



## Strengthening pastoralist organisations for climate-resilient development

This Learning Brief highlights the central role that civil society organisations (CSOs) play in championing the interests of pastoralists in climate policy development and implementation, as well as associated governance processes in Burkina Faso and Kenya. The Brief outlines how the Voice for Change Partnership (V4CP) strengthened the capacities of pastoralist CSO networks in the four areas of: thematic knowledge on climate and resilience; evidence-based advocacy; leadership; and organisational sustainability. It shares some policy successes, and lessons learnt, with a focus on how we strengthened CSO skills to track budget allocation processes, and other key policies.

### Advancing the climate-resilience agenda in pastoralist settings

Agro-pastoralism (the combination of different forms of pastoral production, and agriculture) is the primary source of livelihood for more than 268 million people across the dryland regions of Africa<sup>1</sup>.

Representing the Sahelian and greater Horn regions, respectively, Burkina Faso and Kenya

offer good case studies of some of the similarities, but also the complexity and diversity of pastoralist contexts.

In both countries, pastoralism is a major contributor to the national and local economies. It accounts for around 20% of the Gross domestic product (GDP) in Burkina Faso, and an estimated 14.5% of Kenya's agriculture-sector GDP. Despite their economic importance, however, pastoralist regions are disproportionately affected by recurrent climate shocks, food insecurity, and natural resource-based conflicts. One of the

<sup>1</sup> FAO (2018). Pastoralism in Africa's drylands



Cattle at a livestock sale yard in Manga (Burkina Faso) awaiting transportation to Ghana. Pastoralist communities are a major contributor to the livestock sector in Burkina Faso and Kenya.

reasons for this is their location in dryland and marginal areas that are already vulnerable to drought and land degradation.

While pastoralist communities have developed a variety of coping mechanisms to survive in such harsh environments, these are increasingly undermined by policy choices that “lock out” pastoralists from development priorities at both national, and sub-national levels. With their holistic understanding of the multidimensional underlying drivers of these challenges, pastoralist CSOs are a critical actor in finding lasting

solutions.

Between 2016 and 2020, the Voice for Change Partnership collaborated with five CSO partners in the two countries, who in turn facilitated linkages with their extensive civil society networks.

The focus of CSO advocacy in [Burkina Faso](#) was on spearheading collective action amongst pastoralist CSOs, in order to raise awareness of existing laws governing pastoralism development, and to advocate for their full, and inclusive implementation, especially at the local level. In addition to spearheading a process to harmonise relevant legislation, CSO partners also lobbied national and regional stakeholders to safeguard pastoralists’ access to pasture, and water resources across national borders.

While Kenya has robust climate policies, to date, these have not paid sufficient attention to the needs and concerns of pastoralists. [Kenyan CSOs](#) therefore focused on articulating pastoralist voices in the [official process to develop the National Climate Change Action Plan](#), as well as related regulations at the national, and sub-national (county) levels. Another focal area was advocating for increased budget allocations to the livestock sub-sector, and supporting the capacity development of community-managed market associations to ensure the optimal use of these resources.



CSO partners in Burkina Faso attending a capacity development workshop facilitated by SNV and IFPRI in April 2019

## V4CP achievements

### Strengthening pastoralist CSO coalitions

In order to ensure a locally-owned advocacy agenda, the V4CP programme initially focused on bringing together diverse CSO networks to jointly identify policy priorities, and develop a common advocacy agenda.

One of the notable achievements of the Partnership's capacity-strengthening activities in Burkina Faso was the [creation of a unified advocacy platform of 16 CSOs](#) working on sustainable pastoralist development, and climate resilience. The alliance emerged from V4CP's initial collaboration with two CSO networks: the Association for the Promotion of Animal Husbandry in the Sahelian and Savannah Regions (APESS); and the Platform for Actions to Secure Pastoral Households (PASMEP). The CSO platform also played a key role in initiating broader multi-stakeholder collaboration to address some of the challenges facing pastoralist communities.

In Kenya, V4CP helped bring together three CSOs: the Pan African Climate Justice Alliance (PACJA), the Kenya Livestock Marketing Council (KLMC), and the Centre for Minority Rights Development (CEMIRIDE) – jointly with their affiliates – to align

### Amplifying the voice of pastoralists

Against a backdrop of worsening insurgency, Burkina Faso CSOs needed a strong united front to convince decision makers of the urgency of issues affecting agro-pastoralist communities.

From the outset, the two V4CP partners, PASMEP and APESS, reached out to sister CSOs involved in advocating for pastoralist interests, and invited them to participate in joint capacity strengthening activities. Soon, the alliance grew into a well-recognised platform, with increased legitimacy to speak on behalf of their constituent communities. This, in turn, helped build trust among government institutions, who invited the pastoralist CSO alliance to contribute to development, implementation, and monitoring of livestock policies, and other processes with a direct impact on pastoralist communities.

their interests and build a stronger voice. The resulting collaboration has been instrumental in driving more pastoralist-friendly policies at the sub-national, and national levels. The three CSOs



Representatives of a civil society alliance in Burkina Faso, advocating for pastoral resilience.



Women selling milk on the livestock market in Kenya.

have further enhanced synergies through the Kenya Platform on Climate Governance, which is emerging as an important stakeholder in the development and implementation of Kenya's national action plan on climate change.

### Strengthening the evidence base to influence policy making, and hold decision makers accountable

A central thrust of the V4CP strategy is to strengthen CSOs' thematic expertise in sustainable pastoralist development, climate resilience, and related fields. Strong research and analytical skills are also critical for the effective monitoring of policy implementation, and holding decision makers accountable.

In 2019, KLMC carried out a study to assess resource allocation patterns in Kenya's Isiolo and Marsabit counties over a five-year period. The study resulted in two budget-tracking policy briefs that made a strong case for allocating more resources to the climate-sensitive agriculture sector, including the livestock sub-sector. The results helped convince decision-makers that a more equitable revenue-sharing model would lead to fewer cases of county tax evasion, and generate surplus resources that could be re-

### The power of evidence

The county budget reviews for Isiolo and Marsabit revealed that climate-sensitive, and livelihood-supporting sectors, such as agriculture livestock, water, environment and natural resources, are consistently under-funded in annual budgets. Prior to the 2019/20 financial year, Isiolo and Marsabit allocated 6% and 5% of their budget, respectively to agriculture. By contrast, Isiolo allocated 19% of its budget for health, and 9% for water.

Following the dissemination of the study findings, both counties increased their agriculture allocations by 9.9% and 8.7% respectively. This was thanks to the convincing case made by the budget audit that increased allocations, coupled with effective use of public finance, will have positive impacts on economic empowerment, food security, poverty alleviation, and inequality reduction.

Marsabit and Isiolo County legislators have also passed resolutions committing to further raise these allocations to meet the African Union target of 10% spending on agriculture.

invested in community infrastructure, thus helping to create more sustainable pastoralist business models in the long term.

Following the outbreak of the COVID-19 crisis, Burkina Faso partner, APESS, initiated a rapid assessment of the first impacts of the crisis on the agro-pastoral sector in 12 Sahelian countries. The study found that the crisis is heightening the risk of widespread food insecurity, mass displacement, and the rise of inter-communal conflict. Warning that the potential impacts could be as severe as the Sahelian food crisis in the 1970s, the study called for a number of urgent measures to address the immediate effects of the pandemic, and restore the resilience of agro-silvo-pastoralist production systems in the region.

## Seizing policy opportunities to advance the pastoralist agenda through multi-stakeholder platforms

The review of the Orientation Law on Pastoralism (LORP) in Burkina Faso is a good example of how V4CP supported CSO alliances to facilitate multi-stakeholder processes that helped to drive policy change at different levels. Taking advantage of an important livestock fair, the CSO platform engaged with the Ministry of Animal and Fisheries Resources, pointing to the neglect of critical issues such as climate change, gender and decentralisation in the existing legal framework. The Ministry subsequently appointed a review committee to initiate a formal review of the legal framework.

In Kenya, the V4CP-supported CSO partners, CEMIRIDE and PACJA, worked closely with the Ministry of Environment and Forestry to ensure that the perspectives of pastoralists, and other marginalised groups, were included during national planning processes to address climate change. The CSOs also mobilised local interest groups to engage with county governments in the development of sub-national climate change adaptation policies, such as that adopted by Marsabit county in 2019.

## Addressing the long-term economic viability of pastoralism

Despite their adaptability to dryland conditions, pastoralist production systems are under-represented in mainstream development planning, and budget allocation. In order to create an enabling environment for more resilient food systems, and livelihoods, Kenyan CSO partner KLMC supported the review of existing regulations on livestock marketing in three predominantly pastoralist counties: Isiolo, Marsabit and Samburu. Two pertinent examples in this regard were reforms to the County Sale Yard Acts and Regulations, and the Marsabit Livestock Market and Trade Bill, 2019.

The aim of advocacy to amend existing regulations was to give local communities greater rights over livestock markets, and hence increasing their income by reducing their dependence on brokers, and other exploitative practices. Crucially, CSOs also sought to ensure that part of the revenue generated would be invested in communal infrastructure, such as community water pans and boreholes, and basic services such as schools and health centres. As a result of the successful lobby, Isiolo county agreed to amend its revenue-sharing ratio with livestock marketing associations from 70:30 to 60:40.



Pastoralist women are increasingly involved in traditionally male-dominated livestock marketing activities in both countries, especially in small ruminants markets.



A livestock sale yard in Kenya. Pastoralist women are increasingly involved in traditionally male-dominated livestock marketing activities in both countries.

The CSO platform subsequently embarked on a similar initiative for Marsabit county.

In Burkina Faso, CSO partners, PASMEP and UMPL/B, increased the understanding of the role of women in the dairy value chain through a national advocacy campaign. The campaign highlighted the role of women-managed milk processing units, to boost the income, as well as food security needs, of pastoralist households. The campaign promoted a local Fairtrade brand (Fair Faso) to build consumer awareness and provide market outlets for these women-managed mini dairies.

## What have we learnt about effective advocacy in the pastoralism sector?

**Leave no one behind:** In providing capacity-strengthening support for CSO alliances, V4CP has yielded concrete examples of more inclusive policies and governance structures, at national and sub-national levels. However, as highlighted in exchange visits between the Burkina Faso and Kenyan CSOs, there is a danger that focusing on established community institutions can contribute to further marginalisation of weaker voices in the community. This underscores the need for stronger gender, and social inclusion lenses, to tackle power asymmetries, especially at the local level. An example of this the deliberate effort made to encourage women's membership of male-dominated livestock marketing associations in Kenya. CSOs also explored strategies to expand the focus of livestock associations to cater for women-managed livestock, such as small ruminants.



A livestock sale yard in Bissil, Kenya.

**Nurture policy achievements:** The Voice for Change Partnership has been instrumental in mobilising key actors to advocate for a more enabling environment for climate-resilience in pastoralist settings. However, once adopted, such policies need to be monitored, and decision-makers held accountable. In the case of the livestock co-management model in Kenya, for example, there is need to maintain dialogue with county authorities to ensure transparency in resource allocation and a focus on community development. Stakeholders have also pointed to the need for strengthening the overall legal framework, not just local livestock marketing arrangements, to prevent “hijacking” by political agendas, or personal interests.

**Broaden the skills mix when providing capacity-strengthening support:** One of the insights gained from evaluating the V4CP’s evidence-based advocacy approach was that while it generated robust data for engaging with key policy and decision makers, it did not build sufficient capacity amongst local CSOs to analyse available data, and generate context-specific evidence. One emerging insight is that it is also important to strengthen the capacities of CSOs

to analyse existing data. The project adapted its approach and IFPRI, the research partner of the V4CP, worked with local research partners and CSOs to jointly generate contextualised data.

It is therefore important to ensure that future advocacy programmes go beyond higher-level research collaboration to strengthen the capacity of community-embedded CSOs to generate, and disseminate evidence.

Another important skill set in evidence-based advocacy is anticipating future trends, and assessing which policy responses are needed to drive longer-term transformation. With the accelerated pace, and scope, of climate change impacts, there is a growing need for CSOs to understand simplified approaches for facilitating community-led change processes. These include, amongst others, community-level trends analyses, visioning exercises, and resources mapping.

## Strategic partnership at a glance

**Title:** Voice for Change Partnership (V4CP)

**Partners:** Dutch Ministry of Foreign Affairs (DGIS), Embassies of the Kingdom of the Netherlands, International Food Policy Research Institute (IFPRI), and 50 civil society organisations (CSOs) in the six project countries.

**Duration:** January 2016 - December 2020

### The V4CP Resilience Advocacy Agenda

The Voice for Change Partnership's Resilience Advocacy Agenda focuses on safeguarding interests of pastoralist communities in Burkina Faso and Kenya, through inclusive climate change policies and strategies.

The Agenda addresses four priority areas:

- Increasing the voice of pastoralists in climate change policy dialogue, strategies, and resource allocation at national and sub-national levels;
- Inclusion of pastoralists agenda in national and sub-national development plans;
- Improvement of pastoralist livestock market systems for pastoralist economic sustainability;
- Increased budget allocation to livestock, in line with Africa Union target of 10% national budget allocation to agriculture sector for food security.

## CSO partners in focus area

### Kenya



### Burkina Faso



## SNV

SNV is a not-for-profit international development organisation that makes a lasting difference in the lives of people living in poverty by helping them raise incomes and access basic services. We focus on three sectors and have a long-term, local presence in over 25 countries in Asia, Africa and Latin America. Our team of more than 1,300 staff is the backbone of SNV.

## IFPRI

The International Food Policy Research Institute (IFPRI) provides research-based policy solutions to sustainably reduce poverty and end hunger and malnutrition in developing countries. Established in 1975, IFPRI currently has more than 600 employees working in over 50 countries. It is a research center of CGIAR, a worldwide partnership engaged in agricultural research for development.

## Cover photo

A livestock sale yard in Kenya

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