entirely made of natives. This gives them the confidence that they can make it.

DANIDA

Danida focus areas include; Health; support to district health services, Agriculture sector programme support supports private sector to make a contribution to the agricultural economy; Road sector programme support; Water and sanitation; support focused on poverty eradication; Good governance. In Kotido, DANIDA funds the grading and maintenance of roads.

Food and Agricultural Organisation (FAO): In Kotido, FAO provides training for the paravets in the management of goat plague through vaccination and other disease control measures.

ADRA: (Adventist Relief Agency): Provides water through rain water harvesting techniques.

UNICEF: Supports the programme of child survival development and protection through the sectors of health, education and community development respectively.

WFP: Provides emergency relief to the most affected communities and supplies food to schools.

Save the children: Funds ABEK and supports education services.

6.2 Best practices by development partners

The Promotion Fund: EU operates a promotion fund which is geared towards enabling the programme give pro-active support to smaller CSOs at the local level. The programme made a decision to target ethnic minorities in Uganda for the promotion fund. This fund is being used mainly for stepping up efforts of marginalized and vulnerable ethnic minority groups to bring their plight to the attention of policy makers and implementers in order to improve their quality of life. A lot of consultative meetings have been held to establish what minority groups need. This has resulted in a lot of issues emerging which have made advocacy interventions very concrete. Each group has unique problems and different approaches are defined. The minority groups are guided to design their own plans on how they want to approach

TENETS OF A RIGHTS BASED APPROACH

Accountability: Raising levels of accountability in the development process by identifying claim-holders (and their entitlements) and corresponding duty-holders (and their obligations). It involves development of adequate laws, policies, institutions and mechanisms of redress and accountability that can deliver on entitlements, respond to denial and violations, and ensure accountability.

Empowerment: Preference to strategies for empowerment over charitable responses. They focus on beneficiaries as the owners of rights and the directors of development, and emphasize the human person as the centre of the development process. The goal is to give people the power, capacities, capabilities and access needed to change their own lives, improve their own communities and influence their own destinies.

Participation: A high degree of participation, including from communities, civil society, minorities, indigenous peoples, women and others. Such participation must be “active, free and meaningful” so that mere formal or “ceremonial” contacts with beneficiaries are not sufficient. Attention to access to development processes, institutions, information and redress or complaints mechanisms.

Non-discrimination and attention to vulnerable groups: Attention is given to discrimination, equality, equity and vulnerable groups. These groups include women, minorities, indigenous peoples and prisoners

lack livestock. Better-off households had four times as much livestock as the poorest households. Livestock ownership is more widespread than commonly believed – involving the majority of farmers in most parts of the country, beyond areas normally associated with livestock (the “Cattle Corridor”). At the same time, the majority of livestock-keepers do not hold animals in order to provide direct income but, rather, for other reasons, including investment of savings, social and cultural reasons. The importance of small stock species – poultry and goats, in particular - to poorer households in rural areas is only now being recognised.

Proposed policy recognizing the contribution of the pastoral farming system:

The PEAP commits that government will develop an over-arching policy and strategy for the livestock sub-sector that explicitly recognises the main national policy objective of poverty reduction. The current focus on maximising livestock production alone needs to be replaced by one that recognises the multiple contributions that livestock make to livelihoods. This will require a greater understanding of who are the clients of livestock development efforts/services and what their priorities are. Lack of such understanding is the reason why there has been only limited uptake of 'improved' livestock technologies, which have been largely inappropriate to meeting the needs of livestock keepers in general and pastoralists, in particular. Hence pastoralists and their farming systems will be a key component in the new policy.

Disease control:

The PEAP prioritized the development of a strategy for the livestock sector, covering disease control, and addressing the needs of pastoralists on the one hand, and the implementation of necessary actions to control the spread of livestock diseases. Fast response to disease outbreaks including the control of animal movement is critical to minimising their costs, particularly for those producers who are aiming at the export market. Likewise, the affordability of veterinary services for the poorest livestock keepers is a concern. If preventive veterinary measures are unaffordable, this causes problems for them and other producers.

Water for production:

In being responsive to the needs of pastoralists, the PEAP also prioritises water for production (water for livestock). It notes that improved water sources for livestock are needed. However, experience with public investment in valley dams shows that both project implementation and use of the dams can be problematic if communities are not actively involved in designing, as well as managing, the projects. Inappropriately sited valley dams can cause social problems and may not meet the needs of pastoralists who need to migrate seasonally to find grazing lands. Hence the approach taken will involve local consultation.

Chope (Nebi), Lendi (Nebi), Babukuswa, Bahehe (Busia), Banyagu(Kayunga), Babukusu (Bugiri), Banyara (Kamuli), Benet (Kapchorwa), Tepeth and IK of Moroto-Karamoja.

European Union through the Northern Uganda Rehabilitation Programme (NURP) is set to carry out a multi sectoral programme to improve on the quality of the lives of the Karimojong people.

Action Aid Uganda

The following are Action Aid's areas of focus; Human security in Conflict and emergency; HIV/AIDS, Human rights, Food security and Education. Action Aid works through partners and also undertakes direct service delivery and is recently moving towards rights-based approach which pushes people to demand for their rights and services from duty bearers.

The minority groups AAU works with include the Benet of Kapchorwa, IDPs of Katakwi who have been affected by cattle rustling. In peace building programme, AAU supports peace groups of women in Kapchorwa, Katakwi and Karamoja. AAU gives them alternative sources of livelihoods, training in IGA skills and capital to start IGA's especially in Kapchorwa.

UNDP in Uganda

UNDP is the United Nations global development network advocating for change and connecting countries to knowledge, expertise and resources to help people build a better life. UNDP's operations in Uganda are currently centered in three core programmes, namely; Democratic governance programme, Poverty reduction Unit; Crisis prevention and recovery; to respond to early recovery challenges of conflict affected communities. The overall objective of this programme is to reduce regional imbalance in progress towards achieving MDGs through the creation of an enabling environment for peace.

Oxfam targets poverty reduction in all its dimensions. Pastoral processes dealing with landlessness of pastoral communities to ensure access to land through peace building is of particular interest. Generally, Oxfam targets minority groups including; pastoralist communities in the north east and mid western regions, and specific ethnic groups especially the IK in Karamoja (they are not pastoralist; they plant crops but are very afraid to cultivate because of raiders). In Kotido, Oxfam has funded desilting of dams and water points, maintenance of boreholes, provision of emergency relief for disaster mitigation (e.g. in the recent incident when the UPDF clashed with warriors in Kotido, houses were burnt and Oxfam provided grass and bamboo stems to the affected families to enable them set up new shelters), training of paravets (community based animal health workers), vaccination campaigns and support of the veterinary sector.

European Union

The EU works in; institutional strengthening to improve governance and accountability; advocacy; service delivery and national regulatory framework (implemented through the office of the prime minister to ensure that CSOs and government work together, and empowering government to monitor CSOs).

The programme is a GoU-EU funded programme through the EDF funds. It is the first large arrangement where funding from the EDF through GoU is availed to a cross-section of CSOs in Uganda. The objective is to make government and donors more responsive to the demands of the country and to strengthen the capacity of CSOs to engage with government. Providing grants is one approach of an overall approach towards building the capacity of civil society organizations.

The basis of the EU programme is implementation of PEAP. Support is given across the board; thematically i.e. agriculture, HIV/AIDS, human rights, education etc and geographically-across the nation. In the advocacy component, EU has given support to address the capacity of CSOs to monitor PEAP.

The EU programme supports the following ethnic minority groups; Batwa (Kabale), Batwa (Bundibugyo), Basongora, Batuku, Banyabindi,

Restocking Programme:

This is a long term measure to enable people in the northern districts and other parts of the country to restore their economic base, reinstate the cattle culture and reduce poverty by owning livestock and related infrastructure. The Restocking Project was launched in April 1999 to cover 35 districts in the North and North East including, Apac, Lira, Kitgum, Gulu, Nebbi, Arua, Yumbe, Moyo, Adjumani, Soroti, Kumi, Katakwi, Pallisa, Moroto, Nakapiripirit, Pader, Kaberamaido and Kotido. Recently, the districts in eastern Uganda have also been included (PEAP 2004). The Restocking Programme aims at contributing to poverty reduction through increased agricultural productivity, incomes and improvement in food security in the project areas. The programme however faces resource constraints and the continued procurement of underage/undersized animals by districts which have resulted in low calving rates. Another constraint has been cattle rustling. Government will attempt to ensure that the implementation of restocking is well coordinated with action against cattle rustling.

Cattle rustling and disarmament:

Cattle-rustling in Uganda is practiced by pastoralist communities in Karamoja. This has contributed to insecurity in the neighbouring regions. Since the 1970s, cattle rustling has become increasingly violent, with the use of firearms much more frequent. There was a particularly serious outbreak in 1999-2000. According to communities in Katakwi, during the dry season, Karimojong cattle keepers migrate to Katakwi in search for mainly water and pastures, but also to access livestock marketing opportunities available in the district, especially at Ochorimongin. The Karimojong cattle keepers graze their livestock in wetlands, but occasionally integrate their herds with those of the local population in the district. During the dry season, the Karimojong are friendly because they are searching for pastures. When the rainy season starts, they turn on their hosts as they return to Karamoja. They raid massively, abuse women and breakdown boreholes and other infrastructure. Cattle raiding is also reported to intensify when rains start, and during school holidays. The PEAP also priorities disarmament programme in Karamoja, while ensuring that it does not lead to abuses of the rights of the Karimojong or expose them to attack from neighbouring tribes.

3.2 Gaps regarding pastoralists in the PEAP

Challenges of service provision to remote and mobile communities:

PEAP interventions provided under the Human Development pillar (education, health, water and sanitation, and social development) are largely designed for settled communities. Therefore, the less mobile a pastoralist population is, the easier the delivery of services. Other challenges in pastoralist areas include insecurity and remoteness, which compound the problem of service delivery. This coupled with poverty and low capital base is a disincentive to the private sector which would have otherwise made supplementary service provision.

Indigenous pastoralists are disadvantaged by their occupation:

The PEAP recognizes that the poorest category by occupational group has consistently been those in agriculture. Participatory evidence in the second UPPAP study shed particular light on pastoralists. In the PEAP, while social protection is recognized for vulnerable groups, emphasis has been put on women, orphans, the disabled and IDPs among others and not pastoral minorities.

“The PEAP is an over arching framework. It does not address the issues of the minorities. For example, the Batwa were facing extinction-they were only 75 people left until EU intervened. Peculiar groups have always been kept as a tourist attraction ...” there are gaps in the PEAP. The minority groups are not given justice e.g. the IK of Karamoja occupy about 3 parishes with about 16,000 people, they do not own guns and are constantly faced with fear of the armed raiders and yet there is no effort to help them. Key Informant; Action Aid Uganda

Lack of incentives for poor pastoralists:

The PEAP stipulates that government’s role is to create an enabling environment and will withdraw from commercial activities that can be carried out by the private sector. However, the enabling environment created is biased towards commercial and semi-commercial cattle keepers. Production for the market by pastoralists is heavily undermined

6.0 DEVELOPMENT PARTNERS’ INTERVENTIONS FOR INDEGENOUS PASTORALISTS

6.1 Key interventions & their funding modalities

Oxfam GB Uganda

Oxfam’s interventions include;

- i) Pastoralist programme (working with nomadic herders, cross-border roads, provision of social services, credit for pastoral women’s groups, food security, water for nomadic herders, promoting peace in neighboring communities, improving life through cash income and improved trade, empowering individuals to influence development planning and budgeting to serve their communities’ needs, interventions for minority groups);
- ii) A just and lasting peace programme;
- iii) Disaster preparedness/management programme in Northern Uganda (emergency and relief for displaced persons (focusing on provision of water and sanitation systems, public health and helping people to make a living).
- iv) The right to be heard programme (work with poor men and women to enable them speak out for their basic rights); and generally, HIV/AIDS mainstreaming, Gender and equity programme (support partners in extending the inclusion of gender issues in their work);
- v) Make trade fair in Uganda programme; (global campaign to make trade fair, a trade policy that works for all, influencing WTO processes by calling institutions and governments and multinational institutions to change unfair rules of international trade and bringing trade to Uganda).

The interventions are funded through a multi faceted approach including; support to district structures to empower them to be able to support communities. Direct Support is also given to grassroots community associations

"We the Jie ethnic group here in Kotido handed over our guns to the government in the disarmament process, but let the government ensure the security of our cattle!" Women in a focus group discussion in Karukadong Village

5.5 Priority action points

- ◆ Need for a bottom-up approach with the full participation of the pastoralists themselves in the design and subsequent implementation of the activities.
- ◆ The planning cycle should be revised to make it possible for mobile pastoralists to participate effectively in the planning process.
- ◆ There is need for intensive mobilization and sensitization of the pastoralists and development actors to network in an attempt to come up with the clear strategies of reducing poverty among the pastoralists.
- ◆ There is need to involve social anthropologists in the entire social transformation process among the Karimojong especially women.
- ◆ To make Karamoja part of the mainstream Uganda, there is need to embark on the education in all the different forms.
- ◆ Support for girl-child education as well as functional adult literacy for women will empower them better to participate in the development process.
- ◆ There should be credit facilities with minimal interest rates, to avoid further impoverishment of women.

by fluctuating prices and distress sales.

"People look at pastoralists as rich and indeed they are because they have animals and milk and yet they are very poor. Government should bring services like education, livelihoods and intensive sensitization because a pastoralist can have 100-1000 cows and says he can't afford school fees... they need to be helped to harness their resources they should not be marginalized" Key Informant- Farm Africa

Pastoral constraints are not adequately addressed by the PMA:

The expansion of production and incomes in rural areas is addressed by a large number of interventions, which are grouped under the Plan for the Modernisation of Agriculture. This Plan focuses on agricultural modernisation and commercialisation by a multi-sectoral approach to addressing the constraints facing agriculture-based livelihoods. In order to boost production, incomes and competitiveness, supply and demand constraints must be addressed. However, the PMA is heavily lopsided in favor of promotion of crop production than livestock/pastoral production. In addressing livestock production, the PMA emphasizes ranching- a commercial system producing animals for sale. As such, there are limited services addressing the needs of pastoralists.

PMA translates PEAP into institutional interventions and action plans. Its objective to improve quality of life of poor producers, improve household food security, provide gainful employment and promote sustainable use of natural resources relate to, but do not link directly with the different attributes of pastoral production system. As national development and financial planning priorities are guided by PEAP, progress on issues relating to pastoralists are largely governed by their treatment by the PEAP. However, neither PEAP nor PMA link livestock development. There is need for a multi-sectoral approach to address pastoralist concerns holistically. These policy gaps, including the lack of a national policy for livestock development and marketing undermine the translation of commitments by Uganda at international and national level into real tangible rights enjoyable by pastoralists (Minimum Demands-inaugural pastoralist week Nov 2006.

Gazetting of rangelands as game parks:

The PEAP is primarily concerned with judicious management of natural resources to achieve sustainable gains in poverty eradication through crop production. Calls for sustainable management of rangelands and other natural resources necessarily target pastoral production, assumed as inherently destructive to natural resources. 60% of the land in Karamoja has thus been gazetted as game parks and protected with controlled grazing (MGLSD, 2007). Pastoralists in Kotido have a problem of accessing pasture in the recently created game reserves i.e. Logoro game reserve and Mokora Matheniko corridor.

It is a shame that even top officials call pastoralists like "Balaalo" and Karimojong backward. Their rights as pastoralists are not respected, they are not recognized. Programmes aim at changing the way of life of pastoralists instead of improving their livelihood source to make it relevant to the modern world.... Much of the pastoralist land in Karamoja has been gazetted for the game park. Government has provided valley dams, but that's not effective... they can't just move around valley dams because the land is dry... pastoralists can actively engage in development processes if well adapted to their lifestyle and aimed at diversifying their sources of income rather than replacing them... Pastoral coordinator

Due to their critical dependence on the natural resource base, access to range resources represents by far the most important key to secure pastoral livelihoods and reverse current trends of vulnerability and insecurity. While land is central to pastoral livelihoods, areas inhabited by pastoralists are traditionally considered "frontier" land in the eyes of non pastoralists, as they represent agro-ecological environments that do not support continuous crop cultivation, unoccupied territories with –over or under utilized resources and thus open to outsider appropriation and geo-political borders between different societies.

Absence of specific objectives on pastoralism:

The PEAP does not provide specific analysis and objectives related to pastoralism. It does not cover issues of drought management and drought early warning systems. PEAP interventions are more focused on cultivated land than rangeland.

Gender disparities are evident in pastoralist communities. Women are responsible for small stock, young animals, sick animals, milk production and processing, although they do not necessarily sell the products nor control the income. These activities may appear to involve low skills but are often most critical to the survival, health and production of livestock, and are often time consuming. But in spite of this, most responses or skills transfer through training are often geared to men's needs, interest and activities-mainly because women are often too busy to attend meetings.

Pastoralist women and children are heavily involved in migrations depending on the magnitude. Women may carry household items and set up household. Women who are left tend core herds and they travel back and forth from dry season kraals bringing home exchange for grain. In situations of insecurity and conflict, women often take over work traditionally carried out by men whereas the opposite rarely occurs (ibid. 2004)

Gender imbalanced macro policies such as liberalization and privatization have widened the gender disparities. With privatization, women often lose traditional rights to access, control and ownership of household animals and land. Ownership and decision making have become concentrated in male individuals.

The Karimojong social set up is still a much closed society and ascribed gender roles or the division of labor does not appear to be changing in contrast to other societies.

"There is no effective participation of women in the generic planning process as women in Karamoja are relegated almost to the third class of citizens; their position is very minimal. Even in the councils, women's views cannot override those of men" KII Kotido district population officer

Key among the concerns raised by the women during the focus group discussions were; food insecurity, scarcity of water and insecurity for their cattle...

through their political leaders. For all practical purposes, they do not participate in monitoring!

5.4 Participation and impact of PEAP on women in pastoralist communities

Gender inequality remains pervasive worldwide. It is exacerbated by poverty and is a key factor in the persistence of poverty. Gender inequalities manifest themselves in access to services and control of resources, in economic opportunities and in legal and political rights. Women bear the direct costs associated with these inequalities; they bear the heavy burden of reproductive labour and other unpaid work, making their participation in social, political and economic activities difficult. As a result, women's experience of poverty is different to that of men; it is more severe and more prevalent. The quality of life for society as a whole is adversely affected by gender inequality, which hinders development and impedes poverty reduction (Irish Aid Gender Equality Policy). Women generally in Uganda do not always share in the benefits of production, even though they may have done most of the work.

According to the PEAP 2004, among the actions that will contribute to reducing gender inequality are: community actions to organise women's groups and empower women: support to ensuring female participation in all public service, especially extension services (most of NAADS group members are women) and education: and improving women's land rights. If women had full ownership of the land they farmed, they would be in a better position to retain control of the incomes. An amendment to the Land Act introducing the requirement that spouses consent to disposal of land on which they subsist has recently been passed.

The marginalization of pastoralists has overshadowed the degraded position of pastoralist women, which translates to deepening of the poverty of women and children. Like in other communities, cultural beliefs have created gender disparities among men and women in pastoralist communities. Policies and interventions have served to deepen these disparities (NGO Forum, 2004)

The PEAP in the words of Kotido District Planning Unit...

Pillar I (economic management): Pastoralists have excluded themselves from the mainstream PEAP given their uniqueness. "When we talk of liberalization, we are talking of a stable macroeconomic environment. This is irrelevant to the pastoralists as of now since livestock keeping is purely subsistence in nature"

Pillar II (enhancing production and incomes): Production is basically subsistence in nature and not for commercialization. There is no income enhancement in form of adding value to the livestock and its products.

Pillar III (security): The government disarmament programme is ongoing throughout Karamoja and it is hoped that peace shall soon prevail, making it a fair land for socio-economic investments.

Pillar IV (good governance): Democratic rights are observed. There is popular participation of grassroots stakeholders although pastoralists may not be taking part. "Whereas democratic rights are supposed to be observed, at local levels votes can be exchanged for beads, sheets and beer; this affects participation... pastoralists should be seen demanding for accountability and transparency. However, they are not interested in decentralization. Meaningful participation is not in existence "

Pillar V (Human development): The pastoral communities are virtually excluded!

3.3 Priority action points

Government is called upon to adopt a rights-based approach to pastoral-related interventions, linking rights to development. Key elements of the rights based approach include the centrality of rights and recognition that development objectives are rights, universal, inalienable, interdependent and equal; the emphasis on accountability in the development process and the importance of empowerment of people as an objective, achieved by strengthening ability of local communities to access resources and services, to participate as beneficiaries in planning, implementation and monitoring policies, programs and other interventions that affect their lives. These principles resonate with respect to pastoralists as a vulnerable group (Minimum Demands-inaugural pastoralist week Nov 2006).

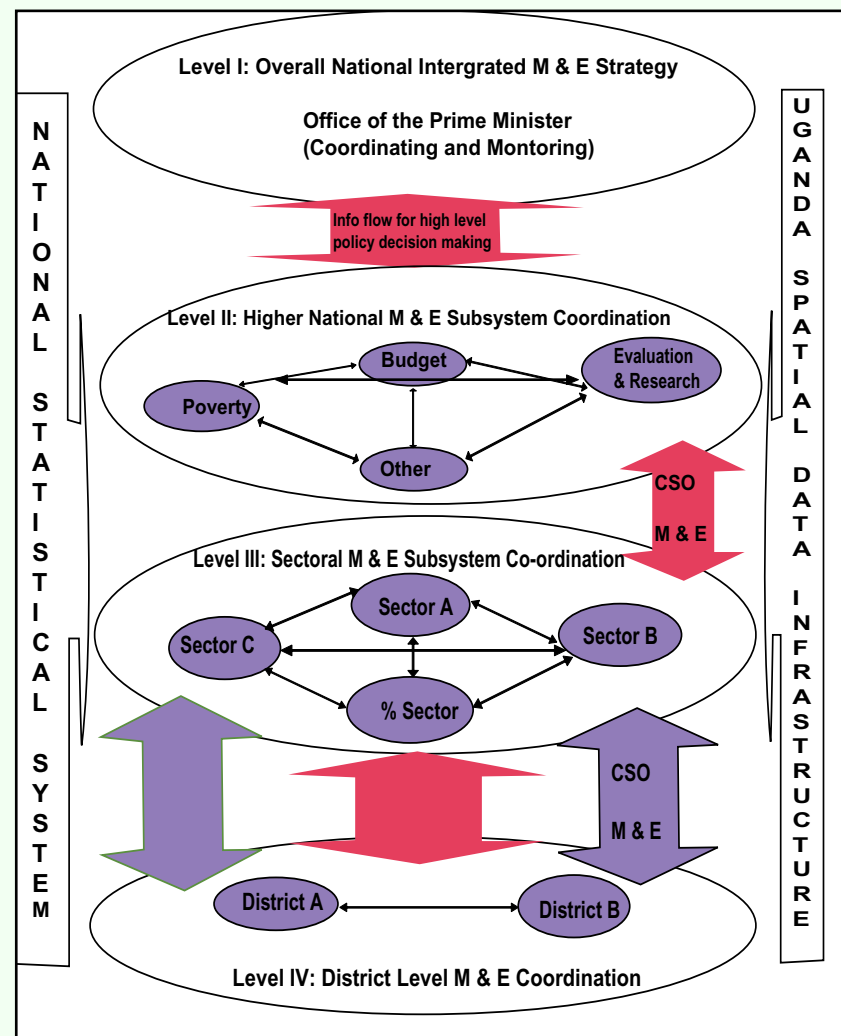
More specifically, the following actions in table 3.1 below need to be adequately planned, implemented and monitored. Some of them, especially those with policy implications will need extensive advocacy by CSOs, including the Uganda Land Alliance.

Table 3.1 Rights and Minimum demands of pastoralist communities¹

Selected Rights of pastoralists	Extent to which PEAP meets them	Minimum demands of pastoralists
Right to livelihood (the constitution of Uganda guarantees the right to life and to work and the economic life related to livelihood)	<ul style="list-style-type: none"> • Little improvement to their livelihoods from national policies like PEAP, PMA & NAADS 	<ul style="list-style-type: none"> • Higher investment in livestock sector by the national and pastoralist district local government. • Government to introduce laws, programs and services on how to control disease to improve productivity and quality; add value to livestock and dairy products and marketing infrastructure so as to increase incomes. • Need for a national livestock strategy and national policies on land, pastoralism and rangelands. • Need for government planning and service provision under PMA & NAADS to change from privatized demand-driven strategy to facilitating access to services. • Provide subsidies on animal drugs and veterinary services and promote more rural based veterinarians • Carry out spraying of thick bushes and forests for tsetse flies.
Right to water and pasture	<ul style="list-style-type: none"> • No deliberate water storage policy during wet seasons. • Pastoralist input in development of water sources is often ignored by policy makers. 	<ul style="list-style-type: none"> • Clean drinking water should be made accessible to all pastoralist communities • The process of water provision and management should be participatory with pastoralists involved • Introduce irrigation and

¹Adapted from the inaugural pastoralists week 20th-24th November 2006, and other consultations held by the study team for this exercise.

Figure 5.1 Stages and actors in the PEAP monitoring²



Consultations with pastoralists and the district officials in Kotido District however revealed the following stakeholders that take on the PEAP monitoring role; political leaders (LCs and RDC), Inspectors from the central government/line ministries, and technical officers at the district. Pastoralists participate in PEAP monitoring by proxy;

²Source: PEAP 2004

irrelevant- Kotido district population officer

Nevertheless, challenges still exist in the participation of pastoralists in the planning process;

- ◆ Lack of interest in the planning process.
- ◆ Often, the pastoralists are away from the villages and it is difficult to follow them to the kraals.
- ◆ Due to cattle rustling or insecurity, the pastoralists are often stressed, some of them traumatized having lost livestock and their dear ones, and this evidently poses a threat to their attitudes towards participation.

5.3 Participation in PEAP monitoring

According to the PEAP (2004), the objective of Monitoring and Evaluation (M&E) is to enable Government to make decisions that will keep the implementation of the PEAP on track. M&E derives its value from the flow of relevant information to decision makers, who can then make informed decisions on whether modifications to policies and spending programmes are necessary.

A Poverty Monitoring and Evaluation Strategy (PMES) was developed in 2001, which represents an overarching plan for M&E within the context of the PEAP. The PMES identified a set of 33 priority indicators for implementation of the PEAP, for which a systematic effort was made to establish a baseline and target. The PMES uses three main types and sources of data: those collected by Uganda Bureau of Statistics (UBOS) on the basis of surveys; those collected by sector ministries through their management information systems; and those collected by Uganda Participatory Poverty Assessment Process. There are at least two entry points for indigenous pastoral communities to participate in the PEAP monitoring process as indicated in Fig. 5.1. The lowest level is the District level monitoring, and this in several ways is contributed to annually through the consultation that goes into rolling/updating the district and sub county development plans. The second entry point for indigenous pastoralists into the M&E process is through civil society organizations. This is further elaborated in section 6.0.

Selected Rights of pastoralists	Extent to which PEAP meets them	Minimum demands of pastoralists
	<ul style="list-style-type: none"> • Water sources are few and in 5-7 km distance 	<ul style="list-style-type: none"> • construct dams and valley tanks to store water for animals. • Need for proper drought management to reduce livestock losses • Need for capacity building on conflict resolution • Need for district bi-laws to prevent harmful farming practices.
Right to land	<ul style="list-style-type: none"> • The tenure system is unfavorable to poor pastoralists who can't lease land • Rangeland is gazetted for game parks 	<ul style="list-style-type: none"> • Government should develop policies on land, pastoralism and rangelands in consultation with pastoralists. • Common property resource tenure needs to be secured. • Pastoralists should be taught how to diversify their livelihoods. • There should be restriction for further gazetted of land in pastoral areas • Land taken for game, forest should be returned by government or compensated.
Enabling environment for livelihood: markets and infrastructure	<ul style="list-style-type: none"> • NAADS doesn't prioritise market information for pastoralists • Poor infrastructure and service delivery in pastoralist districts 	<ul style="list-style-type: none"> • District leaders should take measures to develop the local export market for livestock • Poor pastoralists should be assisted to form cooperatives to market their products directly to buyers • Government should develop and implement a national policy on livestock development and marketing and incorporate strategies relevant to pastoralism in PMA. • Government should maintain a good road network and other infrastructure

Selected Rights of pastoralists	Extent to which PEAP meets them	Minimum demands of pastoralists
Good governance: (Participation, Representation & Accountability)	<ul style="list-style-type: none"> Elaborated through decentralization policy under which district and sub-counties have power over resources and implementation of services Decentralization is undermined by low quality of human resource, especially high illiteracy levels 	<ul style="list-style-type: none"> Government should ensure participation of pastoralists in policy making on issues affecting them Need for accountable leaders to ensure that pastoralists benefit from services in the community Pastoralists need effective representation in central and local governments-NGOs should build the capacity of pastoralist communities to effectively monitor leaders and hold them accountable.
Access to social services;(Right to health and Education)	<ul style="list-style-type: none"> Pillar 5 of PEAP recognizes that health and education are relevant to achieving poverty reduction Very few health centers exist and are distant 15-20 km with few health workers thus dependence on traditional healthcare system. Few schools- mobility of pastoralists limits access to education and there is lack of qualified teachers 	<ul style="list-style-type: none"> Government should prioritize access to healthcare as a means of achieving human and economic development as poor health increases poverty and reduces productivity CSOs involved in health care provision should target pastoralist communities and particularly those affected by conflict and lacking service providers. Positive cultural practices of communities like those discouraging pre-marital sex and adultery among the Karimojong that promote HIV/AIDS prevention should be studied and shared with other pastoralist communities that face similar challenges to health. Under right to education, there should be more affirmative action programs like ABEK tailored to pastoral lifestyle so as to increase access to education. The education system and curriculum should incorporate pastoralist-related issues of practical relevance and

Sub County and lower level planning

The planning process starts right from the parish level through the parish development committees. After community action planning, the work plans are sent to the sub-county. In this regard, some of the activities which can be implemented in the parish if deemed possible become the mandate of the parish. The rest are forwarded to the sub-county. The sub county technical team and political wing upon receipt of parish development plans commence a budget conference where priorities are set. At this juncture, the sub-county identifies some of the activities that can be funded and or implemented at its level. The rest are forwarded to the district

District level planning;

The technical planning committee reviews the programmes of the previous year. The activities that were implemented are dropped while those that haven't been implemented are rolled to the following financial year. The heads of departments and the directors prepare work plans that are integrated into the district work plan in form of a strategic plan usually ranging up to 3 years.

The budget conference is then convened and the following stakeholders attend; civil society organisations, political leaders from LCIII level to the district, technical heads and the private sector.

After the discussions and setting priority areas, the budget desk (sub-set of technical planning committee) prepares a final work plan to be forwarded to the council for approval.

Participation of pastoralists in the planning process

Members of Lokiderder CBO in Narikapet Village reported that they participate in the entire planning process. They are always invited to attend the Parish Development Committee meetings, which are the initial stage of generation of plans. They attributed their participation to their proximity to the town and the parish.

The real traditional pastoralists are not interested in anything which does not directly affect their cattle. So long as the planning agenda is not centered on animal issues, the pastoralists deem such as

have power over resources and delivery of services. Local leaders are supposed to plan and agree with communities on priorities which then guide district development plans and policies and ensure that relevant programs and services are delivered by government.

However, consultations with officials in Kotido revealed that neither the CAO nor the planning unit had an idea on what transpired in the PEAP design process. As a result, some of the salient issues raised by the PEAP centered on health care and education services which are conditioned by the central government. This did not give any room for the local leadership to set its own priorities. As such, issues peculiar to pastoral communities were not given adequate discussion and representation in the PEAP.

“Kanairi primary school in Nakapelimoru sub-county is without pupils... even roofing is incomplete! Kotido technical school was planned and established without the participation of the pastoralists, and it is now without learners...there is need to build the capacity of the pastoralists to handle issues of development themselves”-KII with District Agricultural Officer Kotido district

Furthermore, pastoralist communities complained that national and district representatives neglect them until election time and do not involve communities in planning, yet they are eager to participate. There is corruption, top-down decision making and unresponsive leadership and many of their needs are not given attention. However, their own access to leadership is made difficult by their low education, urban migration of the few-semi educated among them, and prejudice especially against migrant pastoralist communities (Inaugural Uganda Pastoralist Week 20th-24th November 20-06).

5.2 Participation in PEAP Implementation

The implementation of the PEAP at a decentralized level is contained in Annual District Development Plans and Sub County Development plans. Guidelines have been made and disseminated to local governments by the Ministry of Local Government to ensure the participation of communities in the planning process. When plans are agreed upon, service delivery is done either directly by the local government or the private sector through the tendering process. In Kotido, the planning process follows the following procedure;

Selected Rights of pastoralists	Extent to which PEAP meets them	Minimum demands of pastoralists
Right to life and peace	<ul style="list-style-type: none"> ● Insecurity and conflict affect pastoralist communities leading to loss of livestock and human life ● There are intra and inter tribal conflicts over grazing land and water resources ● Disarmament and conflict management in the Karamoja region 	<p>application to their livelihood and culture e.g. early marriage.</p> <ul style="list-style-type: none"> ● Underlying natural resource factors causing conflict should be addressed ● Conflict resolution requires participatory methods and consolidation of existing efforts by groups that have a history of engagement with pastoralist communities affected by conflict. ● District leadership should play a role in human rights, supporting disarmament and ensuring security through relevant government institutions. ● Need for dialogue and reconciliation between pastoral communities and neighboring communities which have experienced conflict with each other. ● Regional-cross-border conflict should be addressed through regional bodies like IGAD and EAC
Right to equality & non discrimination	<ul style="list-style-type: none"> ● Pastoralists are treated as backward ● Regional inequality-with poor services and infrastructure 	<ul style="list-style-type: none"> ● Programs for empowerment, capacity building in advocacy and education to fight marginalization ● Affirmative action for pastoralists and minority groups ● Need for continuous sensitization of pastoralists and neighboring communities to build mutual co-existence

4.0 EXTENT TO WHICH THE PEAP IS BEING IMPLEMENTED IN PASTORALIST AREAS

Generally, the responsibility of implementing the PEAP has been shared between the public sector and the private sector. The role of the public sector is primarily to provide the public goods and services which complement private investment, and which can promote a more equitable pattern of development. These include the essential public services which cannot be supplied in an optimal manner through the market mechanism alone.

Public sector implementation is being done through respective line ministries and through District and Sub County Local Governments at the decentralized level. Local authorities have the responsibility to deliver most of the basic services that Government provides. For this purpose, they are allocated conditional grants by central Government in addition to the unconditional and equalisation transfers that are made.

4.1 Government programmes being implemented in Karamoja

Basic social services such as education, health and water although being provided by government are still deficient. Infrastructure and staff are few and yet distances are long. Therefore, access is still constrained by these and other factors including poor roads, insecurity and long distances coupled with the fact that most pastoral communities and households cannot afford the costs involved in accessing some of these social services.

However, there are also specific programmes designed to directly benefit the pastoralists and their live stock. In Karamoja, these government programmes include;

Northern Uganda Social Action Fund (NUSAF) which under the auspices of World Bank and government of Uganda funds the 3 components; i) vulnerable groups, ii) youths opportunities projects iii) and community development initiatives.

5.0 PARTICIPATION OF INDIGENOUS PASTORAL COMMUNITIES IN THE PEAP

5.1 Participation in PEAP Design

The current PEAP 2004/05-2007/08 was developed through a revision of the previous one, which process began in November 2002 with the development of the 2003 Poverty Status Report (PSR 2003). The PSR 2003 brought together all available evidence on the progress made in the implementation of the PEAP and the outstanding key challenges. A series of consultative stakeholder workshops were held, bringing together stakeholders from central government, local government, the civil society and private sector.

Government Sector Working Groups developed sector PEAP revision papers, which have been synthesized in the draft PEAP itself. Civil society and the private sector also ran consultative processes led by the Uganda NGO forum and the Private Sector Foundation respectively. A working group on cross cutting issues integrated issues of gender, HIV/AIDS and environment into the whole PEAP revision process.

Several research initiatives and studies also fed into the PEAP; including the National Census data (2002) and the Uganda National Household Survey (2002/03) which provided the quantitative research evidence. Qualitative data on poverty was provided by the findings of the 2nd participatory poverty assessment process, conducted in 12 districts in 60 sites in all regions of Uganda. The pastoral districts selected for the UPPAP study were; Moroto, Mubende, Masindi and Rakai. Karamoja region was therefore represented by Moroto District.

Participation was also done through district local governments. The constitution of Uganda recognizes the right of participation and representation of every citizen in the affairs of government; it also establishes the principle of devolution of powers and responsibilities from central to local government. This is elaborated further through the decentralization policy under which districts and sub-counties

- ◆ Provision of solar cold chain fridges and solar panels for storage of vaccines
- ◆ Establish a milk cooling plant with the capacity of 2000 liters for a start and later on to cover all the districts of Karamoja cattle corridor/rangeland. In an attempt to kick start a dairy industry in Karamoja, there is need to have; milk testing kits/equipment, milk cans to prevent the contamination of milk unlike the usage of plastic Jeri cans and milk churning machines to produce butter.
- ◆ The elders recommended that all programmes for Karamoja Development should involve the elders in their design.

Plan for the modernization of Agriculture (PMA): Under this there is supply of drugs, branding of cattle for easier identification and supply of CBPP vaccines albeit on small scale.

National Livestock Productivity Improvement Project (NALPIP): This is a project designed for the cattle corridor/rangeland by the Ministry of Agriculture, Animal industry and Fisheries. In Kotido District, the project has supported the following activities; construction of slaughter slabs, supply of 3 motor bikes to the veterinary department, and supply of 1 cold chain (refrigerator).

NAADS: There has been introduction of cross-breed of goats such as the Anglo-Nubian and the boar goats.

4.2 Challenges that continue to exasperate the pastoralists

Despite the above and other government programmes in Karamoja, pastoralists continue to face a number of operational challenges. Interactions with pastoralists in Kotido revealed the following challenges which when compared against literature on the rest of the Karamoja region indeed apply to all pastoralists in region;

- ◆ Prolonged dry spells/droughts affect the movement pattern of the pastoralists. This leads to the lower milk output, emaciated animals (cows, goats and sheep) leading to poor quality and poor sales.
- ◆ Insecurity which the pastoralists created themselves by acquiring guns ostensibly for protecting their cows. Instead they destabilize neighbors and raid cattle; leading to catastrophies.
- ◆ Inadequate water sources and pastures during dry seasons. There are few perennial water sources.
- ◆ Livestock diseases e.g. 'Lopid' - gall disease, borne diseases, east cast fever, Contagious Bovine Pleuropneumonia (CBPP), foot and mouth disease, Anaplasmosis, Tripanosomiasis, rabies brought a brought by wild beasts such as hyenas, foxes and wolves. As the pastoralists

wander in the wilderness, they are vulnerable to rabid beasts. Recently, goat plague killed 130,000 in the Karamoja region. All these require vaccines and treatment however there is little funding for this programme.

- ◆ In most cases, pastoralists are worm infested especially by the tape worms since they take unboiled fresh milk. Other human diseases reported by a group of elders include cholera, cough, TB and meningitis. As pastoralists wander, alcohol which is sold to them especially outside Karamoja makes them vulnerable to HIV/AIDS as some of them engage in risky behaviors when drunk.

- ◆ According to the District Vet Officer Kotido, under the decentralisation programme, the resource allocation to veterinary sector is poor

“Instead the district is milking the pastoralists in form of market dues (8,000/= levied per cow and 1,000/= per goat or sheep. The pastoralists hardly see nor appreciate the benefit of market dues in form of local government service provision for them. There is no balanced reciprocity by the district/government” DVO Kotido

Decentralization was tailored by the central government and the district merely conforms to the national policy. It will take time for Karamoja to comprehensively embrace PEAP and translate it into a practical strategy. District Planner Kotido

- ◆ Further more, the pastoralists reported that project grants by donors or government e.g. NUSAF often bypass the poor and benefit the rich. They affirm that it is the children, women and the elderly who are mostly affected by poverty, and yet they hardly benefit from government programmes.

“A man can get food outside his home leaving children and women suffering without any help... Even when an elderly person sits under a tree for several hours, there is no food handout to him” Members of Lokiderder CBO in Narikapet Village Kotido

- ◆ Poor road network- due to lack of access roads, when it rains, floods cause loss of human life. A group of elders reported that four

people had drowned in Napumpum River, (three of them women and one boy) since the beginning of this year (2007). The youth further stressed this when they explained that poor roads limit their access to town, health and school facilities

“When you attempt to travel to Kotido town to look for a vehicle to transport a patient to a health unit, by the time you find one, the patient has already died!” Youth in a FGD in Napumpum Village

- ◆ The youth also mentioned lack of information and education. They reported that ABEK is only limited to a few sub counties and not the entire Karamoja region.

Failure to address the concerns of pastoralists has resulted in failure of development interventions and efforts. The conflict that has arisen from fights over resources and frustration has further exacerbated the situation, forcing many development organizations to shift their resources from development interventions to addressing conflict and peace building (NGO Forum, 2004)

4.3 Priority action points

The following action points are derived from recommendations given by district officials, pastoralists and CSOs in the region;

- ◆ The government should provide adequate security for pastoralists and their cattle.
- ◆ There should be conditional grants for live stock improvement for pastoral districts just like there are for the education and health sectors. This specific funding will help in the procurement of vaccines to contain some animal diseases, and construction of cattle dips.
- ◆ Procurement of camping equipment for veterinary staff and paravets for vaccination campaigns. The equipment among others should comprise tents, sleeping beds, bicycles, ambulances, mobile fridges, chairs and tables to suit the mobile nature of the pastoralists