



**PROJECT CONCEPT and/or PROJECT  
DEVELOPMENT PREPARATION (PDF) PROPOSAL  
REQUEST FOR PDF BLOCK B APPROVAL**

**AGENCY'S PROJECT ID:** PIMS 2857  
**GEFSEC PROJECT ID:**  
**COUNTRY:** Global: Argentina, Benin, Burkina Faso, Iran, Kyrgyzstan, Mali, Morocco  
**PROJECT TITLE:** Enabling Sustainable Dryland Management through Mobile Pastoral Custodianship  
**GEF AGENCY:** UNDP  
**OTHER EXECUTING AGENCY(IES):**  
**DURATION:** 4 years (PDF B 16 months)  
**GEF FOCAL AREA:** Land Degradation  
**GEF OPERATIONAL PROGRAM:** OP 15 Sustainable Land Management  
**GEF STRATEGIC PRIORITY:** SP 1 Targeted Capacity Building, with some relevance to SP 2  
**ESTIMATED STARTING DATE:** August 2004  
**ESTIMATED WP ENTRY DATE:** Nov 2005  
**PIPELINE ENTRY DATE:** (if applicable)

<b>FINANCING PLAN (US\$)</b>	
<b>GEF PROJECT/COMPONENT</b>	
Project ( <i>estimated</i> )	3,500,000
PDF A*	50,000
PDF B	700,000
PDF C	
<b><i>Sub-Total GEF</i></b>	<b>4,250,000</b>
<b>PROJECT CO-FINANCING (<i>estimated</i>)</b>	
GEF Agency	100,000
Government	1,000,000
IFAD, FAO, WB	1,500,000
NGOs	1,000,000
Others	1,000,000
<b><i>Sub-Total Co-financing:</i></b>	<b>4,600,000</b>
<b>PDF CO- FINANCING</b>	
<b>PDF B co-financing</b>	<b>615,000</b>
<b>Total Project Financing:</b>	<b>9,465,000</b>

\* Approval date of PDF A July 2003

**RECORD OF ENDORSEMENT ON BEHALF OF THE GOVERNMENT:**

( <i>Enter Name, Position, Ministry</i> )	Date: ( <i>Month, day, year</i> )
Juan Carlos Garaguso, OFP, Argentina	expected
Pascal Zounvèou Yaha, OFP, Benin	15 March 2004
<a href="#">Jean Baptiste Kambou, OFP, Burkina Faso</a>	<a href="#">12 May 2004</a>
Pirooz Hosseini, OFP, Iran	8 December 2003
<a href="#">Kanat Djanuzakov, OFP, Kyrgyzstan</a>	<a href="#">26 May 2004</a>
Yaya Nouhoum Tamboura, OFP, Mali	25 May 2004
Khalid Lalami, OFP, Morocco	3 December 2003

This proposal has been prepared in accordance with GEF policies and procedures and meets the standards of the GEF Project Review Criteria for PDF Block B approval.

IA/ExA Coordinator  
 Frank Pinto  
 Executive Coordinator, UNDP-GEF  
 Date: (*Month, Day, Year*)

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## PART I - PROJECT CONCEPT

### A - Summary

1. Pastoralism is one of the key production systems in the world's drylands. Mobile pastoralists, consisting of nomads and transhumants, are a large and significant minority in many countries around the world. In many cases, they and their land management system are poorly understood and subject to an unusually large number of myths. These unfounded myths have led to inadequate, often hostile, development policies and have formed major barriers to sustainable land management.
2. Mobile pastoralism is an ancient but relatively unknown form of land use, well adapted (both ecologically and socially) to the challenges of maintaining sustainable and productive livelihoods in dryland ecosystems. An elaborate body of research over the past half century has helped to clarify the processes at work. It is now more widely understood that, in the face of spatially variable rainfall, mobility is an ecological necessity, and that mobile pastoralism is often the best way to manage dry environments sustainably. In many cases however, pastoralism is considered an archaic form of land use and production not fit for the government's vision of development. Old myths die hard, and outdated policies are recycled. Mobility is more often seen as irrational and leading to conflicts, rather than an appropriate production system. As a result, mobile pastoralists are the subject of an unusually large number of misunderstandings.
3. Many government policies that have undesirable and often disastrous consequences on mobile pastoralists, originate from outmoded academic/scientific traditions and findings (e.g. the "Tragedy of the Commons" model). State of the art findings are not communicated effectively to decision makers.
4. Mobile pastoralism remains the most viable form of production and land use in most of the world's fragile drylands. In fact, nomadic livestock systems are usually much more resistant and adaptable than sedentary ones. However, the systems are increasingly under threat from legal, economic, social and political disincentives and barriers to mobility of livestock. At the same time, and largely due to population increases, decreasing rangelands, the privatization/parcelling of land, insecure land tenure and recurrent episodes of drought, possibilities for extensive mobile pastoralism have reduced in many countries. Therefore, alternative options (regulation of mobility/transhumance; production increases; mobile services; conflict resolution mechanisms; decentralisation and democracy adapted to mobile populations; alternative income generation opportunities and "exit strategies" for some pastoralists) need to be developed. Appropriate government policies at the local, national and transboundary levels are needed that provide options to pastoralists to sustainably manage extensive rangelands for enhanced ecosystem integrity and stability, and sustainable livelihoods.
5. Since the 1990s, a convergence of research findings between social, economic and ecological scientists has led to a better understanding of the "eco-friendliness" of pastoral

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mobility. There was an early recognition that these findings had to be communicated effectively to decision makers (both donors and recipients countries. In the early 1990's, UNSO organized a series of donor discussion groups, and regional discussions in West Africa, on new paradigm of non-equilibrium ecosystems, and the emerging evidence of the viability and appropriateness of pastoral mobility. These meetings resulted in a renewed interest by donors, and the funding of several pastoral development initiatives executed through NGOs and multi-lateral institutions.

6. Over the last several years, a series of keystone events have [helped to define the outlines of a global pastoral programme, including](#) ; an IUCN-supported conference held at the Refugee Studies Centre, University of Oxford (1999), a Side Event organized by UNDP at the UNCCD CRIC 1 meeting in Rome (2002), the World Summit on Sustainable Development (2002), a five-day conference in the Dana Nature Reserve (2002), a Side Event at UNCCD COP 6 in Havana (2003), and the World Parks Congress (2003). These events have brought to light the need to bridge disciplinary gaps in order to be able to advocate for support to sustainable pastoral development. GEF is in a good position to take on a catalytic and coordinating role in enhancing the collective action of partners towards an enabling environment for effective pastoral custodianship and management of dryland ecosystems.
7. With the help of PDF A funds, a workshop held in Nairobi in April 2004 (see Annex 4), showed that there is strong demand from both beneficiaries and partners to ensure that the advocacy originally envisaged under an MSP should be ground on a strong base of in-country demonstrations and capacity building, without which the advocacy at national and global levels would not be effective. As a result, the stakeholdership has endorsed the submission of a Concept/PDF B in order to work towards a larger and more impact-oriented GEF Alternative.
8. The GEF Alternative is expected to last 4 years (not including PDF A and PDF B preparation periods) and will contribute to global, national and local benefits by building the capacities of pastoralists; using information strategically to change popular perceptions and policy decisions; and disseminating tools and approaches for enhancing sustainable management of rangelands for maintaining the functional integrity of such ecosystems. The project will enhance the enabling environment for sustainable rangeland management, through improved pastoral livelihoods, and pastoral empowerment.

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## B - COUNTRY OWNERSHIP

### 1. COUNTRY ELIGIBILITY

Country	Pilot Demonstration Country	Network Country	UNCCD Date of Ratification	Date of Entry into Force
Argentina	X		06/01/1997	06/04/1997
Benin	X		29/08/1996	26/12/1996
Burkina Faso	X		26/01/1996	26/12/1996

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Ethiopia		X	27/06/1997	25/09/1997
Iran	X		29/04/1997	28/07/1997
Kenya		X	24/06/1997	22/09/1997
Kyrgyzstan	X		19/09/1997	18/12/1997
Mali	X		31/10/1995	26/12/1996
Mauritania		X	07/08/1996	26/12/1996
Mongolia		X	03/09/1996	26/12/1996
Morocco	X		07/11/1996	05/02/1997
Niger		X	19/01/1996	26/12/1996
Tajikistan		X	16/07/1997	14/10/1997
Tanzania		X	19/06/1997	17/09/1997
Uganda		X	25/06/1997	23/09/1997

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9. Several other countries have expressed interest to join the programme, however, it was not possible to engage in discussions during the PDF A. These countries are : Kazakhstan, Chile, Columbia, Peru, Ecuador, Algeria, and India. During the PDF B process, the participation of these countries will be further explored, and GEF eligibility determined in the event that they become part of the programme.

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## 2. COUNTRY DRIVENNESS

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10. During the PDF A phase of the project, a preliminary set of criteria for the selection of countries was established (Annex 3) and two categories of countries identified based on these criteria (pilot demonstration, and network countries). Participating countries have expressed their interest to join the programme, in an open and transparent manner through the CCD processes (CRIC, COP, and TPN). The preliminary list of countries participating in the Global Pastoral Programme and their eligibility for GEF funding is summarized in the table above. Endorsement letters from the Pilot Demonstration Countries are provided in Annex 7. Each Pilot Demonstration country has elected a “National Drafting Committee” consisting of the CCD Focal Point, a government sectoral representative, and an NGO representative. The draft sub-proposals developed for the PDF A phase have been prepared by these committees<sup>1</sup>. In addition, the CCD focal point for the PASPUNA, TPN-3/Asia and TPN-3 Africa have also been informed and participated in the design phase. Letters of support from CCD focal points are on file and available on request.

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11. The Convention to Combat Desertification was adopted on 17 June 1994, and was opened for signature in October 1994 in Paris. It entered into force on 26 December 1996. The Convention came at a time when development thinking about pastoralism was taking a new direction. The convention identifies pastoralists and nomadic populations as one of the resource groups whose participation is vital to NAPs. It calls attention to the need to foster a greater use of the knowledge, know-how and practices of local people, particularly traditional pastoral methods.

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<sup>1</sup> The draft sub-proposals are available and on file, and have been amalgamated/synthesized in this proposal.

12. In a few countries, particularly of the Sahel, the process of NAP preparation was conducted with significant participation of pastoralists. In these countries, such as Mali and Mauritania, governments also enshrined the rights of pastoralists and their mobility, in documents such as Pastoral Codes. The project also addresses selected sub-programs of the TPN-3 and 5 of the UNCCD (such as those related to development of best practices for rangelands and fodder crops, capacity building, consultations between beneficiaries, and fostering thinking about strategies and policies to improve livelihoods of pastoralists). Several TPN and CCD focal points have participated in the PDF A workshop (Annex 4).

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13. Some important issues relevant to pastoralism have been addressed in the NAP processes of participating countries. [An analysis of the NAPs during the PDF A process shows that these include \(i\) fostering improvements in range management; \(ii\) the improvement of legal arrangements and legal rights to promote the participation of community based organizations; \(iii\) the strengthening of land/resource tenure, especially among marginal groups; \(iv\) a special consideration for transboundary approaches; and \(v\) accelerating rural development.](#) In the majority of [demonstration countries](#), the process of NAP preparation was conducted with significant participation of pastoralists and in consultation with regional leaders, civil society [and marginal groups](#).

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14. Most countries with sizable pastoral populations and associations are also in the process of developing their MDG reports and PRSPs. These documents enshrine the principles of sustainable development, and are flanked by other national framework documents, such as NEAPs, NAPs, BSAPs and NCCCs that provide guidance on sustainable land management. Countries involved in the Global Pastoral Programme are committed to taking necessary actions to ensure the mainstreaming of pastoralist issues within their NAPs, SRAPs and other national development/environment frameworks. In Africa, the Global Pastoral Programme is designed to address the priorities of the New Partnership for Africa's Development (NEPAD). Specifically, the West Africa transboundary site (Mali, Burkina Faso and Benin) was selected by a joint commission of CILSS and UEMOA in consultation with countries and within the priorities of the NEPAD sub-regional programme. Similarly, the East African Network is building on the NEPAD priorities established for transboundary activities.

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## C – PROGRAM AND POLICY CONFORMITY

### 1. PROGRAM DESIGNATION AND CONFORMITY

15. The project addresses the objectives of Operational Programme 15 (OP 15) by working to mitigate the causes and negative impacts of land degradation on the structure and functional integrity of rangeland ecosystems through sustainable land management practices.

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16. The project also follows the guidance of OP 15 by focusing on the two Program Outcomes related to strengthening institutional and human capacity for improved planning and implementation of sustainable land management; as well as to strengthening

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the policy, regulatory and economic frameworks for sustainable land management. The project will also meet the OP's assumptions of being country driven, of being tailored to country and stakeholder absorptiveness, of mainstreaming into implementing agency regular programs and activities, and building up partnerships and promoting coordination.

17. The Global Pastoral Programme also conforms to the following issues raised in OP 15:

- minimizing the root causes and lifting the barriers of land degradation to reduce the negative effects on the structure and functional integrity of ecosystems by adopting sustainable management techniques;
- addressing land degradation issues in an integrated and cross-sectoral manner, and within the framework of sustainable development at the local, national, and/or transboundary levels;
- strengthening institutional and human capacity to improve sustainable land management planning and implementation to achieve global environment benefits within the context of sustainable development;
- improving the livelihoods, living conditions and the economic well-being of mobile pastoralists;
- encouraging synergies with the priorities of other Conventions and to help to protect biodiversity, increase carbon sequestration and adaptation to climate change.

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18. The Programme will have a primary emphasis on SLM-1, as it will focus on advocacy for a better understanding of, support to and empowerment of pastoralists. Capacity building will be targeted to local pastoral leaders and their organizations. Advocacy materials derived from ongoing (baseline) work and supplemented with project generated materials that fill gaps in the baseline, will target policy makers at national and global levels. The demonstration activities to be designed in pilot countries will be primarily for capacity building at the local level, or developing policy papers, or best practice tool kits, as such they will contribute to building an enabling environment for follow-up SLM-2 types of projects in the countries.

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## 2. PROJECT DESIGN

### Context

19. Drylands cover about 40 percent of the Earth's surface, and more if mountain pastures (which share many dryland ecological characteristics without necessarily being dry) are included. Drylands have one over-riding feature: they have low, but highly variable, precipitation in the form of rain or snow. As much as lack of precipitation, it is the variability that gives drylands their special features. When rain fails across the Sahelian belt of west Africa, half a dozen countries may face disaster. Yet in the following year there may be so much rain that herders "lose" their animals in the thick grass. On the edge of deserts like the Gobi, the Dasht-e-Lut or the Sahara, a single good rainstorm transforms the landscape, creating rich meadows on a broad front 100 kilometres deep, where the previous year there had been only sand and gravel.

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20. Dryland ecosystems are constantly in flux and dynamically changing between ecological states, making it difficult if not impossible to define an ‘average’ condition rangelands. Moreover, the concept of “average” would be meaningless in an ecological system driven by an input which is highly variable: rainfall. Indeed, the lower the average rainfall, the higher the variability. So in a year of good rainfall, there would be a certain ‘carrying capacity’ (maximum number of animals which can be supported in an area), but in a poor year it would be much lower. There are, however, patterns and cycles in such change, and important ecological carry-over factors from previous years (e.g. soil seedbanks). The degree of predictability is relatively low, but traditional users have learnt to detect and sustainably utilize these cycles and changes through mobility of their livestock. Mobility is a highly efficient way of managing the sparse vegetation and relatively low fertility of fragile dryland soils. Dryland ecosystems are ecologically resilient, in fact much more so than previously believed, as long as some degree of livestock mobility or in general resource-use rotation is retained in their management.

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21. Pastoralists are a rather large and significant minority in the world, although exact figures are non-existent. For example, they constitute an estimated 16% of the population of the Sahelian Zone<sup>2</sup>, but in a few countries such as Somalia and Mauritania, they are the majority of people. From an economic point of view, pastoralism can be defined as a system in which most households gain more than 50 percent of total gross household income (i.e. including the value of products produced and consumed within the household) from livestock related activities. All types of mobility which include substantial irregularities in movement can be called *nomadic*, and regular back and forward movements between two relatively fixed locations (for example summer and winter pastures) as *transhumant*. Using this definition of nomadic and transhumant pastoralists, there may be between 100 and 200 million people that rely on such livelihood systems. If extensive agro-pastoralists are included, the number rises very sharply, and such people are often a clear majority of dryland inhabitants. Furthermore, although the number of mobile pastoralists is probably stable in many countries, it is actually rising in others. For example, in parts of southern Europe, and even more in central Asia following de-collectivisation, mobile pastoralism is seen as a viable and modern livelihood, and people are reverting to ways of living which would have seemed to have disappeared a generation earlier.

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21. Nonetheless, the sight of heavily overgrazed, degraded and eroding soils around boreholes and makeshift communities in dry areas populated by pastoralists who have lost their animals (economic assets and security) during droughts is a common and discouraging one. It is estimated that 30% of the total land area of the world is damaged by desertification, and in drylands this estimate reaches 70%<sup>3</sup>. And yet, “overgrazing” is

<sup>2</sup> Bonfiglioli, A.M. and Watson, C. (1992) *Pastoralists at a Crossroads*, UNICEF/UNSO project for Nomadic peoples in Africa (NOPA); New York; P.K.Thornton, R.L.Kruska, N.Henninger, P.M.Kristjanson, R.S.Reid, F.Atiemo, A.N.Odero and T.Ndegwa (2002) *Mapping Poverty and Livestock in the Developing World*, A report commissioned by the UK Department for International Development, on behalf of the Inter-Agency Group of Donors Supporting Research on Livestock Production and Health in the Developing World., International Livestock Research Institute, PO Box 30709, Nairobi, Kenya

<sup>3</sup> UNCCD. 1995. *Down to Earth*. Bonn.

often used as a convenient scapegoat for many other causes of land degradation. Serious land degradation and desertification are evident around permanent settlements and water points, where livestock mobility is reduced, but much less so in open rangelands under extensive, mobile production systems. Extension of cultivation into “marginal” lands is the single most serious threat to drylands and rangelands. Where mobility continues unhampered, it has resulted in biodiversity conservation and sustainable land management. Where it is constrained by land use / land tenure changes, policy disincentives, and other barriers it has led to serious over-grazing and land degradation.

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22. Sedentarization, of all the government policies since the 1970's, has had the worse environmental consequences. 'Desertification' was thought to be in large part the result of pastoralism, which therefore threatened the future of the drylands. Modern science provided the 'solutions', ignoring the very considerable scientific knowledge of the herders themselves, and ignoring the logic of their land use system. Governments played the main role, deciding investments and acting as overall land manager. Movement was reduced by providing stationary settlements with services and resources, especially water, ignoring the wider ecological necessity behind mobility in this ecological setting.

23. Not surprisingly, the imposition of sedentary life failed miserably. "Genetically superior" animals died from disease and malnutrition, grazing rules based on the ecological dynamics of the western United States did not work in Tanzania, and sedentarisation was resisted by herders who needed grass and water for their animals and had to move to find it. The new services, promised as an incentive to settlement, were not delivered or were not maintained. Following the principle of blaming the victim, pastoralists were accused of sabotaging development in the name of ignorance and tradition. The large pastoral livestock projects of the 1970s and early 1980s were halted, and major donors abandoned the livestock sector altogether, but not before large swathes of drylands were degraded as a result of the sedentarization<sup>4</sup>.

24. It is important to note that the focus of the Full Sized Project will for the most part, be on both tropical and temperate drylands (defined as arid, semi-arid and dry sub-humid lands) and their transition zones (e.g. Central Asia highlands).

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Problem Statement

25. The Global Pastoral Programme will focus on tackling some of the key root causes of land degradation, as well as lifting the policy and capacity related barriers preventing sustainable management of pastoral lands in hopes of arresting and redressing the extent of and the severity of land degradation in the project area.

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26. Mobile pastoralists are the subject of an unusually large number of myths and misunderstandings. These misunderstanding have led to inadequate, often hostile, development policies and interventions, and major barriers to sustainable land management. Barriers to sustainable pastoral land management mainly arise through the

<sup>4</sup> Theabaud, B. (1988) *Elevage et développement au Niger*, ILO, Geneva.

propagation of popular misunderstandings of pastoral life and their production system. These myths and the barriers they engender are explained below:

27. **MYTH 1: "Mobility is inherently backward, unnecessary, chaotic and disruptive."**

Pastoral mobility is a rational response to the scattered and uncertain distribution of natural resources. Movement allows herders to use a variety of pastures, water points and other resources such as salt licks, and is a sophisticated adaptation to the challenges of risky environments. Movement also has economic and social reasons: to take products to distant markets, join with kin for a seasonal festivity, acquire or share information. Movement often follows precise patterns, and in most cases communities have developed clear customary rules about rights and duties. Until recently, pastoral movements were well synchronised with neighbouring herding and farming peoples, although many of these arrangements are now under stress, often as a result of inappropriate government action and agricultural population growth.

28. **MYTH 2 : "Most rangelands are degraded as a result of pastoral over-grazing."**

Grazing, like other uses, may cause a change in the plant species composition of rangelands, but evidence of widespread rangeland degradation under pastoral grazing is shaky. Contemporary ecological research shows that dry lands follow a different logic from wetter lands. In dry areas, vegetation growth is mainly determined by the rainfall that year, not by the grazing pressure of the previous year. In situations of range variability, and especially where annual grasses dominate the sward, the definition of a precise carrying capacity becomes impossible. Grazing pressure is a less important determinant of species composition and biomass production than the amount of rain and available soil moisture. (Snow plays a similar role in central Asian pastoral economies.) Although the danger of damage by concentrations of livestock to soil structure and vegetation must not be ignored, and is clearly apparent at places where livestock concentrate - such as wells, markets, or trekking routes - there is little evidence that dryland pastures as a whole are over-stocked and overgrazed. Indeed, in large areas of East Africa and the Horn the opposite is true: under-grazing is leading to degradation. Because of insecurity due to conflict, and in some cases a reduction in livestock numbers due to drought, formerly productive pastures have been invaded by unpalatable shrubs and trees, closing them to grazing. As a result of this myth, many development projects and programs have tried to de-stock rangelands, thinking them overstocked, thus leading to serious economic hardships for pastoralists, reduced ability of the pastoral community to buffer droughts and other risks, and degradation of rangelands from under-grazing. Furthermore, the same policies and programs have encouraged cultivation into these areas, compounding the degradation by reducing the resilience of the ecosystem.

29. **MYTH 3 : "Pastoralists do not take care of the land because of the Tragedy of the Commons."**

The 'tragedy of the commons' argument is that there will be no incentive for a herder to limit the number of animals he puts on the commons in situations where any other herder could increase his animals. But the tragedy of the commons rests on a misunderstanding. It supposes that all commons are open access, and that anyone can use them. In such circumstances competitive grazing leading to environmental damage could indeed occur. However, most collectively grazed pastures are not open access but are, or

have traditionally been, collectively managed by identified groups of users. In this case it is entirely feasible for rights holders to agree to rules and enforce them. It has been government insistence that all pasture land belongs to the state, and that no group of users can make and enforce rules, that has undermined traditional collective action and created open access and overgrazing.

30. **MYTH 4 : "Pastoralists contribute little to national economic activity."** The economic contribution of extensive nomadic pastoral livelihood systems to GDP and exports is high, and is at least partially captured by national economic statistics. For example, in Mongolia pastoral livestock are responsible for one third of GDP and are the second largest source of export earnings (32 percent) after minerals (41 percent). In Ethiopia, the livestock sector (of which nomadic pastoral production is a key component) is 16 percent of GDP, one third of agricultural GDP and 8 percent of export earnings. In the drylands, pastoral livelihoods make a major contribution to national economic activity, although often these contributions are not documented properly.
31. A corollary of Myth 4 is that : "**Pastoralism has very low productivity. Sedentary cattle raising is more productive than mobile systems.**" Research shows that mobile pastoral systems have higher economic returns per hectare than ranching systems under similar conditions. The difference ranges from two or three times higher to ten times higher. Productivity per unit of labour and per animal is usually lower, although in Uganda, for example, economic returns per animal in a pastoral setting were one third higher than in local ranches. Mobile cattle raising has also been shown to be more productive than sedentary husbandry under the same environmental conditions. In Sudan and Mali, sedentary cattle producers have lower productivity than the nomads. In the Sahelian droughts of the 1980s, herders who moved their cattle long distances to find pasture fared much better than those who stayed. However, not enough is done to economically value pastoral production, and this kind of information does not reach the ears of government financiers and decision makers.
32. **MYTH 5 : "Pastoralists need to settle to benefit from services."** A common argument advanced by policy-makers is that it is impossible, or anyway too expensive, to deliver satisfactory services to mobile pastoralists, that it is the duty of the state to provide services to all citizens, and that therefore nomads should settle. However, some successes show that it is possible and cost effective to have mobile services. In Iran, teachers from a nomadic pastoral background are trained, equipped with a white school tent (in contrast to the black tents of the nomads) and school equipment, and join a group of nomad camps. During the winter and summer, when the camps move rarely, the tent schools are open for business. In pastoral Australia, radio education for children in the remote outback has a long history. Experiments in the Mongolian Gobi shown that radio education for both adult women and children can be successful. Perhaps the most imaginative mobile service was the mobile *yurt* libraries found in the summer pastures in Kyrgyzstan during the socialist period and after. In northern Kenya, mobile health outreach camps provide initial capacity-building, training and motivation, and leave behind a cadre of community health and animal health workers, and traditional birth attendants, who continue to work within the mobile community. Other options exercised

for example in the Arab States are for the bulk of the family to be sedentary around service centres, while a few professional herders take the livestock on the move.

33. **MYTH 6 : “Pastoralists cannot be trusted enough for financial services”.** Financial services have largely ignored nomadic pastoralists. This is because pastoral mobility is seen as an obstacle to normal banking procedures, and because, wrongly, pastoralists have often been seen as outside the cash economy. In fact, the large capital investment a household herd represents, the high risk and high returns associated with it, and the high level of involvement of most pastoralists with the market, suggests that financial services have a key role to play in pastoral development. But products on offer and management procedures will have to be adapted to pastoral circumstances. This requires a substantial redesign in national and local financial services.
34. **MYTH 7 : “Revival of transhumance is the ONLY solution”.** On the opposite side of the spectrum, are those who have a more idealistic (almost romantic) view and would promote a revival of transhumance/nomadism in all situations and for all systems. However, pastoral populations everywhere are now high compared to historic levels, and compared to the diminishing natural resources that sustain many of them. These resources have shrunk substantially, because of land grabs for cropping and nature conservation, as well as by the recurrent droughts. In many cases, these land use changes cannot be realistically reversed. Furthermore, many pastoralists have settled and lost expert knowledge on managing mobility. In the past, droughts and other threats led to a regular exodus from pastoralism by many people, including usually the poorest. This was often enshrined in the traditional social organization and kinship system, property devolution rules, residence patterns, patterns of co-operation for production and boundary crossing (e.g. Aymara pastoralists in the Andean Highlands). Out-migration as a strategy works when economic opportunities exist in other sectors to absorb these migrants. However, in recent times, and with increasing global economic hardships, and mismanagement by governments, most economies do not have a “spill-over valve” for pastoral economies. Revival of transhumance may be appropriate in some cases, but in others, exit strategies must be available. An enabling environment is necessary where pastoralists can make choices among viable livelihood options while sustainably managing the land.

#### Root causes and barriers

35. Surprisingly, pastoralists around the world are in similar situations and face many common challenges and constraints on their livelihood system and on the sustainable management of ecosystems in which they live. A useful group exercise at the PDF A workshop in Nairobi - to elaborate on the threats, root causes and barriers preventing the sustainable management of pastoral lands - found a number of common threads among participating countries. The issues identified by each country were:

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**Argentina:** Proponents from Argentina cited the progressive degradation of rangeland and poverty as the primary threats facing mobile pastoralism. The root causes of these threats stem from the absence of services designed specifically for pastoralists, few income opportunities, technological bottlenecks, and overgrazing (further reinforced by

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the fact that pastoralists are relegated to marginal/fragile lands). These are grounded in barriers such as the propagation of myths, bad policy, lack of harmonization, and a lack of capacity at various levels.

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**Iran:** Participants from Iran noted that the major threats to pastoralism were the dissolution of customary institutions/traditional knowledge, a lack of livelihood security, and the degradation of rangelands and associated ecosystems. These threats are grounded in the fact that pastoral lands are frequently appropriated by government or invaded by settled villagers, there was reduced mobility, pastoralists lack appropriate services, and the continuation of unsustainable agricultural practices/encroachment. The main barriers include the propagation of myths, bad government policy/ineffective planning, inadequate legislation, a lack of environmental awareness, insufficient capacity, and conflict with competing interests.

**Kyrgyzstan:** Proponents from Kyrgyzstan highlighted the issues of increased poverty/economic downturn within the country. Root causes included reduced mobility, resulting in overgrazing and overstocking of livestock above the carrying capacity. Major barriers identified were the lack of access to markets, inadequate national/transboundary legislation governing access to pastures, and a general lack of capacity.

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**Deleted:** Proponents from Kyrgyzstan highlighted pasture degradation as the predominant threat to pastoralism in the country

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**Morocco:** Participants from Morocco cited ecosystem degradation, sedentarisation pressures and population growth as the primary threats facing pastoralists in the country. These were largely due to a reduction in mobility, inadequate services, weak organization among pastoralists and increased vulnerability to climate change. Major barriers that were postulated included inadequate legislation, a lack of awareness of the ecological benefits of mobile pastoralism, a lack of capacity and ineffective government policies.

**West Africa:** Proponents from West Africa identified ecosystem degradation, the dissolution of pastoral arrangements/institutions and constraints to transboundary migration as the salient issues threatening the region. These are grounded in weak organization among pastoralists, weak natural resource management practices and a lack of political commitment/will. Also highlighted were transboundary security concerns and pastoral conflict. For West Africa, barriers include the lack of enforcement of legislation/laws, weak capacity and a lack of government planning at the national and transboundary levels.

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**East Africa:** Building on the group model for West Africa, preliminary efforts to identify threats by participants from the East Africa region highlighted policy failures at both the national and regional level as the major constraints for pastoralists. Also highlighted were transboundary security concerns and pastoral conflict. These were rooted in the propagation of myths and poor government planning.

36. Information for the abovementioned situational analysis on threats/root causes/barriers, was collated from individual sub-proposals, presentations and country matrices presented during the PDF A workshop in Nairobi. For a detailed synthesis of the threats/root

causes/barriers identified by each participating country, please refer to the tables in Annex 1.

37. Although there is some degree of country and regional specificity, many root causes of these myths and barriers to sustainable land management in pastoral areas shared in many areas across the world. [This is what binds the countries together in the present global project.](#) They can be summarized as follows:

- The prominence of the prevailing paradigm that states that mobile pastoralism is an archaic remnant of the past and needs to be eliminated;
- Information on which government policies are based, is often wrong, does not come from pastoralists themselves and is grounded in inaccurate social or ecological theories/models;
- National policies that continue to distort the development context in which sustainable pastoralism can thrive, such as price subsidies that encourage farmers to expand into rangelands; economic development policies that do not provide an “spill-over” valve and diverse economic opportunities for the increasing populations dependent upon drylands;
- Land tenure laws that discourage or distort common property management and pastoral mobility, including national frontiers;
- Land use planning policies, and land use planning regulatory frameworks that continue to encourage sedentarisation and restrict pastoral participation in democratic and transparent land planning processes;
- National security, economic and other policies that restrict pastoral movement across boundaries;
- Lack of knowledge of successful models for mobile service delivery, including health, education, legal and financial services, as well as appropriate marketing and productivity improvement techniques adapted to extensive pastoral situations;
- A gradual erosion, in many places, of pastoral traditional knowledge, customary rules arrangements and regulations, and social capital, which have occurred as a direct result of the barriers and root causes.
- [Increase in the severity of various forms of conflict and insecurity for pastoral communities.](#)

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#### Baseline Scenario

38. In the last decade, interest has been growing again in pastoral livestock development, led by some imaginative projects funded by GEF, WB, UNDP, UNEP, FAO, IUCN and IIED. These various technical and financial partners have been addressing pastoral issues in a different manner in drylands around the world. The new generation of pastoral projects however, has common characteristics: a respect for mobile pastoral strategies, and for herders' indigenous knowledge, customary arrangements and technical understanding, a concern with risk and variability, a priority given to institutional development, and to a systematic participation of pastoralists themselves in project identification and management. Scientific approaches have become more relevant: range managers are starting to understand the vegetation dynamics of drylands and the ways

pastoralism makes best use of them; animal scientists have a new respect for the genetic potential of indigenous breeds and for how to maintain these genetic traits while improving productivity; veterinarians increasingly respect the diagnostic abilities and ethno-veterinary knowledge of the pastoralists; and social scientists are beginning to understand how customary institutions work.

39. There has also been a tendency for spontaneous revival of transhumance, in southern Europe, Central Asia and the United States of America. The incentives for this revival come from : a) concerns for biodiversity conservation, where the negative impacts of reduced or abandoned transhumance are being documented; and b) social movements embracing small scale, organic agriculture. European pastoralists are working on ways to influence the Common Agriculture Policy of the EU, and developing policy and legal instruments that favor livestock mobility. Such a tendency in developed countries is notable, especially because it provides a different “model” to show developing country decision makers.

40. A substantial body of work with relevance to mobile pastoralism is currently ongoing in each of the participating countries. [Below is a brief listing of some baseline activities](#) in the pilot countries. [The PDF B process will conduct a comprehensive baseline analysis](#) of all participating countries [to complete this information](#):

**Argentina** - In the past several years, many initiatives have been developed from the governmental and/or civil society organizations to improve public policies affecting pastoral issues. The most notable include:

- The "Programa Social Agropecuario (PSA)", aiming to give financial and technical support to organized groups of very small farmers and herders. This is an initiative managed through the "Secretaría de Agricultura, Ganadería, Pesca y Alimentación de la Nación". The PSA was particularly active in the Puna and Andean Patagonia region, where several improvements in water management and group training were achieved;
- The “Programa Minifundio”, implemented by the "Instituto Nacional de Tecnología Agropecuaria" provides technical assistance to very small herders and farmers;
- A number of NGOs have developed important initiatives for pastoralist groups. The "Red Puna", "Fundación Cruzada Patagónica", among others, have a vast experience in educational activities and in assisting herders to improve their technical uses.
- The “Secretaría de Ambiente y Desarrollo Sustentable”, have taken action within the framework of the NAP implementation policies, to launch an advocacy initiative to change the general perceptions of and focus on the needs of pastoralists groups;

**Iran** – The following [projects are examples of the ongoing baseline](#) in the country:

- Initiative for investigation of non-equilibrium rangeland ecosystems ([FAO](#));
- [GEF-UNDP](#) Cheetah project;
- [GEF-UNDP](#) Zagros project;
- [GEF assistance to preparation of the NBSAP](#);
- [A Joint project on livelihoods & nature protection between the Organization for Nomadic Peoples Affairs and the NGO CENESTA among the Qashqai tribe](#);

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Two stages have been delineated in the process of mainstreaming pastoralists issues in Argentina NAP. The first one is focused in the Puna, taking into consideration the possibilities of the Puna Sub Regional Action Program. The second step, would be a general revision of the NAP document, discussing the inclusion, where appropriate, of pastoralists' needs.

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Project on replacement of wood fuel for nomads.

**Kyrgyzstan** – The following programs and projects will provide a strong basis for the further work on land degradation:

- An ADB sponsored regional agricultural development project aiming to combat desertification and reduce poverty;
- Project on Forest Planning sponsored by the Swiss Government;
- Irrigation Network Rehabilitation Project sponsored by WB
- Sheep Breeding Project sponsored by WB

**Morocco** – Several initiatives relating to pastoralism are:

- Morocco’s High Atlas project (GEF/UNDP) designed to test the new paradigm for bio-friendly, regulated, transhumance for sustainable pastoral development and foster policy reform (local land tenure; NRM; etc.);
- A project operating in 3 national parks and in 10 biodiversity “hot-spots” in the country, aiming to (i) improve natural resource conservation and the conservation of globally important species (ii) build capacity for conservation and (iii) build up public awareness on principles of sustainable development and conservation;
- National Capacity Self Assessment (NCSA), which will provide opportunities for synergies with the Global Pastoral Programme.

**West Africa** – Baseline activities include:

- Decision A/Dec.5/10/98 relative to transhumance among national members of CEDEAO ;
- A regional programme (ECOPAS, EU) in Benin, Burkina Faso and Niger ;
- A regional study of transhumance ;
- PDF B Sustainable Transboundary Rangeland Management in Liptako Gourma, West Africa (Burkina Faso, Mali, Niger) – UNEP/UNDP.

41. In recent years, there have been an increasing number of pastoral associations at the local, national and regional levels. In many cases, pastoral associations are becoming vocal but do not have the right tools to lobby effectively. The PDF A process started a process of identifying these associations, including global ones such as the World Alliance of Mobile Indigenous Peoples, which has been instrumental in helping give pastoralists a greater voice towards self-determination and self-representation in global venues in order to mitigate negative environmental and policy impacts. The project intends to strengthen key existing pastoral associations (local, national, sub-regional and global) where appropriate. Such associations have so far been very active in both advocacy as well as finding innovative options for their constituencies at their appropriate levels.

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42. The Praia +9 Forum on Land Tenure and Sustainable Development (held in Bamako, Mali from the 17th to the 21st of November 2003) convened to discuss broad policy trends and field-level experiences concerning land tenure in West Africa. The Forum aimed to develop new policy orientations for equitable and secure access to natural resources and for sustainable natural resource management. Among the recommendations in the final declaration of the Forum is the elaboration, over the next few years, of a Regional Land Tenure Charter, stating the fundamental principles for

secure and equitable land tenure systems in West Africa. In the conference declaration, pastoral tenure rights are addressed by promises to guarantee access to rural and vulnerable populations.

43. An EU project is currently reviewing the state of transhumance at the pan European level (including Central European countries), focusing on rangeland and pastureland habitats in mountain areas which are directly affected by this activity. The goal of this initiative is to identify links between transhumance and management of priority habitats considering its beneficial and detrimental effects, to recognise gaps in knowledge for future research, and to present recommendations for policy stakeholders, including alternatives and the feasibility of sustainable policies.

44. A DfID funded Livelihood Support Programme (LSP) in conjunction with FAO, has supported the development of training materials on Natural Resources Conflict Management and field tested them in West Africa. The training qualifies stakeholders in natural resources management to negotiate their various interests and to reach agreements based on mutual gain. With co-financing, the expansion of the training programme to other African and Asian countries will be made possible. Within the context of the GPP, the training approach and materials will serve to build the capacity of pastoralists and local authorities for successful negotiation of their rights and interests. This is in particular true in situations where land tenure laws discourage or distort common property management and pastoral mobility. The LSP therefore, would be well positioned to help build this capacity. FAO also has a myriad of ongoing Technical Cooperation Programmes addressing pastoral issues, and can furnish assistance as requested by national governments.

45. Partners of the Global Pastoral Programme, such as FAO, IFAD, UNEP, AU-IBAR, CILSS, CORDAID, OXFAM, CIRAD, IISD, IIED, PCI, have either already or are currently preparing baseline matrices of completed and ongoing work on issues relating to mobile pastoralism. In general, most of these organizations are focusing on specific technical aspects of pastoralism, such as mobile services, rangeland improvement, alternative income generation, development of Pastoral Codes, improving marketing possibilities, the development of innovative conflict resolution mechanisms, improvement of livestock productivity, etc.. A few, such as PCI and other NGOs, are also focusing on improving communications among pastoralists, and with government decision makers (in East Africa), or improving capacity of specific pastoral leaders and associations. No partner has the capacity, global reach, or mandate, to bring all these initiatives together in a coordinated fashion for greater impact, and to focus on advocacy and capacity building for sustainable pastoralism. The baseline matrices will be finalized and consolidated during the PDF B phase and used to negotiate incremental costs.

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46. In spite of these new tendencies, and several decades of inter-disciplinary scientific research and evidence supporting the appropriateness of transhumant pastoral systems for dryland sustainable management, most countries continue to treat pastoralists as second-class citizens. Most policies are still biased towards sedentary populations (agricultural subsidies, service delivery, land tenure). For example, in Tanzania, the government has

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recently adopted a policy to sedentarize pastoralists. A similar dynamic is evident in Ethiopia where the Federal Government aims to see a large percentage of their pastoral population settled within the next 20 years. There are substantial pressures on pastoralists (through a mix of coercion and incentives) to sedentarise and very few attempts have been made to develop or learn from innovative models and systematically identify best practices for enabling pastoral mobility within the current context of globalization, communications revolution, and democratisation. Pastoral Associations are becoming vocal but do not have the right tools to lobby effectively. Pastoralists in different parts of the world (north and south), in different conditions and situations, are faced with the same fundamental constraints, and yet, they are not learning lessons from each other. Although there is growing interest among donor communities, the lack of knowledge of tested and viable solutions, and a lack of understanding of the real value of pastoralism for poverty alleviation and sustainable development, is stopping their active engagement in this sector.

47. Governance of pastoral lands has been notably unsuccessful. Normal government functions, such as creation of a legal environment able to settle disputes, the management of social services and safety nets, and even the maintenance of peace, have worked badly or not at all. The need to prevent conflicts and reduce insecurity in pastoral areas has either not been recognized as a priority for national governments or addressed sufficiently to date. Donor interventions have more often failed than succeeded. Pastoral areas are increasingly places of poverty, environmental degradation and unrest. A new and coordinated approach to pastoral governance is urgently needed.

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48. Alarming, and despite all the good work that has been done to address pastoral issues in recent years, we have still been unable to arrest and redress the severity and extent of land degradation in pastoral areas worldwide and bring these to more manageable levels. Without GEF assistance, it is likely that good efforts will continue but mostly in an uncoordinated fashion, without an overarching framework and most importantly, with little relevance to and encouraging only modest participation of pastoralists themselves.

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### GEF Alternate Scenario

49. There is an urgent need for a capacity building and advocacy programme that reverses the myths, facilitates exchanges of best practices among mobile pastoralists (north-south, south-south), galvanizes investment for pastoral sustainable development, and demonstrates innovative ways to lift barriers to sustainable management of pastoral lands at national and local levels. Most importantly though, it is necessary to provide pastoralists with the right tools to lobby for their rights and to be able set their own development agenda and goals. There is an increasing momentum towards sustainable pastoral development, and therefore a strategically conducive time to work on advocacy at the global and national levels.

50. The Global Pastoral Programme will also raise global awareness among the general public of the existence of pastoral production systems, and the benefits/importance of such production systems to nature conservation, cultural heritage, and the livelihoods of

nomadic peoples. An increase of public awareness about this issue, stronger lobbying pressure, and existence of appropriate policy tools and arguments, will provide the impetus for more widespread support by national authorities.

51. The GEF Alternative scenario is expected to focus on lifting the key barriers to enabling pastoral custodianship, catalyse coordinated donor action, and disseminate innovative solutions to sustainable land management. The Global Pastoral Programme is intended to provide the initial steps in building an enabling environment for greater recognition of pastoral mobility as a viable productive system. The programme will build upon ongoing efforts to ensure that pastoralists have choices and possess the necessary tools to determine their own development agenda and goals. The primary focus of GPP is to reverse the misunderstandings surrounding pastoralism by documenting innovation, disseminating best practices, empowering pastoralists to speak on their own behalf, and convincing decision makers at the national and global levels to promote sustainable pastoral development.

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#### Expected Project Benefits

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52. As a project falling primarily under the SLM-1 strategic priority, its expected impacts will be primarily in capacity building and effective policy change. The GPP is also expected to be catalytic and to enhance the enabling environment, eventually contributing to four global benefits: a) promoting viable pastoral sustainable land management through new and innovative sustainable land management approaches derived from traditional knowledge; b) safeguarding sustainable use and conservation of biodiversity in pastoral lands; c) ensuring ecosystem health and functions and thereby enhancing carbon sequestration; and d) reducing vulnerability of pastoral systems to climate change-induced droughts.

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53. Global benefits are expected to accrue primarily from building the enabling environment for sustainable land management in degraded drylands within the context of sustainable development, although some on-the-ground impacts may also be expected from the demonstration sites; national benefits are expected to accrue from the adoption of viable policy options for sustainable development in extensive rangelands; and local benefits are expected to accrue from capacities built for improved custodianship of rangelands. These benefits will be analyzed in full and integrated into the final project design.

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54. The GEF increment will cover costs related to barrier removal, such as, consolidation and dissemination of information; advocacy; capacity building, while co-funding and the baseline will cover costs related to investments, capitalization of financial mechanisms, policy change, and mainstreaming at the national and local levels. The PDF B will conduct a full incremental cost analysis.

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#### Expected Project Goal, Objectives and Outcomes

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52. The Global Pastoral Programme is an advocacy and capacity building programme that is designed to work in a consultative manner and through partnerships across the world

where pastoralism is a key issue, to build a momentum for greater recognition of the need for sustainable pastoral development. the PDF A process was instrumental in building a long term vision between partners and beneficiaries, and developing an overall strategic outline for the logical framework of the full project, as follows. This will be fine tuned during the PDF B preparation phase.

53. The **Overall Goal of the project** is to contribute to enhancement of the enabling environment for sustainable rangeland management, improved pastoral livelihoods, and pastoral empowerment.
54. The **Immediate Objective of the project** is to advocate and build capacity in support of pastoral sustainable land management, through a catalytic partnership between pastoralists, donors, UN agencies, NGOs and the private sector.
55. Building on the baseline, the Global Pastoral Programme will achieve this goal via three **outcomes** (indicative description to follow, based on the outline of the logical framework developed during the PDF A and to be finalized during the PDF B) :

**Outcome 1: Better understanding of mobile pastoralism<sup>5</sup> as a form of productive and sustainable land management, to promote poverty alleviation and ecosystem integrity.** The GPP will focus on key gaps in the baseline, by funding research/analyses that are innovative, value-added, and directly result in tools, mechanisms, and policy related arguments for advocacy and capacity building during the life of the project. The GPP value added is to ensure that the research community addresses the root causes of pastoral marginalization and unsustainable land management. The ultimate aim is to enhance the effectiveness of pastoral governance in the pilot countries. The outputs and activities leading to this outcome will include the following outputs :

- Knowledge on pastoralism consolidated, integrated and made available for appropriate decision making , through analytical tools global and regional maps, data bases, and methodologies are developed and used, including economic valuation studies, options and alternatives for pastoralists, impact of emigration of pastoralists, interactions and relationships between mobile pastoralism and other kinds of livestock systems, data base of pastoral organizations and associations, survey of international agreements affecting pastoralists rights, etc.
- Knowledge about best practices and lessons learnt extracted from previous and ongoing experiences in a usable format, through best practices manuals, including lessons learnt from mobile services, transboundary mechanisms in West Africa, analysis of major reasons for failures from past experiences, etc.
- Relevant options for improving policy are available for dissemination (and disseminated through Outcome 2)

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<sup>5</sup> “Mobile pastoralism” refers to extensive production systems that are dominated by livestock and which rely on long-range movement; it includes mobile livestock production systems where the household may be sedentary but the livestock continue to move through large-scale range rotation and/or transhumance.

- Options for innovative tools and approaches to pastoral sustainable development exist, including mobile-friendly tools and mechanisms, appropriate legal instruments, better understanding of contribution of pastoralism to biodiversity conservation, innovative packaging of pastoral-related knowledge (taking into account cultural diversity) to enhance cross-learning among different regions, and assessment of new technologies for increasing pastoral production from rangelands, etc.

**Outcome 2: Capacity development of pastoralists, civil society organizations, and public and private institutions (by way of cross-continental exchanges, disseminating best practices for support services to mobile populations, and building capacity of selected pilot pastoral communities).** The aim is to ensure appropriate education to support and maintain mobile pastoralism, to increase skills and options for alternative livelihoods, to increase skills for new and innovative technologies for increased production through sustainable land management, and to increase skills of pastoralist experts to better serve pastoral communities. This outcome will be achieved through the following indicative outputs and activities:

- Institutions relevant to pastoralism are strengthened at the community, local, national, sub-regional and global levels, including Pastoral Organizations and Associations at the local level, National pastoral associations, Transboundary pastoral institutions where appropriate, Pastoral Inter-parliamentary groups (also kept in touch with other stakeholder groups), and global pastoralist organizations (e.g. WAMIP, and others to be nominated).
- Capacities built for support systems among pastoralists in pilot countries, including ICT systems for pastoralists, professional herders, legal support systems, appropriate services for mobile pastoralists on education, health, veterinary, (etc.), community development funds, appropriate marketing services, skills for policy dialogue, advocacy, negotiation, conflict resolution and fund raising, and innovative local media.
- Expertise of relevant stakeholders enhanced through appropriate training and scholarships for pastoralists, including specialized thematic workshops for pastoralists and local government personnel; and reform of educational curricula including innovative curriculum development.
- Improved networks and knowledge management, through conferences at international and regional levels; linkages and networking through the Thematic Programme Networks of the UNCCD; websites strengthened or cooperation established, e.g. IDS, LEAD and others to be identified; cross-learning and north-south and east-west exchanges (see Annex 6 for a draft proposal); information and key messages disseminated to Pilot projects (national and regional); and material for national and international media.

**Outcome 3: Advocacy for effective policies and laws favoring sustainable pastoral resource management (for greater recognition of mobile pastoralism, and greater awareness by national stakeholders of policy options to support pastoral livelihoods).** The aim is to promote the effectiveness of laws and policies in favor of pastoralism at the national level, and reduce myths and misunderstandings at local, national and global levels, through the following indicative outputs and activities:

- Policy and strategic environment to bring pastoralism into the mainstream of society and integration into national development enhanced, through inclusion in PRSPs , MDGs, and other national frameworks (poverty alleviation and equity, budgetary and other resource allocations, technical support (etc.), sector policy reform, enhanced sectoral integration, and advocacy within different government sectoral ministries, effective pastoralist-led advocacy platform, and drought management policies and systems.
- Laws, regulatory provisions, and governance mechanisms that safeguard mobile pastoralist land management are in place, and their rights and responsibilities determined, through legal reform to secure and safeguard pastoral land tenure and land rights, and regulations that support pastoral production systems to become more competitive.
- Awareness of mobile pastoralism as a viable and sustainable form of production, and recognition of the potential role of their viable customary resource tenure, institutions, laws and technologies enhanced, through media products and broadcasts.
- Potential for transboundary functionality, mobility and regional economic contribution of pastoralists enhanced in selected pilot countries, through harmonization of policies intra-country and regionally, effective transboundary protocols.
- Pastoralists are at the center of the development process, including design, implementation and monitoring of the programme
- Change in strategies and perceptions within major donors and multi-lateral agencies, in support of pastoralism, GEF and other projects take into account pastoral issues, and UNCCD processes include greater dialogue on pastoralism.

### Project Strategy

56. The Global Pastoral Programme will be structured as follows (**see Annex 2**):

57. **Pilot Demonstration Countries:** In these countries the government policies are either already conducive to promoting sustainable pastoral development, or governments have expressed their strong interest. Focus will be on capacity strengthening and advocacy activities at both national and local levels, including demonstration of innovations and best practices at the local level among mobile pastoralists. Additional countries may be accepted during the PDF B phase if adequate co-funding is leveraged. Pilot Demonstration countries will each focus on a different pastoral scenario, so that knowledge management and exchanges can be more effective. For example, West Africa will focus on marketing and transboundary management. Argentina will focus on NAP mainstreaming. Iran will focus on institutional strengthening.

58. **Network Countries:** These include countries where there are sizable pastoral populations, with active pastoral associations and NGOs. They include both developing countries and developed countries such as France, Spain and Romania where there is currently a revival of transhumance. Some of these countries also have ongoing projects that are working on sustainable pastoral development. The list of network countries is open-ended, and will be fine tuned during the PDF B phase. Currently the following networks have been identified by the stakeholders : Kenya, Ethiopia, Tanzania, Uganda, Niger, Mauritania, [India](#), Mongolia, Tajikistan, Kazakhstan, Chile, [Columbia](#), [Venezuela](#),

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Bolivia and Peru. These countries will also be grouped into respective “regional” networks to better capture the commonalities of pastoral issues within these areas. Focus will be primarily on dissemination of results, advocacy, global and regional conferences or exchanges, etc.

59. **State-of-the-Art Activities:** This will include the development of analyses, manuals, reviews and policy papers that will be used as tools for advocacy and capacity building, at the local, national and global levels, as well as international and regional conferences (e.g. MEA COPs, International Yak Congress, International Grassland Congress, and other upcoming events), seminars and other forms of advocacy.

60. The Global Pastoral Programme is designed in such a way to work in a consultative manner and through **partnerships** to make a lasting impact in areas around the world where pastoralism and threats to mobile pastoralists are undermining the sustainable management of terrestrial ecosystems. By way of creating strong partnership at all levels, the GPP will use this strategy to leverage change on a global scale, to collaborate on a common vision, to coordinate and exchange results between partners and most importantly, to catalyse action on key lessons and experiences across regions.

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61. Throughout its four-year duration, the Global Pastoral Programme will adopt a **participatory approach** and operate in an open and transparent manner to ensure that the programme is driven and owned by all beneficiaries. The programme will also ensure that pastoralists are the primary stakeholder of the project and that they are put at the centre of its implementation.

62. The GPP recognizes that there is a need to better understand mobile pastoralism in order to provide information and tools for better advocacy and capacity building. It is essential however, for the GPP to be careful and not duplicate existing research, and focus on conducting activities that can have concrete results within its time frame. The PDF A workshop in Nairobi (April 2004), endorsed the idea of establishing a “**Scientific Advisory Committee**” that would assist the GPP in determining its research agenda and supervising its implementation. This Scientific Advisory Committee (operating on a bid for proposals approach) will be charged with the task of deciding what activities should be funded under this programme. Ultimately, it will focus on state-of-the-art issues, and developing innovative material for capacity building, and strong messages for advocacy among decision makers.

63. As part of its advocacy strategy, the Global Pastoral Programme will target relevant **regional and global events**, as well as international/UN fora to effectively lobby on behalf of pastoralists. The PDF A process helped to start advocacy at the global level, culminating in : a better designed global programme and ownership by CCD focal points: and establishment of WAMIP at the World Parks Congress (2003) in Durban. The increasing involvement of CCD Focal Points also suggests that the COP delegations are becoming involved and that pastoral issues are finally getting political support. A number of upcoming events provide valuable entry points for effective lobbying efforts under the PDF B phase. These include:

Deleted: In recent years numerous successes have been made in advancing pastoral issues. The current programme for example, was merely the “brainchild” of few individuals just over a year ago, and through intense efforts at numerous CCD-related events (CRIC 1, PrepComs and CCD COP 6), it has become something tangible. Furthermore,

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- International Conference on Nomadism, Ulaanbaatar, Aug. 9-14, 2004
- World Conservation Congress of Nov 2004 in Bangkok
- XX International Grassland Congress on “Grasslands – A Global Resource”, Dublin, Ireland 26 June - 1 July 2005
- 1st World Congress of Agroforestry, “Working Together for Sustainable Land-use Systems”, 27 June - 2 July, 2004, Orlando, Florida, USA
- European Grassland Federation, 20th General Meeting on “Land use systems in grassland dominated regions”, 21 - 24 June 2004, Luzern, Switzerland
- [World Meeting of the Food Communities Turin, October 20-23, 2004](#)
- UNCCD COP 7 and CRIC 3 (early 2005)

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#### Multi-country justification

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64. The programme will be implemented in selected dryland countries in each continent to work in a consultative manner and through partnerships across the world where pastoralism is a key issue, to build a momentum for greater recognition of the need for sustainable pastoral development. [The justification of a multi-country approach is based on the following:](#)

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• [similarity of root causes and barriers between countries in different continents \(e.g. policy, legal, capacity barriers\) allowing a comparative approach; for example, solutions developed in Latin America will be of relevance to North Africa; exchanges between central and west Asian countries with West African countries \(which have worked for a decade on transboundary movement of pastoralists\) will help to show a range of possible options in that area; land tenure reform and legal instruments developed in one region will be useful in another that is based on the same legal system; methods used by European pastoralists to influence CAP policy refinements will be of use to other developing countries.](#)

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• [cost effectiveness in conducting reviews, analyses and modeling, that would be of benefit to many countries around the world; part of this cost effectiveness comes from economies of scale, but it also comes from avoiding duplication of efforts through a wide partnership](#)

• [north-south \(especially European contacts\) and east-west exchanges and sharing lessons learnt and best practices between pastoralists will be an innovative means of building capacities](#)

• [greater impact and influence on policy change at national and global levels, through a combined \(global\) and partnership approach; demonstrating policy change in one country will assist in influencing dialogue and even reform in another, even if they are not from the same region](#)

• [exchange of lessons learnt from the few emerging GEF pastoral projects, as well as support to these projects through networking, tools and advocacy materials, will help to enhance their effectiveness as well as establish a “thematic” node in the GEF portfolio for better assessment of portfolio impact](#)

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<#>LDC countries and countries in transition representing Africa, Asia and Latin America¶  
<#>Countries that have developed or are developing innovative policy options and best practices that support mobile pastoralism¶  
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During the PDF A phase of the project, a preliminary set of criteria for the selection of countries was established (Annex 3). Participating countries have expressed their interest to join, in an open and transparent manner¶  
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### 3. SUSTAINABILITY (INCLUDING FINANCIAL SUSTAINABILITY)

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65. Upon completion of project implementation, sustainability of the Global Pastoral Programme will be ensured through the creation of strong networks and the dissemination lessons learnt to similar contexts. This will help create a collective awareness among all stakeholders of global pastoral issues and the role of sustainable land management and land use planning in conserving extensive rangelands and pasturelands.
66. The project intends to strengthen existing pastoral associations (local, national, sub-regional and global). Such associations have so far been very active in both advocacy as well as finding innovative options for their constituencies at their appropriate levels. the project will assist in finding financial mechanisms that would self-sustain the associations where appropriate and relevant.
67. Continuation of work will also be facilitated through the establishment of an enabling environment through policy formulation and strengthened institutions and capacity to encourage the future development and investment in pastoral issues.
68. Most importantly, pastoral participation in decision making circles at the local and national levels and within key government institutions/ministries will be enhanced, stimulating dialogue and ensuring that the needs of mobile pastoralist are taken into consideration. At the global level, it is expected that the needs and concerns of mobile pastoralists will be better integrated into MEAs, particularly the CCD, CBD, and UNFCCC (Adaptation), thus ensuring a conducive global framework and greater synergies between MEAs.
69. It is expected that the project will lead individual proposals for a second “investment phase”, generating on-the-ground impact, more practical lessons, and more financial investment in drylands. Some demonstration countries may also establish sustainable financial mechanisms (e.g. Morocco) although this aspect will be demand driven and linked to priorities identified by the stakeholders. Another area that the project will explore, is private sector interest and linkages, such as with the Slow Food Movement in Europe, and the international milk industry.
70. There is currently no single institution that has the global reach, capacity and influence, to be able to work with UNDP-GEF to implement the GPP. For the interest of sustainability, no such institution will be created. However, a small secretariat will be established in a suitable host institution to allow coordination between partners and take charge of execution of the GPP.

#### 4. REPLICABILITY

71. There is enormous potential for repeating the project lessons and transferring experience elsewhere. The project will support stocktaking of traditional pastoral practices, customary arrangements and management strategies for dissemination. Lessons learned from the project will be successfully disseminated and extrapolated to other pastoral contexts, during the life of the project, through partnerships and networks.
72. The programme will strengthen existing networks where repositories of information can be accessed (IDS, LEAD and other web sites), thus creating a viable network to share experiences and situations.
73. The Global Pastoral Programme will establish strong networks and regional initiatives to which other countries can link up to. One of the key assumptions of the GPP is that lessons are transferable across regions, and that such transfers have a clear value added. This was already identified as a positive benefit of a multi-country project during the PDF A workshop, that afforded an opportunity for North-South and East-West dialogue. The East Africa network, for example, was initiated at the PDF A precisely because of the influence of the West African transboundary model. Therefore replicability is a factor that will not only be promoted, but also monitored and measured during the project's life.
74. The Global Pastoral Programme will disseminate both positive results achieved and draw lessons from possible failures on a host of issues relevant to mobile pastoralism, and a specific budget will be allocated for this.

## 5. STAKEHOLDER INVOLVEMENT

75. Concerted efforts will be made to make pastoralists the primary stakeholder of the project and pastoralists will be at the centre of the organizational structure and monitoring and evaluation of the project. Marginal groups such as women, hired herders/youths, and the poor pastoralists will be closely involved in the development and unfolding of all stages of the project.
76. Stakeholders expected to be involved will represent governments, civil society, pastoral associations, the private sector, and the donor community. Some donor countries, and their relevant institutions, will also be involved particularly in supporting the project both financially and with human resources. Partners already interested in the program include : FAO, IUCN, WB, IFAD, UEMOA/EU, CILSS, GTZ, IISD, IIED, Italian Cooperation, AU-IBAR, PANOS, CORDAID, CIRAD, Pastoral Communication Initiative, EU Forum, Oxfam, etc.. CILSS and UEMOA in particular have taken an active lead in assisting the West African countries to prepare their vision, logical framework, and su-proposal, and are expected to continue to provide assistance during the PDF B phase.
77. The GPP is intended as a small, catalytic effort, and therefore has to rely on partnerships. The PDF A process resulted in development of a serious partnership (Annex 4), and commitments to collaborate on a common vision. Several CCD focal points were actively involved in the design to date and will continue to be involved. The CCD Secretariat has

been kept informed of the programme’s objectives and development ever since the side event at COP 5. CCD national focal points have been closely associated with the design phase and will continue to be involved by providing policy guidance and monitoring the preparation and implementation of the project. A Visioning process, and a draft outline of the logical framework of a future project, were developed during the PDF A process that captures each partner’s mandates, opportunities, comparative strengths, and commitments. This process will be finalized during the PDF B.

78. More importantly, the PDF A workshop included several pastoral leaders and representatives (e.g. Maasai, [Boorana-Oromo](#), Somali, Karamajong, Iranian) who were instrumental in ensuring that the pastoral community and its perceptions were at the fore of the deliberations. The Workshop identified a preliminary list of pastoral associations and networks, that will be involved in the implementation of the GPP. The PDF B phase will finalize and develop the list of pastoral partners, as well as a detailed Public Involvement Plan and corresponding budget.

## D – FINANCING

### FINANCING PLAN

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79. The total additional cost estimated for the project is about \$8,250,000, of which GEF is expected to contribute \$4,250,000. Co-funding for the project is expected to come from a UNDP, FAO, INGOs, bilateral and multi-lateral donors, and the private sector.

### COST EFFECTIVENESS

80. Three options were considered. Option 1, is a single country design. However, the GEF portfolio already has several such projects, and although these projects are expected to generate impacts and lessons learnt, they will not be able to have a collective impact on the existing myths and misunderstandings surrounding mobile pastoralism.

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81. The second option was selecting only one region. However, this approach would not be able to capture sufficient knowledge around the world, would not be able to share innovations that exist across the world, or to have global influence in lobbying and advocacy for pastoralism, which is recognized as the key barrier to achieving sustainable pastoral land management.

82. The third option considered was to prepare a smaller scaled project, through an MSP, which would focus only on global advocacy. However, the PDF A process showed that advocacy without the benefit of on-the-ground actions to strengthen capacities of pastoralists would not allow ownership by local pastoralists of the process and therefore lack the required legitimacy of messages being used for advocacy. The project proponents agreed that there was a need for a full sized project that would meet urgent needs, build capacities, link local to national levels, and feed information into effective

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advocacy. A small, medium sized intervention would not be able to create the requisite momentum to allow maintenance and replication of project results.

## E - INSTITUTIONAL COORDINATION AND SUPPORT

### CORE COMMITMENTS AND LINKAGES

#### Linkages to IA's Programmes

83. UNDP has addressed the issue of pastoralism since the 1970's with the establishment of UNSO and its various integrated pastoral development projects, particularly in Africa. Furthermore, in the early 1990's, UNSO organized a series of donor discussion groups, and regional discussions in West Africa, on new paradigm of non-equilibrium ecosystems, and the emerging evidence of the viability and appropriateness of pastoral mobility. These meetings resulted in a renewed interest by donors, and the funding of several pastoral development initiatives executed through NGOs and multi-lateral institutions. Several important publications emerged from these efforts, including :

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- a. Paris 1994. two papers on : Harmonization of donor policy; Establishment of advocacy platform Eschborn 1995.
- b. Three papers Participatory planning techniques; Impacts of devaluations; Delivery of technical services Brussels 1996.
- c. Capacity building for pastoral organizations in the context of decentralization; and Focus on land tenure and pastoralism. Ouagadougou 1998.
- d. New paradigms in pastoral development; and Concrete experiences and best practices.

84. UNDP-DDC (former UNSO) has various programs and activities in support of the implementation of the Convention to Combat Desertification, and has recently launched a new "Integrated Dryland Development Program" that has a global coverage and will contribute to the goal of poverty reduction through the sustainable development of drylands leading to reduced vulnerability and improved livelihoods. This program has three outcomes : National policy and planning frameworks address social and environmental root causes of drylands degradation Vulnerability of poor populations in drylands areas reduced Local communities in drylands benefit from participatory systems of local governance for natural resource management. The IDDP continues DDC's long tradition of working on pastoral sustainable development. UNDP has invested \$10,000 (cash) and considerable in-kind resources into the PDF A process. UNDP-Mongolia has contributed its own resources in ensuring participation by Mongolian representatives to the workshop. Other country offices have assisted the national teams in preparing their sub-proposals. It is expected that UNDP will continue this strong support during the PDF B process.

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85. Furthermore, UNDP-GEF is currently implementing several projects that address pastoral mobility issues, including the Morocco, High Atlas Mountains project; Pakistan Mountain Ecosystem Project; Sudan, Dinder National Park; Senegal Integrated Ecosystem Management Project; Biodiversity Conservation and Rehabilitation of

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Transboundary Resources in Mauritania and Senegal (joint project with UNEP); and the Indigenous Vegetation Project in Kenya, Mali and Botswana (joint UNEP/UNDP) that has project sites in pastoral areas. Finally, UNDP and UNEP will partner on a regional project for Mali, Niger and Burkina on pastoral sustainable land management. These (and other projects listed below, and a few more in the pipeline of agencies, such as UNDP's Air Tenere Niger and WB's Mauritania Community Based watershed management) will become part of the Network for sharing lessons learnt. The Morocco High Atlas, and UNDP's Mongolia Natural Resource Management project were already part of the PDF A process. UNDP, IUCN and other partners co-funded a special workshop at the World Parks Congress in Durban, South Africa, on "Mobile Peoples and Conservation". These and other projects will be linked to the Global Pastoral Capacity Building program so as to build synergies and maximize advocacy and capacity building efforts.

86. Several of the GEF agencies are already part of the partnership (IFAD, FAO, UNEP, WB) and most were able to attend the PDF A workshop. FAO in particular is available to assist countries in a variety of thematic areas<sup>6</sup>, through access to expertise and documents, cost-sharing on capacity building workshops and publications, TCPs (when requested by countries), synergizing ongoing FAO programmes and leveraging additional co-financing. IFAD is interested in linking the GPP with IFAD's Rural Poverty Knowledgebase, specifically the Livestock and Rangeland Knowledgebase (LRKB) and the Knowledge Centre of the proposed GILSP follow-up phase by "adding on" a mobile pastoral segment. Furthermore, IFAD would be interested to entertain a "Competitive Global Grant" proposal that would provide co-financing specifically for the GPP. UNEP will coordinate efforts through the joint UNDP/UNEP projects (see below). The GPP has been encouraged to submit a proposal for a grant from the WB ALive programme (inception of the programme expected 1<sup>st</sup> June 2004). Other coordination mechanisms will be established both on a project-by-project level, as well as through the "Partnership Committee". These mechanisms will be fine tuned during the PDF B process. [The following is a preliminary list of ongoing activities of these other agencies. The list will be finalized during the PDF B process.](#)

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Some activities of other IAs (and ExAs) in the country/region relevant to pastoral development

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- Management of Indigenous Vegetation for the Rehabilitation of Degraded Rangelands in the Arid Zone of Africa (Botswana, Kenya and Mali) – UNEP/UNDP
- PDF B Sustainable Management of Natural Resources in the High Pamir-Alai Mountains (Tajikistan, Kyrgyzstan) - UNEP
- PDF B Sustainable Transboundary Rangeland Management in Liptako Gourma, West Africa (Burkina Faso, Mali, Niger) – UNEP/UNDP
- Full-Sized Project Integrated ecosystems Management in the Transboundary Areas between Niger and Nigeria - UNEP
- PDF A Dryland Livestock Wildlife Environment Interface Project (Burkina Faso, Kenya)

<sup>6</sup> (including Emergency/rehabilitation and development in pastoral settings; Conflict management incl. livestock – wildlife ; Pastoral risk management ; Land tenure, law and regulation; Animal genetic resources; Livelihoods diversification, product processing; HIV and pastoralism; Rangeland management, fodder and conservation)

- WB
- Medium Sized Project on Development and implementation of sustainable resource management plan for Marasbit mountain and its associated watersheds in Kenya – UNEP/IFAD
- Support to Puna Sub-Regional Action Programme – UNEP
- [Proposal for the Gran Chaco, the Sustainable Land Management in the Transboundary Gran Chaco ecosystem in South America , involving Argentina, Bolivia and Paraguay \(UNEP\)](#)
- Biodiversity conservation in Mopti, Mali – WB/IFAD
- Mauritania CBNRM – (Pipelined by WB)
- Ethiopia CBNRM – (pipelined IFAD/FAO)
- Kenya Arid and Semi-Arid Lands – (Pipelined WB)
- Training on Interest-Based Negotiation related to Natural Resources Management in West Africa – (FAO/DFID)
- Promotion of Tran boundary Disease Early Warning Systems in the SADC Region – FAO
- Horn of Africa Food Security Initiatives, Support for Pastoral Community Development Project – FAO
- Training in Management for forest and rangelands – FAO
- Managing Pastoral Risk in Mongolia – (FAO)

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## 2. IMPLEMENTATION AND EXECUTION ARRANGEMENTS

[87.](#) Each demonstration country will select its own execution arrangement best suited to local conditions. This will be confirmed during the PDF B. Regional networks will choose a host institution, and focal points/institutions in each country. The PDF B formulation process will result in “sub-proposals” for each demonstration country and regional network.

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[88.](#) At the global coordination level, a small secretariat will be established in a suitable host institution, to be decided during the PDF B phase. There will likely be three advisory committees, each with its own mandate :

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- a) Pastoral Advisory Committee – consisting of pastoral leaders and community representatives (from the demonstration countries) and pastoral associations or alliances (for the networks)
- b) Scientific Advisory Committee – consisting of eminent experts and scientists in related fields, who are at the forefront of their fields and able to advise on the value-addedness and innovation of analyses, reviews, and methodological development.
- c) Partners Committee – consisting of all partners that are directly contributing through their ongoing actions, or co-financing to the logical framework of the project.

89. Further details of the execution arrangements will be developed during the PDF B. The PDF B itself will most likely be executed by UNOPS, and in close collaboration with key

partners already engaged in the PDF A stage. The PDF B will also develop the monitoring and evaluation plan for the full project, that will focus on measuring the impacts of the project on global and national benefits. The key indicators will relate to : changes in policy at national level; changes in global debate; capacities built for pastoralists; and some on-the-ground impact in demonstration countries.

## PART II - PROJECT DEVELOPMENT PREPARATION

### A - DESCRIPTION OF PROPOSED PDF OUTCOMES

1. The PDF B process will consolidate the achievements of the PDF A and continue the participatory planning process in a 16 month period by focusing on fine tuning the project design, obtaining validation by stakeholders, building a partnership, and meeting all project review criteria of the GEF for good project design. The following outcomes are expected from the PDF B process:

- **Outcome 1** : A full project document prepared and validated through participatory processes, including a comprehensive baseline on mobile pastoralism, relevant analyses and reviews, and information to meet design criteria of GEF and UNDP
- **Outcome 2**: Pilot activities finalized for pilot countries and network countries (as part of the project document) that draw upon national and regional priorities, and benefit from a regional “scenario building” exercise (see Annex 5 for a draft methodology)
- **Outcome 3** : Awareness raised at upcoming major global events, in order to maintain momentum and build up towards the full project
- **Outcome 4** : Financial sustainability of GPP explored and relevant mechanisms identified for further development during the full project
- **Outcome 5** : Partnerships consolidated and co-financing confirmed

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### B - PDF BLOCK B OUTPUTS

2. The outputs and activities that will lead to the expected outcomes are related to :
1. global workshops to kick-off the PDF B phase, and later on to validate the final global design
  2. short term consultancies, rapid inventories or missing reviews, to assist demonstration countries and regional networks to fully design their outcomes and activities within the framework of the overall, agreed, logical framework;
  3. short term consultancies to build future scenarios of pastoral systems and livelihoods as a tool for decision making; to explore sustainable financial

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mechanisms; to develop priority themes and mechanisms for implementation of the global/regional activities;

4. one national and one regional workshop for each demonstration country and regional network to help finalize the activities, sub-proposals, and overall project design (baseline and alternative), fine tune future scenarios, and validate with stakeholder participation;
5. awareness raising at global events during the PDF B phase, so as to maintain the momentum, and consolidate capacities of global networks to function effectively at such events;
6. meetings with partners to consolidate the partnerships, implementation schedule, baseline information, and co-financing commitments, and
7. finalization and submission of the Full project document, the overall implementation arrangements, stakeholder involvement plan, and M&E plan.

3. In addition, the project will continue the advocacy work that it had initiated prior to and during the PDF A phase, especially targeting events such as the CCD CRIC, EU Forum for Nature and Conservation, International Yak Congress, and CBD-related events. This will take the form of side events, publications/flyers, and bringing pastoral representatives to the meetings to be able to share their views. Without these activities, there is a danger of losing the momentum already built by the PDF A.

#### **C – JUSTIFICATION**

4. The preparatory work conducted through the PDF A process (with co-financing from the Swiss government and UNDP) was instrumental in initiating dialogue between various partners active in pastoral development (from the social, economic and ecological sides), and in bringing pastoral representatives face to face with donors and experts. The stakeholders represented all regions and many important pastoral countries. With the limited funds available, the PDF A process was able to develop a preliminary vision/consensus on the way forward, and the outlines of a logical framework. However, this work needs to be further fine tuned at the country and sub-regional level, so that the final design is of high quality, is truly value-added, and meets the needs of pastoralists. Several other countries with important pastoral communities had expressed interest to participate actively in the project, but due to funding constraints, this dialogue was not possible. Furthermore, the emerging partnership needs to be consolidated and commitments obtained by each partner, thus already highlighting GEF's catalytical role. Finally, with the decision to move to a more significant GEF involvement, the final project design will have to meet all the requirements of a Full sized project. PDF B funds are therefore requested.

#### D – TIMETABLE (IN MONTHS)

Activity/Output	1-2	3-4	5-6	7-8	9-10	11-12	13-14	15-16
PDF B Inception workshop	x							
Stakeholder identification, and development of participation plan	x	x				x	x	
Baseline analysis		x	x	x				
Finalization of sub-proposals				x	x	x		
National and regional validation workshops						x	x	
Financial sustainability plan							x	x
Short term consultancies for timely reviews and analyses necessary for project design		x	x	x		x	x	
TORs for Advisory Committees, and other implementation arrangements				x	x		x	
Definition and detailing of regional and global activities and mechanisms	x					x	x	x
Global Workshop to Finalize logframe and project design								x
Partnership building and commitments				x	x		x	x
Awareness raising at global events		x		x		x		x
Full project document finalized								x

#### E – BUDGET`

5. The amount of PDF B funds requested from the GEF is \$700,000. As this is a multi-country project , it will require added costs to bring stakeholders (particularly developing country officials, pastoral leaders and representatives, etc.) to relevant meetings for design and validation of the proposal (ranging from Mongolia to Argentina), and additional costs to fine tune the design of the sub-proposals for each country/region, and validate it through participatory processes, beyond what was achieved during the PDF A.

### Output Budget for the PDF B

Outcome	GEF funding	Co funding	Total
Full project document prepared and validated	120,000	40,000	160,000
Scenario building exercise and Pilot activities finalized	350,000	400,000	750,000
Awareness raised at upcoming major global events	200,000	75,000	275,000
Financial sustainability of GPP explored	10,000		10,000
Partnerships consolidated	20,000	100,000	120,000
<b>TOTAL</b>	<b>700,000</b>	<b>615,000</b>	<b>1,315,000</b>

6. Co-funding for the PDF B phase is expected as follows (other partners may also contribute such as UEMOA, GTZ and CILSS):

Co-financing Sources				
Name of Co-financier (source)	Classification	Type	Amount (US\$)	Status
Pastoral Communication Initiative (DFID)	Project	Grant	30,000	Confirmed
IUCN	NGO	In-kind	10,000	<a href="#">Expected</a>
IFAD	Multilateral	Grant	50,000	<a href="#">under discussion</a>
FAO	Multilateral	In-kind/parallel	385,000	Confirmed <sup>7</sup>
UNDP	Multilateral	In-kind	50,000	<a href="#">Confirmed</a>
Pilot governments	Government	In-kind	40,000	<a href="#">Expected</a>
Pastoral Associations	NGO	In-kind	10,000	<a href="#">Expected</a>
AU-IBAR	Multilateral	In-kind	20,000	<a href="#">Expected</a>
CORDAID	NGO	In-kind	10,000	<a href="#">Expected</a>
EU Forum	NGO	In-kind	10,000	<a href="#">Expected</a>
<b>Sub-Total Co-financing</b>			<b>615,000</b>	

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<sup>7</sup> FAO co-funding confirmed from :

- \$110,000 from the LEAD project on Pastoralism and Environment in the Sahel (PESAh) to assist with decision making processes in pastoral systems analysed at local level and national level, and an information system (SIPES) to support mobility and drought mitigation strategies designed and tested (Phase 1 2001-2004)
- \$ 150,000 from the Horn of Africa Food Security Initiative - Support for Pastoral Community Development Project (2002-2004)
- \$ 200,000 from the Development of self-sustaining animal health and field support in Tajikstan (2003-2004)
- \$ 5,000 from a project to consider HIV-AIDS and pastoralism (workshop in November 2004)
- \$ 5,000 from a programme for the preparation of emergency guidelines for restocking (in 2004-05)
- \$15,000 from a programme to develop comparative regional analyses on law and pastoralism
- total = \$385,000

**ANNEXES :**

1. Consolidated Threats, root causes and barriers matrix
2. GPP program structure
3. Country selection criteria
4. Brief report on the PDF A workshop in Nairobi, Kenya
5. Draft proposal for a methodology on scenario building
6. Draft proposal for north-south exchanges
7. Endorsement Letters

## Annex 1: Consolidated Information on Threats, Root Causes and Barriers

Note: This information is available in detail on Sub-proposals prepared by all participating countries and working groups.

**Table 1. Threats**

Country	Threats					
	Dissolution of Customary Arrangements & Traditional Knowledge	Increased Pressure to Sedentarise	Accelerated Population Growth/Migration	Movement Towards Intensive Industrial Production	Progressive Degradation of Rangelands and Associated Ecosystems	Increased Poverty & Livelihood Insecurity
Argentina	<a href="#">X</a>	<a href="#">X</a>			X	X
Iran	x	<a href="#">X</a>		<a href="#">X</a>	X	
Kyrgyzstan	<a href="#">X</a>	<a href="#">X</a>	<a href="#">X</a>	<a href="#">X</a>	X	X
Morocco	x	x	x	x	X	
West Africa	x	x	x		X	<a href="#">X</a>
East Africa	x	x	<a href="#">X</a>		X	<a href="#">X</a>

**Table 2. Root Causes**

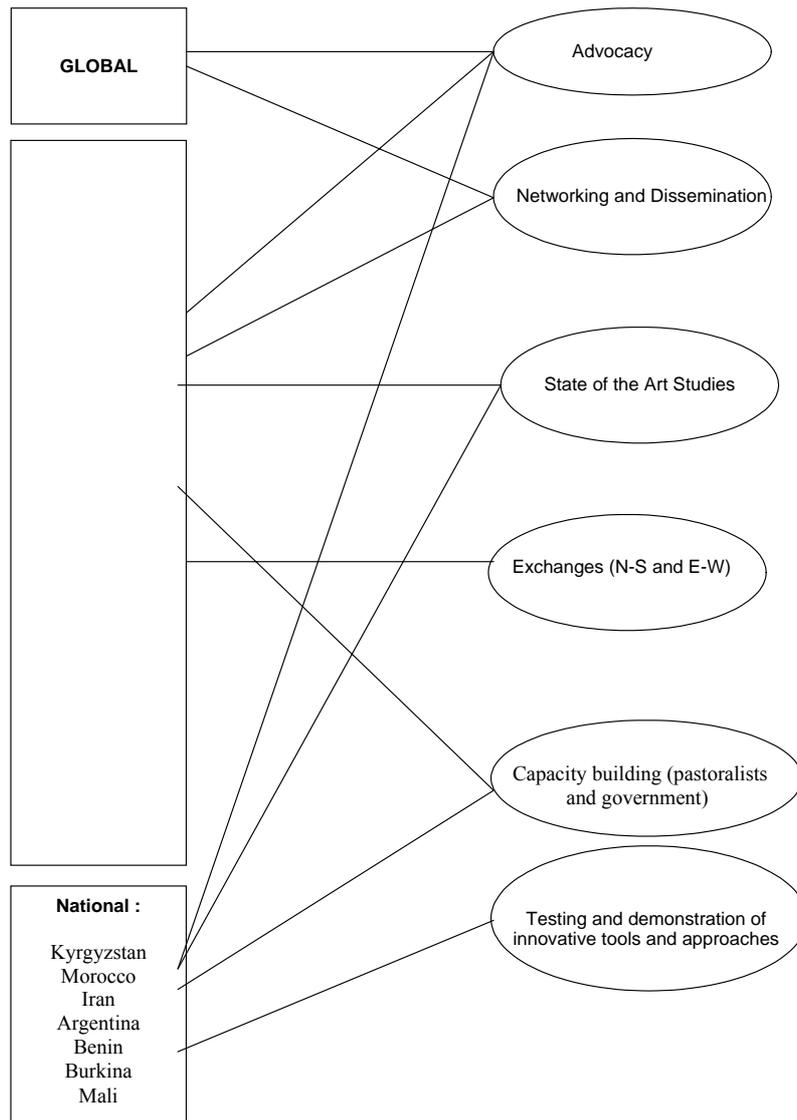
Country	Root Causes							
	Few Alternative Income Opportunities for Pastoralists	Pastoralists are Given Marginal Land or Appropriation of Pastoral Land	Reduced Mobility	Inadequate Services for Pastoralists	Increased Vulnerability to Climate Change	Technology Bottlenecks	Overgrazing, Unsustainable Agriculture, Encroachment, Overstocking, Salinization and Deforestation	Weak Political Commitment or Coordination and Organization Among Pastoralists
Argentina	x	x		x		x	x	<a href="#">X</a>
Iran		x	x	x			x	<a href="#">X</a>
Kyrgyzstan		<a href="#">X</a>	x	x			x	<a href="#">X</a>
Morocco	x	<a href="#">X</a>	x	x	x	x	x	x
West Africa		<a href="#">X</a>	x	x	x		x	x
East Africa	x	<a href="#">X</a>	x	x			<a href="#">X</a>	x

**Table 3. Barriers**

Country	Barriers						
	Propagation of Bad Press and Myths	National Policies are “Unfriendly” Towards Pastoralists & Ineffective Government Planning	Lack of Harmonisation between Sectors and Across National Borders	Lack of Enforcement or Absence of rights/laws/legislation/tenure arrangements designed specifically for Pastoralists; and Difficulties Accessing Markets	Natural Resource Conflicts, Instability & Powerful Interest Conflicts	Lack of Environmental Awareness of Benefits of Pastoralism	Insufficient Capacity at all Levels
Argentina	x	x	x	x	x	x	x
Iran	x	x	x	x	x	x	x
Kyrgyzstan	<u>x</u>	<u>x</u>	x	x	x	<u>x</u>	x
Morocco		x	<u>x</u>	x		<u>x</u>	x
West Africa	▼	x	x	x	x	x	x
East Africa	x	x	x	x	x	<u>x</u>	x

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| *Annex 2: The Global Pastoral Programme Structure*



### Annex 3: Tentative Criteria for the Selection of Participating Countries

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Although the project will have a global scope, it will focus on a selected number of countries. The criteria for selection of these countries were developed during the PDF A process, in close collaboration with the TPN-3 and UNCCD processes, and through consultation with the Global Pastoral Program’s prep committee.

Countries were weighed against a number of overarching systemic criteria to assess whether or not the country in question provides an environment that is conducive to the project’s objectives and proposed activities. Subsequently, countries were positioned in *one of two* categories. These are intended to capture the various scenarios for pastoralism and will be based on the immediate objectives of the project, the degree of institutional support within a given country and the individual needs of pastoralists/pastoral groups.

#### Criteria for all countries (systemic criteria)

- Ratification of UNCCD
- Global significance
- Strategic fit
- Political stability
- Operational country environment
- Willingness of government to participate
- National policy on sustainable land management
- Availability of baseline information

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#### Criteria for Network Countries (all of above and the following:)

- Existence of pastoral associations/networks
- Apparent institutional and policy challenges
- Pastoral issues are not sufficiently mainstreamed
- Partnership opportunities
- Institutions to host and integrate project
- High degree of urgency
- High degree of vulnerability

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#### Criteria for Pilot Demonstration countries (all of the above and the following:)

- Clear government commitment to support pastoral issues
- Co-finance potential
- Opportunity to build on existing initiatives

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In the case of West Africa, CILSS and UEMOA partners have advised that there is greater value added for that region to focus on transboundary mobility, and therefore a multi-national approach was adopted. During the PDF B phase, selection criteria will be further developed by National Teams to select pilot sites within their countries for the implementation of the project’s capacity building and advocacy activities.

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***Annex 4: Brief Report on the PDF A Workshop in Nairobi, Kenya (full report available on request)***

Over the last year and a half, the Global Pastoralism Programme has been gathering momentum to formulate a project that adequately addresses pastoral issues and to support the needs of pastoralists. To culminate the PDF A preparatory phase of the Global Pastoral Programme, UNDP-GEF and the UNDP Drylands Development Centre hosted a global workshop from 19-23 April 2004 in Nairobi, Kenya.

The workshop brought together 62 participants from around the world, including: representatives from pilot demonstration and network countries, eminent experts on pastoral issues, UNCCD focal points, individuals from the donor community, regional institutions and other relevant stakeholders. Attendance by government ministers and UNCCD focal points demonstrated a strong political commitment to address pastoral sustainable land management.

The PDF A workshop was held to share the current vision of the GPP and to design a three-year programme and partnership that would link up new and ongoing activities at various levels (local, regional and global) into a coherent strategy to facilitate the preparation of a Medium-Sized Project Proposal for eventual submission to the Global Environment Facility. The workshop also presented an opportunity to review, revise, create discussion and reach a consensus on draft versions of pilot country and regional sub-proposals/activities.

The feedback generated at the workshop, through plenary discussion and working group deliberation, was of great assistance in defining the direction and process of the programme. The discussion was also as a catalyst for finalizing the various pilot country and regional sub-proposals, as well as to provide a context for the development of regional and global activities that would be linked up to the programme. Finally, the formulation workshop sought to provide valuable feedback to allow for the next stage of country programming and activities to begin. At the beginning of the workshop, the specific objectives to be achieved can be summarized as follows:

1. Confirmation of pilot countries and integration of individual pilot country sub-proposals into a coherent and structured program of interventions;
2. Confirmation of network countries;
3. Development and coordination of regional/global activities, including studies, manuals, reviews, conferences, meetings, networks, etc;
4. Establishment of a platform for a North-South & South-South exchange of innovations, experiences and expertise in the area of mobile pastoralism;
5. Development of the main elements of a proposal for GEF and other funding (using the format of a Medium Sized Proposal or MSP);
6. Agreement on an organizational structure that will drive the implementation phase of the MSP;
7. Strengthening of opportunities for co-operation and co-financing.

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The formulation workshop was designed in such a way as to encourage participation by providing ample opportunity during plenary sessions for participants to contribute their views and experiences on specific needs for a programme on pastoralism, allow for the scrutiny of the content of specific country sub-proposals, and suggest possible regional/global activities that ought to be attached to the programme. It blended a mix of plenary discussion, formal presentations and working group sessions, a screening of several short videos and a field trip at the end of the programme.

Due to the uniqueness and commonalities between the salient pastoral issues in West African countries, participants from the region were grouped together throughout the course of the workshop to work on a comprehensive and overarching programme for this region. A similar strategy was employed for participants representing the East Africa region.

At the end of the formulation workshop the overall outcomes were:

1. Confirmation of participating countries;
2. The establishment of several regional networks:
  - a. East Africa (Kenya, Ethiopia, Tanzania, Uganda)
  - b. West Africa (Burkina, Benin, Mali, Mauritania)
  - c. Asia (Iran, Kyrgyzstan, Mongolia, Tajikstan, Kazakhstan)
  - d. Arab States and West Asia (Morocco, Iran, and others?)
  - e. South America (Argentina, Chile, Paraguay, Bolivia, Peru)
3. Rich dialogue among participants, and interactions between pastoral representatives, government officials, NGOs, UN agencies, etc., and an emerging consensus on a “Vision for 2020” for pastoral development;
4. Overall (synthesis) logical framework of programme developed;
5. Country and regional sub-proposals partially developed through preliminary consultations;
6. Identification of indicative list of outputs for: networking, capacity development, and advocacy;
7. Preliminary Round Table discussion of potential co-financiers and partners, and identification of sources for resource mobilization;
8. Agreement on next steps, including a detailed “task schedule” spelling out responsibilities of all parties, deadlines for achieving tasks, and agreement to modify the scope of the project and request PDF B funding from the GEF.

*Annex 5: Draft (proposed) methodology for scenario building exercise during the PDF-B for assisting in elaboration of the full project design*



**A REVIEW OF SCENARIOS FOR THE  
GLOBAL PASTORAL PROGRAMME**

**In Brief:**

Pastoral communities can be protected and harnessed for economic development, left in a state of benign neglect where they either decline or integrate, or they can be actively encouraged to settle down and assimilate into settled society. Each of these courses has different risks and benefits. But on what basis should these national and international development policy decisions be made?

Scenarios are tools for strategic planning, and as such form an important basis for any effort to address pastoral peoples' issues. They "derive from the observation that, given the impossibility of knowing precisely how the future will play out, a good decision or strategy to adopt is one that plays out well across several possible futures"<sup>8</sup>. To find that "robust" strategy, distinct 'stories' of the future are created, each one modeling a distinct, plausible world, in order to highlight large-scale forces that push the future in different directions, and thus call for different interventions.

Several such forces, ranging from global warming and regional political stability, to the impact of international agricultural trade negotiations, the spread of livestock diseases and the growth of the global market for animal protein products, will shape the future for pastoral communities. How they adapt to these changes, and what measures are put into place to steer these adaptations away from conflict and towards integration, are the critical variables that must be weighed by development agencies and national planners.

This note proposes a series of regional scenario planning workshops and an overall paper summarizing the results, at which leading members of pastoral communities, scholars, government and intergovernmental actors and development agencies, will with the help of a professional scenario planning facilitator, seek to:

- Identify the key forces driving change as it affects pastoral communities
- Map out 3 scenarios for each of the regions in which pastoralism plays a significant role in livelihoods strategies
- Lay out the range of potential development interventions relevant to pastoral communities, and identify how these can best be deployed such that a robust development strategy for pastoral communities is identified for each of the regions
- Present the results and compare them to regional development strategies, through dialogue and debate with key development actors in each of the regions

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<sup>8</sup> Wilkinson, L. Wired Magazine. <http://www.wired.com/wired/scenarios/build.html>

## *Annex 6: Draft proposal from European Forum for North-south cooperation*

# European Forum on Nature Conservation and Pastoralism



EFNCP is a non-profit organisation founded in 1988. Its members are pastoralists, ecologists and nature conservationists.

Its main aims are:

To promote the nature conservation value of low-intensity farming systems and the biodiversity they support.

To encourage the development of policies that ensure the survival of these valuable cultural landscapes.

To achieve this, the Forum aims to:

- Increase understanding that certain European farming-systems are of high nature and cultural value;
- Ensure availability, dissemination and exchange of supporting information, combining research and practical expertise;
- Bring together ecologists, conservation managers, farmers and policy makers to consider problems faced by these systems and potential solutions;
- Develop and promote policy options which ensure the ecological maintenance and development of these farming systems and cultural landscapes.

### **Links to the Global Pastoral Programme**

One of the components of the Global pastoral Programme (GPP) is to transfer the lessons learnt and strategies from experiences in northern countries to a developing country context, where policies are often bent on sedentarizing pastoralists. Moreover, there is a need for a capacity building and enabling programme that reverses the myths, helps provide pastoralists with the right tools to lobby for their rights, exchanges best practices among mobile pastoralists and demonstrates innovative ways to lift barriers to sustainable management of pastoral lands at national and local levels.

The tools, arguments, and strategies that have been used to convince policy makers in Europe would be of much use to the Global Pastoral Programme because developing countries are influenced by European donors, many of whom are promoting projects and programmes that are forcing pastoralists to sedentarize with very few viable options.

### **Objectives**

- Raise awareness of the importance of pastoralism to a range of ecosystems of high nature value (HNV) and similarities in issues between North and South.

- To develop and promote policy options that ensure the sustainable management of pastoral lands.
- To broaden the policy debate on mobile pastoralism and to transfer lessons learnt from European countries to a developing country context.
- To facilitate partnerships and to galvanize support for an enabling policy environment.

**Outcomes**

- GPP and EFNCP to collaborate and exchange information and experience of issues facing pastoralism in North and South;
- Herder-to-herder exchanges and meetings (either individuals, or the representatives of their associations) to be arranged;
- GPP and the European Forum on Nature Conservation and Pastoralism to cooperate on organizing a special Conference on Transhumance;
- Pastoralists and policy makers from developing countries to be invited to attend the regular European Pastoral Forum workshops and conferences;
- Comparative analyses for a better understanding of policy effects;
- A scholarship programme for pastoralists to be set up to facilitate postgraduate studies in range management, ecology, development or a related field.
- Cooperation on north-south studies, manuals and tool kits to be developed by the GPP and EFNCP.

***Annex 7 : Endorsement Letters***

(Official letters of endorsement are included as separate attachments to this document)

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