

SUMMARY OF PROCEEDINGS

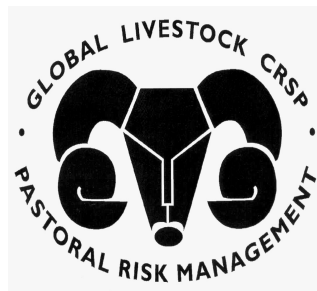
“PASTORALISM IN KENYA AND THE POLICY ENVIRONMENT: LINKING RESEARCH, DEVELOPMENT ACTORS, AND DECISION-MAKERS”

Meeting Held 8 August, 2003, at the Headquarters of
Kenya Agricultural Research Institute (KARI), Nairobi

Edited by

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GLOBAL LIVESTOCK COLLABORATIVE RESEARCH SUPPORT PROGRAM (GL-CRSP)



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Disclaimer:

This written summary attempts, in a concise format, to capture the essence of oral presentations and extensive discussions undertaken at this meeting. In some cases paper presenters provided written text of their material, while in others talks were transcribed in an abbreviated fashion by a secretariat. The co-editors take full responsibility for the content of this report. We apologize in advance for any perceived misrepresentations, omissions, or errors that may have occurred in the transcription or condensation of presentations or plenary discussions.

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BACKGROUND

The plight of pastoral and agropastoral people in Kenya has received increasing attention from development, research, and policy perspectives in recent years. This meeting was one response to the current situation.

This meeting was organized to initiate stronger linkages and enhance communication among policy makers, researchers, development agents, and other interested parties concerned with pastoralists, agropastoralists, and the rangelands of Kenya. In attendance were national and local-level policy makers, administrators, researchers from regional, national, and international institutions, and representatives from bilateral missions, international donor organizations, and NGOs.

The meeting was organized around a series of oral presentations, followed by a plenary discussion. The keynote address was given by the Hon. Mr. Joseph Munyao, Kenya's Minister for Livestock and Fisheries Development. This was followed by Dr. Layne Coppock, the Lead Principal Investigator for the Pastoral Risk Management (PARIMA) project, who gave an overview of research and outreach experiences in north-central Kenya. The meeting then focused on a series of four invited presentations given by local experts representing governmental and non-governmental organizations.

The meeting was attended by thirty two (32) people. The agenda and list of participants can be found in the Annexes of this report.

ACKNOWLEDGEMENTS

This meeting was sponsored by the PARIMA project, one of several activities undertaken worldwide by the Global Livestock Collaborative Research Support Program (GL-CRSP). The GL-CRSP operates under the auspices of the Office of Agriculture and Food Security, Global Bureau, of the United States Agency for International Development (USAID) under the terms of Grant No. PCE-G-98-00036-00. We are thankful for this support.

We express our gratitude to the meeting participants, and especially those who made the effort to prepare invited papers. We also thank the Kenya Agricultural Research Institute (KARI) for making their conference facilities available to us.

The PARIMA project has operated in northern Kenya and southern Ethiopia since 1997. The lead institution for PARIMA is Utah State University, Logan, Utah, USA. More information concerning PARIMA is on the internet <http://www.cnr.usu.edu/research/crsp>. More information on the GL-CRSP can be found at (<http://glcrsp.ucdavis.edu>).

OPENING ADDRESS

Hon. Joseph Munyao
Minister, Livestock and Fisheries Development

Mr. Chairman,
Members of the Kenya Pastoralist Parliamentary Group,
District Commissioners,
County Council Officials,
Research Scientists,
Distinguished Guests,
Ladies and Gentlemen.

It gives me great pleasure to be with you today to officially open this important workshop of *Kenya Pastoralists and the Policy Environment: Linking Research with Decision Making*, organized by the Pastoral Risk Management (PARIMA) project. Let me begin my remarks by appreciating your invitation to me to officiate at this workshop.

Looking at the day's agenda I note it is relevant and timely because it addresses the needs of the people in pastoral lands and the importance of research in addressing these needs. I want to thank the PARIMA project for coming up with the idea of the meeting and organizing it.

I also want to acknowledge the fact that the participants are drawn from a well balanced combination of stakeholders, including NGOs, District Administration, officials from County Councils, Researchers and others, who will be able to deliberate on issues of concern to pastoralists. I want to emphasize the need for stakeholders to work together to foster development in the pastoral and arid lands of Kenya through collaborative research and other development efforts. You are aware that our arid and semi-arid lands (ASALS) are the most prone to climatic changes and are often hit by droughts and hunger. Poverty is also a common phenomenon in the arid areas although this is not confined there. Hunger-related human mortality is most likely to be found in the pastoral areas. Most people have associated pastoralism with famine, diseases, poverty and relief programs. Even the development interventions planned and implemented in these areas appear biased towards food-aid-work. It is therefore important that we understand the ASALS, the dynamics of life in these areas, and the factors that contribute to their livelihoods. Research can help us to understand and resolve the issues of concern in those areas.

Many of the past interventions in the ASALS have displayed a patronizing attitude towards the intended beneficiaries. Many of these have not been as successful as expected because at the end communities do not identify with or own such projects. This typical top-down planning approach, which assumes the target group has no contribution to make in the planning and implementation of projects, has to be stopped. It is only through proper research and interaction with the targeted beneficiaries that we can avoid past mistakes and come up with programs that are sustainable and viable. My challenges

to researchers and all the ASALs development partners is to come up with sustainable programs that will make a lasting positive change to the lives of the communities in the pastoral areas.

Allow me, Ladies and Gentlemen, to present some facts that support the need for a research-policy link, implied in today's meeting theme. Pastoralism is a system based primarily on livestock rearing in arid and semi-arid areas. The system helps to convert otherwise unusable resource into food and products in support of pastoral people, which also contribute to the national economy. This contribution to the people and the nation is significant. In Kenya, some 80% of total land area is arid and semi-arid, which is also pastoral. Very significant proportions of the total cattle and sheep and goats are hosted in these areas, while almost 100% of camels are raised here. Some 25% of Kenya's human population lives and derives livelihoods in these areas. Besides, immature stocks for fattening in high potential areas of the country are trekked from these areas, while significant numbers of slaughter stock also originate from the areas.

Due to increase of human population in the country, there has been great pressure on the arid lands for the traditional farming systems from the high potential areas with negative results. Consequently, this leads to land degradation, minimized production, and a vicious cycle is created that leads to poverty and vulnerability to environmental and socio-cultural risks, including drought, diseases, physical confrontations, food insecurity, etc.

Interventions to remedy these problems have been piece meal and very ineffective, and have not been based on scientific or research evidence. Research is an important tool in development and plays an important role in identifying effective interventions. Research does not only generate information and data that serves as building blocks for development, but it also clears doubts, mitigates contentions, and rids of retrogressive myths that sometimes hinder development. These include myths relating to the belief that pastoral lands are economically unfeasible and do not deserve external interventions.

Pastoral research in Kenya has been inadequate. The quality of research in pastoral areas has not been of a high standard. This should, and must be, rectified.

There is also the question of policy vis-à-vis pastoral development in Kenya. Most of the policies that address the pastoral areas are a generalization of the national policies and do not therefore adequately address the issues of concern. We know that pastoral issues present unique problems in difficult and unpredictable environment, and therefore deserve special attention. My Ministry recognizes this and we have stated effort to target our policies to these and other areas of the country. We are moving away from generalized policies. Policies will be developed in partnership with stakeholders through consultative process.

Ladies and Gentlemen

You are aware that with the new political dispensation, a number of positive intentions have been proposed and the future of pastoral development and the well being of the pastoral people suddenly is at the forefront of agenda. Some ministries have declared and pledged significant allocation of their resources to the development of the pastoral areas. We in the Ministry of Livestock Development and Fisheries have similar ambitions.

To conclude, I urge the research institutions to plan research that include practical field activities such as outreach programs. I am familiar with KARI's "Agricultural Technology and Information Response Initiatives," commonly abbreviated as ATIRI, which I am told address the farmers problem from their point of view. I hope it extends to the ASALs. This should be the way forward.

Ladies and Gentlemen,

With those remarks, I now declare this meeting officially open and wish you a useful deliberation. I look forward to receiving the proceedings of your meeting.

Thank you.

OVERVIEW OF THE PARIMA PROJECT AND RELEVANT ISSUES

**D. Layne Coppock, Lead Principal Investigator,
Pastoral Risk Management (PARIMA) Project**

Introduction

The PARIMA project is part of the East African portfolio for the Global Livestock Collaborative Research Support Program (GL-CRSP). The GL-CRSP is one of many CRSP programs administered by the Global Bureau of the United States Agency for International Development (USAID). The PARIMA project is devoted to research, training, and outreach associated with improving pastoral risk management in north-central Kenya and southern Ethiopia.

The study area for the PARIMA project is about 700 km long (North to South) and about 250 wide (East to West). In Kenya this area is roughly demarcated by Marigat, Maralal, Isiolo, Marsabit, North Horr, and Moyale. The Ethio-Kenya border splits the area. There are 10 major ethnic groups occupying arid, semi-arid, and sub-humid ecosystems. Nairobi is often the terminal market for livestock (and especially cattle), and this includes those originating from southern Ethiopia.

The PARIMA project follows a long legacy of pastoral research and development efforts. Unfortunately, most previous efforts have not yielded many positive results. Decades of development failures include many unsustainable schemes, often designed based on

Western commercial models of production that were not relevant to East African subsistence pastoralism. These include: (1) imposed grazing systems; (2) forced settlement and irrigation projects; (3) land tenure interventions; (4) inappropriate water development; (5) poor market development; and (6) failure to develop or implement technology involving improved forages or enhancements to livestock productivity.

The PARIMA project embraces pastoral risk management as a possible intervention pathway. Why is this approach used? For one reason, rangelands are especially risky environments. Second, pastoralists have been traditionally well-adapted to manage risk, but some conditions have changed in recent times that limit effective responses—this prominently includes population growth and associated resource-use constraints. Improving pastoral risk management therefore involves things like: (1) How to empower the rural poor to better protect themselves from drought or economic shocks; and (2) interventions that include education, marketing, aspects of livelihood diversification, and improved use of information and other resources.

The PARIMA project has several visions that illustrate project philosophy. For example, research often reveals that existing situations in pastoral areas are often “vicious cycles” of herd growth followed by drought-induced livestock losses. Steady human population growth then leads to further marginalization of livelihoods and recurrent risk of famine. The main intervention in such circumstances is relief and rehabilitation. Could this situation be shifted, however, to more of a “virtuous cycle,” whereby pastoralists are better able to sell some livestock in a timely manner before crises occur, and invest some of the proceeds in ways that help diversify or otherwise strengthen community development processes? The main intervention in this instance is development.

Project Structure and Activities

From 1997-2006 key partners in Kenya include Utah State University (USU), Egerton University, Cornell University, the bilateral Arid Lands Resource Management Project (ALRMP), the University of Kentucky, the NGO Community Initiatives Facilitation and Assistance (CIFA), The GO Department of Agriculture and Livestock Extension Office (DALEO)—Moyale, and the International Livestock Research Institute (ILRI). For 2003-06, a prominent new partner will include the Marsabit research station of the Kenya Agricultural Research Institute (KARI).

In recent years, research for the PARIMA project has focused on survey-based research for 180 households at six locations throughout Baringo, Samburu, and Marsabit Districts. Surveys have been repeated quarterly for two years and supplemented with case studies. Another major emphasis has included livestock marketing research, including sources of inefficiency, social and economic dimensions of marketing chains, etc.

To date, degree training has resulted in the awarding of one PhD and three MSc degrees to Kenyans on the project. Non-degree training includes short-courses, field tours, and workshops, and over 120 Kenyans have been enrolled in such efforts during the past three years. Prominent in this work are efforts to bridge gaps that occur cross-border

between Ethiopia and Kenya. This primarily involves PARIMA, with CIFA, ALRMP, and DALEO-Moyale as the main Kenyan counterparts. These efforts link pastoralists, development agents, and decision makers from Kenya and Ethiopia.

The PARIMA project has also made a strong effort to disseminate project information. Research results are distributed via GL-CRSP Research briefs (13 for 2001 to 2003) as well as the PARIMA UPDATE Newsletter in English, Kiswahili, and Oromifa. About 1,500 copies of PARIMA UPDATE were distributed in 2002.

Future Plans 2003-06

Future research will involve continued survey of the 180 households on an annual basis to depict recovery of livestock and households following the drought of two years ago. More effort will be devoted to identifying constraints for livestock marketing and public service delivery, and identification of key ecological resources at risk.

Training and outreach will include another 4-6 Kenyans enrolled in post-graduate programs at Egerton University, with two master's students currently enrolled. Capacity building within the context of a new joint activity between KARI and the Oromia Agricultural Research Institute (OARI in Ethiopia) will also receive a high priority. Cross-border activities will continue, as will dissemination of research results. A major new initiative will also include efforts to better link with policy and decision makers—hence, a major reason for today's meeting.

Some Relevant Issues and Questions

There are many important issues that emerge when we consider the policy and decision-making environment for pastoralists in north-central Kenya. These include: (1) Improvement of infrastructure (such as the Moyale to Isiolo road); (2) reduction of trade barriers between Kenya and Ethiopia; (3) improved livestock marketing; (4) eliminate further losses of pastoral lands to outside interests; (5) enhance empowerment of local people; (6) improve security; and (7) enhance the local networking among Kenyan researchers and policy makers.

In the afternoon we will have a plenary session. In that session we will try to come up with some ideas as to how PARIMA and its collaborators could proceed in the realm of pastoral advocacy and provision of research information to decision makers. Some possible questions to address include: (1) Can the (Kenyan) participants collectively embrace a vision for positive change in north-central Kenya? (2) If such a vision is embraced, where does it begin?; and (3) what role—if any—can PARIMA play in facilitating implementation of such a vision?

SUMMARIES OF INVITED PRESENTATIONS

REFOCUSING POLICY INITIATIVES TO IMPROVE ECONOMIC AND FOOD SECURITY OF PASTORAL LIVESTOCK PRODUCERS AND TRADERS IN KENYA

S.M. Munyua and P. Rwambo
**Pastoral Livelihoods Program, African Union's Inter-African Bureau
for Animal Resources (PLP-AU/IBAR)**

Introduction: Livestock Production Situation in Kenya

Seventy percent of livestock in Kenya are in pastoral areas, and this is potential wealth that needs to be monetized and made more responsive to markets. If there are markets and profitable prices, pastoralists will sell their animals and improve their livelihoods.

Pastoral areas in Kenya are characterized by fragility and being prone to conflict, recurrent food insecurity, having few alternatives to livestock production, inadequate credit systems, exposure to water-related disasters, poor infrastructure, and inadequate access to major livestock markets.

The challenges to economic development and food security of livestock producers and traders in pastoral areas are diverse and numerous, and the interventions required are also equally diverse. Some of the measures that need to be taken include:

- Improve the quality and sustainability of animal health delivery and productivity per animal unit;
- Produce livestock for target markets while conserving the indigenous genetic pool;
- Enhance sustainable marketing and trade in livestock and livestock products in the local, regional and international markets;
- Increase the current level of public sector investment, and encourage private sector investment. Despite the huge potential, livestock in Tanzania and Sudan contributes currently less than 1% of GDP;
- Improve access to affordable credit;
- Improve water-related disaster management (droughts or floods); and
- Promote disease-free livestock and hygienic production at all levels.

The current policy in Kenya, however, does not effectively address the above challenges. For this reason a lot needs to be done to make the existing policies to be supportive of market-oriented livestock production and enhance our preparedness for water-related disasters. There is also an urgent need to involve the biggest “consumers” of these policies (livestock producers, traders, and their representative organizations). It is through such an approach that responsive policies can be developed.

A livestock-sector policy review was carried out in Kenya and the process involved: (1) a review of past and present written and “unwritten” policies; (2) achieving a better understanding of the core functions of the Ministry of Agriculture and Ministry of Livestock and Fisheries Development [as detailed in *Session Paper No. 1 of 1986 on Economic Management for Renewed Growth and Agricultural Support Management Project II (ASMP II) of (1994)*]; (3) determining who the relevant stakeholders are and the most appropriate means of communicating with them; and (4) determining how best to obtain submissions from relevant stakeholders. The methods applied to collect oral and written submissions include:

- Desk study of written and unwritten livestock sub-sector and mega-policies;
- Newspaper announcements – Daily Nation (6.02.2000); Herald (9.01.2000), East African Standard (1.1.2000);
- Professional gatherings and Kenya Government office consultations;
- Government departments – submissions by subject-matter experts (i.e., Directors of Veterinary Services, Livestock Production, Agricultural Cooperatives, Fisheries, Kenya Wildlife Service, etc.);
- Consultations with NGOs, CBOs, Producer and Trader Associations, women’s groups, youth groups, religious groups, etc.; and
- Regional consultative meetings (five) involving relevant stakeholders.

In the review process, delivery of animal health services, livestock production, non-sectoral areas (including infrastructure, water for livestock, security, human health with an emphasis on HIV/AIDs, land, quality assurance of inputs, animal products, etc.) were themes captured by the proposed policies.

Topics for Immediate Action

Below we summarize topics by major category that should receive priority attention.

For **livestock health** the following appear most important: (1) Recruitment of veterinarians and animal health technicians specifically for the ASALs who will also train and supervise community animal health workers (CAHWs) in their respective areas; (2) institute rigorous disease surveillance and control measures with a focus on Contagious Bovine Pleuropneumonia (CBPP); Contagious Caprine Pleuropneumonia (CCPP), and Foot and Mouth Disease (FMD); (3) renovate stock routes and associated infrastructure with ownership passed to user/trader associations; (4) revitalize vaccine distribution channels, including those of the Kenya Veterinary Vaccine Production Institute (KEVEVAPI), and turn these channels over to appropriate stakeholders.

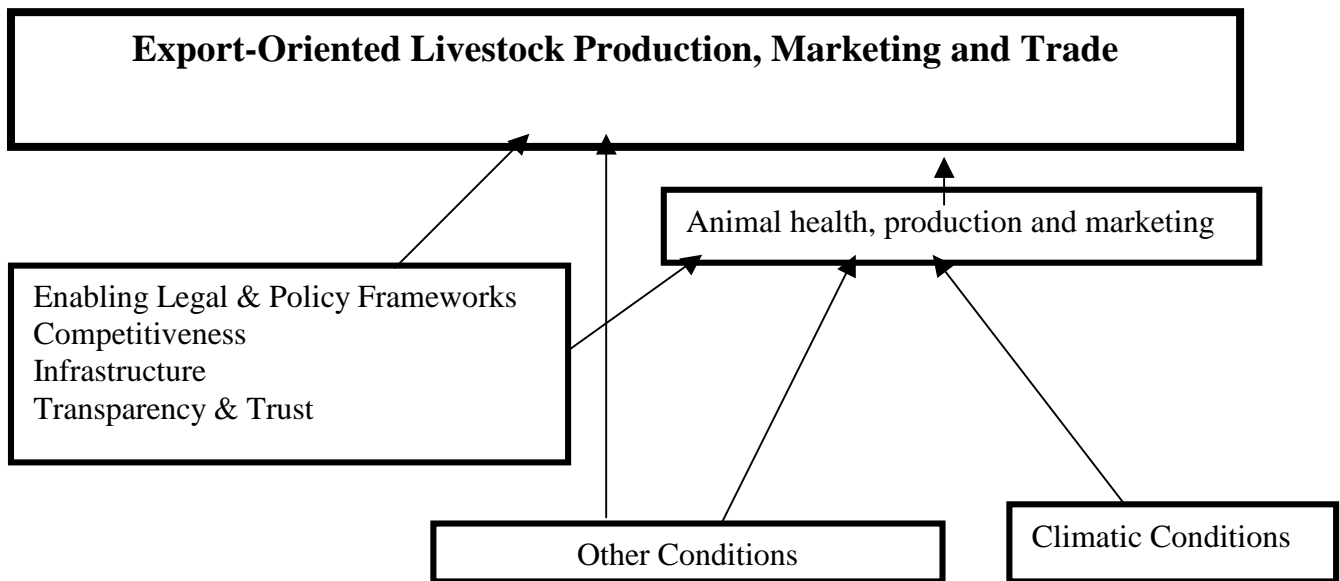
For **other aspects of livestock production** the following appear most important: (1) A livestock census needs to be undertaken and then periodically repeated; (2) the indigenous genetic resources should be conserved while at the same time making improvements in some breeds as appropriate; (3) livestock improvement and multiplication centers need to be revamped; (4) research centers specifically aimed for

the ASALs, along with veterinary diagnostic laboratories, need to be revived; and (5) strengthen and facilitate community-based strategies for water and grazing.

For **policy** there needs to be a review of the Veterinary Surgeons Act, the Animal Disease Control Act, the Pharmacy and Poisons Act, the Meat Control Act, and the Prevention of Cruelty to Animals (Animal Welfare) Act. Tax policy needs to be reviewed, as formal and informal taxation needs to be minimized and rationalized. The Tanzania Model provides a formula for the re-investment of livestock-derived income into the livestock sub-sector. The possible applicability of such models to Kenya should be reviewed.

For **food security**, local and regional solutions must be sought. This can be achieved, in part, through the purchase and slaughter of pastoral animals to provide high-quality protein in fresh and dried meat. Private sector involvement in food processing and distribution should be promoted. This can include butchers, traders, veterinarians, etc. Strong and responsible governance is needed with a focus on humanitarian assistance

The chart below is a summary of important aspects of food and economic security for pastoral areas in Kenya:



The Way Forward

We believe that we must present proposed policies to relevant stakeholders and adjust the policies accordingly. Then we need to pass revised policies to the Ministry for Livestock and Fisheries Development for transmission to legislative branch of government. More funding and political good will is required to accomplish the task at hand

Acknowledgements

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POLICY ISSUES THAT IMPACT PASTORAL PRODUCERS IN NORTHEASTERN KENYA

Professor Arthur Eshiwani
University of Nairobi

Introduction

This is a follow-up to the previous presentation. Here we examine policy issues that have had an impact on pastoral producers in northeastern Kenya. Thirty-five pieces of legislation were examined, and based on a review of existing legislation, those that had relevance to pastoralists were identified. The laws were categorized into three:

- Those that have been useful as-is;
- Those that needed consolidation; and
- Those that required strengthening from the perspective of interests specific to pastoral communities.

Some of the laws with a colonial orientation have been re-drafted to better apply to all Kenyans and also to reflect the interests of pastoralists. Given that there is resistance from among government civil servants to be located in the northeastern region of the country, the need arose for provisions in legislation, for example, for the privatization of veterinary health services so that pastoralists can gain access to animal health services and not be reliant on public support. To ensure implementation of poverty alleviation programs in pastoral areas and facilitate marketing of livestock, empowerment of livestock traders has also been noted as an important step, and this has been addressed in the re-draft of laws.

Laws of Particular Interest to Pastoralists

Here we briefly review a selection of seven laws or issues that have required re-examination in light of pastoral interests.

The Veterinary Act. This used to be called the Veterinary Practitioners Act (VPA). The VPA did not recognize the several categories of service providers that are currently

operating and also willing to enter pastoral areas. The Community-Based Animal Health Workers (CBAHW) is a major category of new service providers that has been recommended for inclusion in the new law now referred to as **The Veterinary Act**. In this Act the CBAHW has been recognized by law as important health providers and shall work under the auspices of the Kenyan Veterinary Board (KVB). The KVB, however, will be mandated to ensure that the CBAHW are indeed knowledgeable and have the necessary skills. Also included in the law is that after NGOs have initially trained the CBAHW, continued efforts need to be made to maintain and upgrade skill sets over time. There will also be regular briefings and advisories given to government regarding the performance of the CBAHW by the KVB.

The Animal Health Technicians' Act. Animal health technicians (AHT) have traditionally worked only under the supervision of a qualified veterinary service provider. Now, efforts are being made for the AHT to operate in the field based on regulations set by the KVB.

Reconstitution of the Kenya Veterinary Board. Consideration has been made to now include two members of the public on the Kenya Veterinary Board so that matters of concern to livestock producers and traders are more fully addressed. One of the two public members in the board will come from the Kenya pastoral community.

Animal Disease Act. This Act has been revamped in two ways: (1) It needs to address the movement of livestock (especially cattle); and (2) the issue of branding. Regarding movement of cattle, the big concern has been that there are too many police check-points along livestock trekking routes. Because movements are allowed only during the day, over-night stays are hence required at several locations in transit, and this raises the transaction costs. However, given the fact that movement of animals at night is risky, such movement will be confined to the daytime, and the government will provide facilities for pastoralists and animals to rest at night. Branding is also included in the new law, and the Northeastern Province will be treated like other parts of Kenya with respect to the need for animal identification. Branding, however, must be affordable, safe and recognizable through out the region.

Meat Control Act. The law is related to where slaughterhouses are located. Pastoralists should help decide where slaughterhouses should be located unless they only intend to move animals intended for live export.

Veterinary Vaccine Act. This Act isolates materials that are purely for veterinary purposes and puts them under the regulatory control of the KVB. It also requires that any provider of medicines or vaccines in pastoral areas needs to have a registered license, and must keep account of the distribution and sales of veterinary products.

Animal Welfare Act. This revised law takes care of many residual concerns with respect to the care and processing of animals. Notably, the revised Act addresses species such as camels and swine in addition to the traditional emphasis on cattle, sheep, and goats.

In closing, I am deeply honored to be addressing this gathering of scientists, policy makers, administrators, and development actors. I welcome any comments on the policy deliberations we have made. I note for the distinguished Member of Parliament that are present that these revised laws will be coming to your chambers for deliberation, so please see that these laws will have a positive affect on the pastoralists of Kenya.

MANAGING DEVELOPMENT IN ARID KENYA: CHALLENGES TO POLICY AND LAW

**M.O. Odhiambo
RECONCILE**

Introduction

This short presentation argues that the policy and legal environment in Kenya since Independence has not been conducive to the sustainable development of the arid lands. As a result, successive governments have either totally neglected the arid areas or imposed upon them inappropriate development interventions that have compromised rather than enhanced the livelihood opportunities for the local populations.

The paper identifies two factors that are responsible for the marginalisation of arid lands and their inhabitants by successive governments. These factors also constitute the major challenges to policy with respect to the development of arid lands. In the first place, the paper argues that there exists a knowledge gap among key policy players with respect to the reality of arid lands and the rationale of the livelihood and land use systems of the populations in these lands. Secondly, since independence there has been a power imbalance against the inhabitants of arid lands within the policy-making framework.

The paper recognizes with appreciation that the National Rainbow Coalition (NARC) Government that came to power at the beginning of 2003 has committed and shown a keener interest in the arid lands than any previous government. A number of initiatives by the government pointing to this commitment are identified and analyzed. It is contended that it is too early to assess the overall impact of this new policy orientation.

In conclusion, the paper makes a number of proposals relative to the sustainable development of the arid lands of Kenya. In particular, the paper argues for greater empowerment of local populations to steer their development processes. This shall require the building of capacity among the population and the provision of resources, opportunities, and facilities for effective participation by the population in governance and resource management.

Context of Arid Lands Underdevelopment in Kenya

The arid lands cover about 80% of the Kenyan land mass and carry about 25% of the country's population (Government of Kenya, 2003). The relations between arid lands and the state right from the colonial times to-date have for the most part been defined

by the land question. The dominant paradigm informing policy and legal approaches to land management have been predicated on actual occupation, informed in turn by a cultivation mentality, which sees land as undeveloped and unoccupied unless it has structures or crops. As Kituyi (1998: p. 30) has observed,

“The assumption that land not immediately claimed by an individual is un-owned has been behind land acquisition for game sanctuaries and forests, on both sides of independence. It also supports the state’s claim that better usage justifies acquisition.”

This attitude has translated into government policies aimed at encouraging pastoralist settlement. Settlement of pastoralists has been seen as a necessary condition for accessing modern social amenities like hospitals, schools, and the like. These settlements have, however, been created with little consultation, and thus with little regard, for grazing patterns and other ecological considerations, resulting in substantial disruptions to pastoral mobility and adverse impacts on the environment.

Problems of Sustainable Development in Arid Kenya

The problems facing the development of arid lands in Kenya are the same problems facing pastoralist development all over the dry lands of Africa and beyond. It is ironic that while pastoralists are one of the most researched societies, they remain one of the least understood groups. In addition to this hostile policy environment, pastoralists continue to face endemic violence caused by increasing competition over scarce resources and other external influences. Moreover, pastoralism has always lacked support from the highest levels of government, and has rarely, if ever, benefited from institutional frameworks explicitly designed to promote it as a viable land use and livelihood system. The following two interrelated factors explain this situation:

- a) the poor understanding of pastoral systems by policy makers (**knowledge gap**), and
- b) the fact that pastoral people do not have the political leverage to ensure that policies are designed in their favor (**power imbalance**).

However, information alone will not induce policy makers to change their policies, as policy design is essentially a political, state-driven process aimed at reconciling the divergent needs of multiple stakeholders. Thus, although policies are theoretically supposed to respond to the common needs of the nation as a whole, in practice they tend to favor politically dominant elite whose political leverage is an intrinsic element of the process of policy formulation. Thus their lack of political leverage means that pastoralists are disadvantaged in influencing policy processes in their favor.

The marginalisation of pastoralists from political processes can be explained by two factors. Firstly, governments have little economic or political interest in promoting pastoral interests *per se*, as they tend to see pastoralists as a “minority vote,” given the

fact that there are relatively few of them occupying what is considered to be marginal land with little economic potential. Second, and more importantly, there is no vibrant and effective pastoral civil society movement capable of engaging with the policy apparatus to represent and defend the interests of pastoral people.

Light at the End of the Tunnel: Positive Policy Changes

Even before the NARC government came to power, a number of developments had signaled a new policy orientation with promising prospects for the development of arid lands. In the process leading the drafting of the Poverty Reduction Strategy Paper (PRSP) for Kenya, pastoralism was identified as a separate theme and a Pastoral Thematic Group was established to work on the specificities of pastoralism. The Group produced a Pastoral Poverty Reduction Strategy that was ultimately incorporated into the national PRSP, thereby ensuring that the specific needs of pastoralism were identified and addressed in a manner that would not have otherwise been possible (PTG, 2001, Government of Kenya, 2001). The same approach has been adopted in the constitutional review process, where the pastoral lobby has been one of the most organized, resulting in serious attention being given to the interests of pastoralists.

In its first major development policy statement since taking over, the NARC has already signaled their serious approach to the development of the arid lands. The new *Economic Recovery Strategy for Wealth and Employment Creation 2003-2007* has devoted an entire chapter to the arid and semi-arid lands. This is a departure from the practice of the KANU government, which invariably treated semi-arid lands as a section within the chapter on Agriculture and Rural Development (Government of Kenya, 2002)¹.

Taking Advantage of Opportunities: The Way Forward

Nevertheless, the NARC government has given new hope and impetus to the push for sustainable development of the arid lands. What remains is for the inhabitants of the arid lands to take advantage of this positive turn of events to improve their lot.

For the communities to take advantage of, and benefit from, the new political dispensation, it is imperative that they are sufficiently organized, and have strong, well-informed and representative organizations. Only then can they constitute a "political force" capable of engaging on a permanent basis with the State and other interests groups in advancement of their interests. Otherwise, they will remain vulnerable to other people's interpretation of what is best for them.

In this connection, it is important that pastoral communities should be directly involved in the definition of their development needs, building on what was put together within the framework of the PRSP.

¹ Compare the less than one-page treatment of 'Arid and Semi-Arid Lands' in the *National Development Plan 2002-2008* with the treatment of the same in the *Economic Recovery Strategy 2003-2007*.

Otherwise, among the priority areas for ensuring sustainable development in the arid lands, we propose the following:

- a) Ensure the recognition of pastoralism as a livelihood and land use system within the new constitutional dispensation being negotiated at Bomas of Kenya, and commit the government to protect and promote it;
- b) Ensure the recognition of a land tenure system that permits the holding of lands in common in the manner proposed in the draft constitution; and
- c) Design a pastoral development policy that shall articulate clearly the unique needs of arid lands to ensure that development interventions empower the local populations and their institutions and are founded on their objective reality.

In conclusion, it is important to appreciate that critical as it is, an appropriate national policy alone cannot deliver pastoral development. At the local level, the governance structures must be transformed to give greater voice to pastoralists and pastoral institutions to make decisions over natural resource management.

The Role of the Kenya Pastoral Parliamentary Group (KPPG) in Fostering Pastoral Legislation and Development

**Hon. Ali Wario
Member of Parliament and Chairman,
Kenya Pastoral Parliamentary Group**

Socio-Economic Status of Pastoral Regions in Kenya

The Arid and Semi-Arid Lands (ASALs) of Kenya is pre-dominantly occupied by pastoral and agropastoral groups and covers about 466,000 km² or 88% of the total land area of Kenya. The population is about 5.8 million people. Annual rainfall in this region ranges between 125 to 500 mm in the arid districts, and between 400 to 1250 mm in the semi-arid districts. The economic mainstay of ASAL areas is livestock production. Currently, the ASALs account for 50% of Kenya's livestock, 3% of agricultural output, and 7% of commercial output.

However, an increasing frequency of drought is a major contributing factor to accelerating poverty in the ASAL areas, where an average household is said to lose 40% of its' cattle and 20% of its' sheep and goats with each drought event; this is also associated with negative impacts on the diets and nutrition of pastoral households. In recent times, dependency on food aid and increased insecurity coupled with poor infrastructure have also been major concerns in the ASAL districts; these factors greatly undermine delivery of essential services such as health care, formal education, and impose constraints livestock marketing and other economic activities that support livelihoods in the region.

The pastoral region also supports over 90% of the nation's wildlife populations, with most of the National Reserves and National Parks therefore located in the ASAL districts. Emerging land use systems related to conservation and eco-tourism also occur. The pastoral region is associated with fragile environments that are prone to degradation. Degradation occurs in part due to changing land-use patterns and non-responsive land-use policies.

Poverty levels among the pastoral communities within ASALs are high, with over 70% of the population living below the poverty line. Infant mortality rates are very high with some districts recording more than double the national average of 74 for every 1000 births. The same baseline survey shows that absolute poverty was highest in Marsabit District (88.2%) compared with the national average of (46.8%). Corresponding figures include Samburu District (84.1%), Isiolo District (82.2%), Mandera District (68%), Wajir District (57.6%), Garissa District (48.5%), and Laikipia District (45.6%). All all above the national average given above. The situation in pastoral regions is perpetuated by lack of responsive and appropriate natural resource development policies, which has led to inappropriate exploitation of the vast resource base.

Initiatives towards increased investment in the development of Kenya's ASALs started gaining momentum in the mid-1980s following recognition that there was little arable land that remained available for agricultural expansion; all high-potential land was either taken up by crop or animal production at this time. As a consequence, since 1986 the official policy of the government has been to develop the arid and semi arid land areas. *Session Paper No. 1 (1986) Economic Management for Renewed Growth*, and the *Sixth National Development Plan 1989-93*, both emphasised the need to develop and implement concrete strategies for ASAL land development through development of reliable water sources, development of appropriate mechanisms for livestock improvement and marketing, adoption of appropriate agricultural techniques (i.e., drought-tolerant crop varieties, irrigation and water harvesting) and capacity building for ASAL Communities for technological advancement. The Kenya Pastoral Parliamentary Group (KPPG) will lobby for the legislation required to implement these dormant policies.

Critical Areas of Concern for Policy Reform and Legislation

The KPPG is a national advocacy and lobbying group formed by members of parliament who have a pastoral background along with a view to promote interests of the pastoral community.

The Government of Kenya is presently involved in a constitutional review process that will lead to implementation of a number of reforms. The objective is to review the existing policy, legal, and institutional frameworks to facilitate the alleviation of poverty and ensure sustainable livelihoods for all Kenyans.

The process is expected to result in new policies and laws that will have critical implications for good governance, access and control by communities to land and natural

resources, and improved management of basic services. These on-going processes offer a great opportunity for pastoralists and other marginalised groups to articulate their concerns and have their interests embodied in new legislative frameworks. Some of the critical areas of concern by KPPG members for legislation and entrenchment in the revised constitution as basic rights focus on land, environment, natural resources, food security, education, health services, and poverty alleviation.

The KPPG is advocating for community-based property rights (CBPR) in the pastoral regions. The KPPG believes that in order to give legal recognition to pastoral rights, it will also be necessary to formally recognise pastoral communities. This entails an appreciation that these pastoral communities already have in place mechanisms for managing their access to land and associated resources. These mechanisms have been accepted by pastoral communities as a basis for relations among members, and they should be founded on rules of conduct and interaction that have evolved over time.

The KPPG believes that the real advantage of this approach of crafting property rights for communal properties such as pastures is that communities will therefore be free to define the bundle of rights that exist with respect to specific resources, as well as the content of those rights. Lack of formal rights to control land and associated resources has been a major factor that has marginalized pastoralists in Kenya.

Below I highlight a few more issues that merit detailed attention on behalf of the inhabitants of Kenya's ASALS.

Kenya is a signatory to three covenants that bind her to guarantee **food security** to the citizenry. *Article 25 (1) of the Universal Declaration of Human Rights of 1948* bestows the right to food for everyone. The *Convention on the Rights of the Child* commits the state to provide adequate, nutritious foods and clean drinking water. The *African Charter on Human and Peoples Rights* requires the state to assist the family in its physical and moral health and notes the right of the aged and disabled to special protection in keeping with their physical or moral needs. None of these covenants have been translated to national law in (Kenya) as required. The Constitution of Kenya is silent on the critical issue of food as a basic right. The KPPG will lobby for adoption of these declarations by the government since the pastoral regions are the most food insecure in the country.

Formal education is a basic human right that is recognised by various international conventions of which Kenya is a signatory. According to speech by the Minister of Education at a recent conference, it is indicated that "some 1.5 million Kenyan children are not in school due to poverty, inadequate financial resources, and other socio-economic problems, and this figure is likely to increase to 4.4 million this century as school drop-out rates continue to rise." The pastoral region leads in drop-out rates for girls; recent figures include 21.7% for Samburu District, 15.7% for Mandera District, 14% for Wajir District, and 13.7% for Turkana District. These drop-out rates occur in the primary education levels. The ASAL districts also record the lowest basic enrollment rates in Kenya, further compounding the problem. Gender disparities in primary and secondary school enrollments are also higher in the pastoral regions of Kenya compared

to the national patterns. Cultural and religious differences have greatly influenced school attendance and enrollments, and combinations of drought and flooding during rainy seasons contribute to the deaths of livestock and subsequent destitution leading to an inability for parents to pay school fees. Families in ASALs may also attach a lower value to formal education because the return on investment is not seen to offer much benefit. One consequence is that girls may be given away for marriage when households fall short of funds. One outcome of this is that the education of females is not highly valued. Insecurity also causes low rates of school enrollment. Students from ASALs suffer from comparatively dismal performance on national standardised examinations. As one outcome of these serious issues, the KPPG is advocating for free and compulsory education for nomadic children, provision of school boarding facilities, and delivery of mobile education services to better suit the pastoral lifestyle.

The Kenyan Constitution, which guarantees the protection and preservation of “fundamental rights” and other basic freedoms for the individual, does not mention **Health Care** directly. The provision of health services is recognized not only as a basic human right, but also an essential condition for the overall social and economic development of the nation. Base-line surveys conducted by UNICEF in North Eastern Province revealed that 67% of population has no access to public services and on average, residents must walk hundreds of kilometers one way to reach a health care facility. The KPPG will fight for domestic legislation relating to health provision and strongly proposes the development of mobile clinics for the ASALs to better suit pastoral lifestyles.

The incidence of **poverty** among Kenyans has deepened and an estimated 12.6 million Kenyans are absolutely poor. Recently the Government of Kenya has launched the National Poverty Eradication Program (NPEP) which seeks to provide an enabling national policy framework for addressing poverty. The plan has as its major components a charter for social integration that sets out the rights and responsibilities of citizens and communities and envisages major improvements in the supply and accessibility to basic services. There is a commitment to making improved access to essential services to the poorest households that lack access to services including health care, formal education, and safe drinking water. This is embodied in a national strategy for broad-based economic growth. The KPPG will lobby for State acceptance of the Basic Rights Framework that would pave the way for a greater national consensus on the core basic rights of the citizenry and allow for a leaner and more collaborative targeting of poverty among Kenyans, with a view of giving special consideration for marginalised groups such as pastoralists.

Constraints, Opportunities, and Recommendations

This short presentation has given a grim and gloomy picture of the pastoral regions of Kenya in terms of the policing and development of legislation that can provide guidelines for attaining a proper legal and institutional framework for development. The question I would like to pose here is, however, are there opportunities for development in the

pastoral lands? My answer is “yes,” and I further qualify this as a “big yes.” Some of the options for consideration are:

- (1) **Constitutional guarantees of minority rights.** Under the Bill of Rights, the Constitution of Kenya should expressly provide for the promotion and protection of minority groups such as pastoralists;
- (2) **Compensation and reparations for pastoral people.** Pastoralists have suffered many injustices under successive colonial and post-colonial governments. A Commission should be established to address the losses and damages suffered and seek legal means for community compensation and reparations.
- (3) **Special consideration for pastoralists due to historical injustices.** Because of the perverse degree of poverty and under-development in the Kenyan ASALs, the Kenyan Government should be constitutionally bound to give special consideration for pastoral regions in terms of prioritization of development resources to better bridge the large gaps that exist between pastoralists and other citizens of Kenya.
- (4) **Formal recognition of pastoralism as an important sector of the national economy.** Pastoral livelihoods have been disregarded by the nation in the past as a viable and significant aspect of national life and economy. This needs to be overcome, in part, through formal, political endorsements or proclamations.
- (5) **Recognition of the sovereignty of common property rights.** As noted above, common property rights refer to the rights of rural communities to access, manage, control, and own natural resources that have been part of customary production systems on lands often regarded as in the public domain. Such rights should be entrenched in the Constitution.

THE WAY FORWARD: PLENARY DISCUSSION

**Facilitated by Mr. Michael Odhiambo (RECONCILE)
and Prof. Abdillahi A. Aboud (PARIMA and Egerton University)**

In the afternoon plenary session, the participants continued a discussion on pastoral issues that emanated from the invited paper presentations. Deliberations were also made on other general issues related to pastoral development in Kenya. Some ideas were shared as to how the PARIMA project and its collaborators could proceed in the realm of pastoral advocacy and the provision of research and outreach information to decision makers. To this end the participants endorsed the suggestion from the floor on the establishment of a “provisional working group” that will serve to help identify policy

gaps and play a role in pastoral advocacy. The following is a summary of the major issues raised during the plenary session.

- (1) The participants resolved that **bodies dealing with pastoral policy should combine forces** so that common views, resolutions etc can be reached;
- (2) National patterns of resource allocation and priority setting for development were noted to be unfair, unbalanced, and in favour of high-potential areas. There is a **need for focused and fair allocation of development resources to pastoral regions;**
- (3) The current government headed by the National Rainbow Coalition (NARC) was observed to be inclined towards liberal economic principles as applied in 1970's. The presumed NARC view that "everything was correct" during the 1970s is not endorsed here. It was therefore stressed that allocation of resources and devolution of power are issues of governance and policy, respectively. In the Kenya situation, both of these domains are basically controlled by politics. **Hence, there is a need for political good will and well-informed political players.**
- (4) Insecurity is most severe in the pastoral regions. Citing the case of livestock theft or rustling, it was argued that the Government Anti-Stock Theft Unit only operates in regions having commercial ranching such as Laikipia District. The pastoral regions, which suffer extensively from insecurity, including the prevalence of human deaths, are completely ignored. The Government of Kenya only responds to the pastoral regions by sending in the police after the damage has been done. Thus, it was **strongly recommended that a policy be developed that promotes improved security in the pastoral areas of Kenya;**
- (5) The need for **infrastructure development, particularly dealing with road networks and telecommunication (e.g., telephone) in the pastoral regions was stressed;**
- (6) Drought effects have been noted to have some elements of cyclic predictability, and given this assertion it is notable that **whenever drought occurs the pastoralists, NGOs, and government agencies seem to be unprepared.** There is need for pastoral economic diversification and further development of survival and coping mechanisms in response to calamities. **This calls for improved delivery of early warning systems, enhancement of local coping mechanisms, and promotion of development via public and private sector investment;**
- (7) **Encouragement and empowerment of community-based groups needs to occur, and gender issues require particular consideration given females in pastoral regions are especially marginalised;**
- (8) **Livestock marketing needs to be promoted.** Given that pastoral regions occupy most of the country and livestock is the main product from these areas, it was

stressed that like in the case of crops, strong marketing institutions for livestock and other pastoral products need to be developed and implemented. In this regard, the recent revival of the Livestock Marketing Division (LMD) and the Kenya Meat Commission (KMC) are highly necessary for both local and export-earning potential. This will go a long way to improve pastoral livelihoods and the national economy at-large. There is need to focus on interventions geared towards improving the quality of pastoral products, i.e., finishing some livestock to a higher standard of quality as opposed to the present situation where quality for the marketplace is not a priority. As a result, livestock are often sold at “throw-away prices” because sales occur out of desperation rather than looking for optimal returns. Another concept is to promote local processing of livestock and focus more on the transportation of carcasses as opposed to trekking or transporting live animals that can reduce quality for market. Such an approach could mitigate some aspects of livestock marketing problems;

- (9) There is a need to develop some form of ranching systems in the pastoral areas where it can be sustainable. As a prerequisite to this, **land tenure system in the pastoral regions need to be examined, and protections for pastoral resource use need to be implemented.** The traditional pastoral systems of land use are not articulated in the policy or laws of Kenya. The uncertain access to natural resources is a key contributing factor to many of the pervasive crises that occur in pastoral regions;
- (10) **Development involving schools, health centres, water resources, and trading centres needs to be more carefully planned. A significant degree of environmental damage has occurred around such sites due to increased human settlement; and**
- (11) **There should be a clearer vision for pastoral livelihood development in this changing world.** For instance, livelihoods in Baringo District have changed significantly in the past 50 years. These changes include socio-cultural values, education, eating habits, housing and movements, property ownership and security. These changes affect the utilization and conservation of natural resources, and hence their effects and sustainability need to be understood and planned for. We need not always assume that livestock is the main or only source of livelihood for pastoral communities. There are other sources of livelihoods such as salary wages, craftsmanship, and small business opportunities. **Therefore, efforts to improve pastoral systems need to consider scope for economic diversification.**

Discussion Concerning the “Three Questions”

Question No. 1: Can the participants to this meeting collectively embrace a vision for positive change in north-central Kenya?

Response: The general answer to this question was YES. This was qualified by the discussions, which have been detailed above.

Question No 2: If such a vision is embraced, where does it begin, namely, what are the priority initiatives or interventions that should be pursued?

Response: Priority recommendations from the groups were made as follows (in no apparent order):

- (1) Promotion of pastoral education;
- (2) Improve security in pastoral areas;
- (3) Promote appropriate pastoral livelihood diversification;
- (4) Promote positive changes in the pastoral policy environment;
- (5) Improve pastoral community participation in their development; and
- (6) Enhance market linkages for pastoralists.

Question No. 3: What role, if any, can PARIMA play in facilitating implementation of a vision?

Response: In the short run, it was viewed that PARIMA (or research in general) can contribute to the development process by studying (in no apparent order):

- (1) Early warning systems;
- (2) Credit systems;
- (3) Cross-border issues;
- (4) Pastoral development policies;
- (5) Local and regional pastoral risk management;
- (6) Best-bet technical interventions;

In addition, groups like PARIMA can play other roles besides traditional research by becoming more involved in aspects of capacity building. These aspects may include (in no apparent order):

- (1) Bringing together stakeholders for regional-level conferences;
- (2) Promoting education of policy makers with respect to the uniqueness of pastoral systems and pastoral livelihoods;
- (3) Strengthen linkages among research, outreach, and decision makers; and
- (4) Providing non-degree and degree training opportunities.

Formation of a “Provisional Working Group”

A suggestion was made from the floor that a working group be formed to follow-up on issues raised at this meeting. After further debate and discussions, a consensus was reached and the following people were nominated to serve as a provisional working group:

Name	Institution and Position
Prof. A. A. Aboud	Egerton University, PARIMA Co-Investigator
Mr M. Odhiambo	RECONCILE NGO, Managing Director
Dr G.A. Keya	KARI, Center Director-KARI Marsabit (NALRC)
Mr Chachu Tadecha	CIFA NGO, Chief Executive Officer
Mrs F. Abdikadir	ALRMP, Senior Staff Member
District Commissioner, Moyale	Office of the President, District Commissioner Moyale

The name and terms of reference of the working group was to be worked out by the members of the working group.

ANNEX I

Meeting Agenda

GLOBAL LIVESTOCK COLLABORATIVE RESEARCH SUPPORT PROGRAMME (GL-CRSP)

IMPROVING PASTORAL RISK MANAGEMENT ON EAST AFRICAN RANGELANDS (PARIMA)

*Agenda for a Meeting Held on Friday, August 8, 2003, at
The Headquarters of the Kenya Agricultural Research
Institute (KARI), Nairobi*

“Kenyan Pastoralists and the Policy Environment: Linking Research with Decision Making”

- 8:30-8:45 AM** **Welcome and Introductions** (*Prof. Abdillahi Aboud, PARIMA and Egerton University*)
- 8:45-9:15 AM** **Opening Address** (*Hon. Mr. Joseph Munyao, Minister for Livestock and Fisheries Development*)
- 9:15-9:45 AM** **Overview of the PARIMA Project and Relevant Issues** (*Dr. Layne Coppock, Lead Principal Investigator PARIMA, Utah State University*)
- Invited Presentations:**
- 9:45-10:15 AM** **Refocusing Policy Initiatives to Improve Economic and Food Security of Pastoral Livestock Producers and Traders in Kenya** (*S.M. Munyua and P. Rwambo, Pastoral Livelihoods Program, AU/IBAR*)
- 10:15-10:45 AM** **Policy Issues that Impact Pastoral Producers in Northeastern Kenya** (*Arthur Eshiwani, University of Nairobi*)
- 10:45-11:15 AM** **Tea/coffee break**
- 11:15-11:45 AM** **Managing Development in Arid Kenya: Challenges to Policy and Law** [*M.O. Odhiambo, Resource Conflict Institute (RECONCILE)*]

- 11:45-12:15 PM** **The Role of the Kenya Pastoral Parliamentary Group (KPPG) in Fostering Pastoral Legislation and Development** (*Hon. Ali Wario, Member of Parliament and Chairman, Kenya Pastoral Parliamentary Group*)
- 12:15-2:00 PM** **PARIMA-sponsored lunch at KARI cafeteria**
- 2:00-5:00 PM** **Plenary Discussion** (*facilitated by Mr. M.O. Odhiambo and Prof. A. A. Aboud*)
- 5:00-6:00 PM** **Tea/coffee and departure**

ANNEX II

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