



# PASTORALISM UNDER THREAT:

Human Rights  
Violations  
in the Southern  
Agriculture  
Growth Corridor  
of Tanzania



Centro per il Volontariato • Onlus



## I - INTRODUCTION

Pastoralists manage rangelands covering between one and two thirds of the global land surface (Hoffman et al., 2014, in Manzano, 2015). Pastoral systems span from the drylands of Africa and the Arabian Peninsula to the highlands of Asia and Latin America. They can be found in the Sahel, the Sahara, the Horn of Africa, the Middle East, Central Asia and China, in some parts of Latin America, in Europe and in mountainous areas worldwide. These systems capitalise on the ability of livestock, often local breeds, to convert vegetation into food and energy (HLPE, 2016) and contribute to livelihoods of several hundred million rural people around the world.

Nevertheless, although pastoralism constitutes the largest land-use system in terms of area and is a skilful livelihood strategy adapted to different areas, it faces several challenges in terms of land tenure, access and management – strongly linked to mobility of livestock and the use of ephemeral common natural resources. It is still regarded as a marginal activity often ignored within policy-making, and undermined by national and international development interventions. Lack of understanding of pastoralist systems is widespread the world over, and studies point to gaps in current evidence-based assessments in recognising the true value of extensive pastoral systems<sup>1</sup>. A production-oriented approach to livestock husbandry that mainly focuses on quantity of production – usually only meat or milk – fails to recognise the high **added value and quality** provided by pastoralists (Krätli, 2005; Manzano, 2015). This approach, which lies behind the industrialisation of agriculture and the expansion of intensive monocultures for export, is inherently opposed to the practices and values of pastoralism.

Although marginalised in public policymaking, in the context of rapid global population increase<sup>2</sup>, pastoralism plays a key role in providing food security and nutrition for local communities and for inter-regional export. Furthermore, pastoralists supply important **ecosystem services** by preserving valued environments where threatened plants and animals can survive, preventing the spread of shrubs, maintaining biodiversity, and reducing the risk of fires. They use areas that are unsuited for and/ or complementary to other forms of farming, providing manure for fertilisation of cultivated lands (CELEP, 2017). And contrary to intensive livestock

systems, **extensive grazing helps store atmospheric carbon in the soil and mitigates climate change** (Manzano; Salguero, 2017; European Shepherds Network, 2015; GRAIN<sup>3</sup>, 2017). Moreover, pastoralism plays a key role in regional and local economies<sup>4</sup>, especially in areas where communities depend on it as a **source of food** (milk and meat products), **non-food products** (wool and hides) and **cash income**.

Pastoral livestock is also the main **insurance** or volatility buffer for millions of poor people whose livelihoods depend on rainfed agriculture (CFS HLPE, 2016), which will be especially important in times of global climate instability.

### BOX 1 - CHALLENGES FOR PASTORALISTS IN AFRICA

Pastoralists around the world share many values and practices, as well as challenges: lack of legal support and recognition for land tenure becoming a source of conflict and threat to their livelihoods; loss of grazing land due to competing types of land use and to land grabbing; incompatibility of sanitary requirements, biased towards intensive livestock production; exclusion from decision-making and lack of consultation and lack of adapted social services (access to education, human and animal healthcare, financial services) through the systematic marginalisation of pastoralist communities in public institutions. In several African countries, especially where property systems are based on customary tenure, pastoralists' grazing areas are often claimed by the State as "empty" land, leading to extreme lack of tenure security and oftentimes forced displacements (Borras et al., 2016)<sup>5</sup>.

Starting from the pastoralists' point of view and using a human-right-to-food lens, this brief will address the livelihood implications of global trends in agricultural development, with specific focus on the case of Southern Agricultural Growth Corridor of Tanzania (SAGCOT).

<sup>3</sup> Grabbing the bull by the horns: it's time to cut industrial meat and dairy to save the climate <https://www.grain.org/e/5639>

<sup>4</sup> See [http://www.fao.org/fileadmin/user\\_upload/drought/docs/Pastoralism%20Good%20Practice%20and%20Lessons%20Learnt%20in%20Pastoralist%20Programming%20-%20DRAFT\\_2\\_27\\_09\\_2011.pdf](http://www.fao.org/fileadmin/user_upload/drought/docs/Pastoralism%20Good%20Practice%20and%20Lessons%20Learnt%20in%20Pastoralist%20Programming%20-%20DRAFT_2_27_09_2011.pdf)

<sup>5</sup> See Introduction <http://www.celep.info/wp-content/uploads/2016/06/Land-grabbing-and-human-rights.pdf>

## II – GLOBAL TRENDS IN CROP AND LIVESTOCK FARMING AND INTERNATIONAL DEVELOPMENT

In the context of converging crises in food, climate, energy, fuel and finance, one of the main international development solutions promoted by powerful actors (often private-sector mega-corporations and agribusinesses) relies on appropriating what is considered to be empty, under-utilised, and available lands, and putting these into 'efficient' production (see World Bank, 2010; Deininger, 2011; in Borras et al. 2016). Enshrined within the discourse of employment creation and the improvement of livelihoods at local and national levels, profit generation for private investors and transnational corporations constitutes the main outcome. This is framed as a win-win proposition for corporations and national governments, but can lead to what is commonly referred to as 'land-grabbing'<sup>6</sup>. These forms of land acquisition, linked to industrial production systems, contribute to increasing competition for access, control and use of natural resources for producing local food. In addition, while large-scale industrial and intensive agricultural practices supply food and non-food products to global markets, they cause diverse forms of environmental damage. For instance, the industrial meat and dairy sectors contribute 14.5% of all human-induced greenhouse gas emissions and thus play an important role in climate change (Gerber et al., 2013; GRAIN<sup>7</sup>, 2017). These development models ignore the fact that – especially in drylands with low and irregular rainfall and with ephemeral water and natural forage resources – mobile pastoral production systems are among the most adapted and resilient forms of agriculture to ensure food security and nutrition.

Public-Private Partnerships (PPPs) in international development have become the new status quo of large-scale development deals, even though this approach is highly criticised for ignoring power imbalances<sup>8</sup>. When it comes to large-scale private investments (both local and foreign), it is important to discuss which models of development are promoted.

Moreover, it is key to recognise how private interventions can impact pastoralists' and crop farmers' livelihoods by influencing national and local policymaking (positively and negatively).

Through promises of multi-billion dollar ventures, private investors have bargaining power over national and local governments, who open their doors (and lands) to large-scale land deals. The privatisation of development projects is tricky, since public bodies and private companies have distinct mandates: the former acts (or should act) on behalf of citizens' interests, while the latter acts on behalf of the interests of their shareholders – that is, profit. This frequently leads to issues of transparency and accountability, since these principles are inherently in conflict with private business confidentiality. Furthermore, to use official development assistance (ODA) funds to leverage private-sector-led development interventions is risky, entailing opportunity costs for donors: \$1 of ODA cannot be spent twice and, in the absence of an increase in the overall budget for aid, a rise in ODA used for private-finance spending could mean a decrease in its use for other more important purposes, such as supporting the delivery of public services<sup>9</sup>.

The **New Alliance for Food Security and Nutrition**<sup>10</sup> (NAFSN), a partnership between G8 member states, the private sector and 10 African countries, offers a clear example of how foreign development interventions and PPPs can influence regional and national policy<sup>11</sup>. Data demonstrates that, whereas some Africa-based companies assume a critical role in the NAFSN (as calculated by the expected size of the investments vowed in the 'Letters of Intent' included in the New Alliance Country Cooperation Frameworks), two companies are notably taking the lead: the Swiss seed company Syngenta and the Norwegian fertiliser company Yara International (which pledged USD 500 million and USD 1.5 billion respectively)<sup>12</sup>. According to former UN Right to Food Rapporteur Olivier de Schutter: "this pattern explains why many observers consider the NAFSN to be a Trojan horse for Western multinational firms, eager to expand

<sup>9</sup> "Are equity and sustainability a likely outcome when foxes and chickens share the same coop? Critiquing the concept of multistakeholder governance". Globalizations 14, 2017 - Issue 3 <http://www.tandfonline.com/toc/rglo20/14/3?nav=toCList>

<sup>10</sup> A more detailed account on the context and content of the NAFSN can be found here: [https://www.tni.org/files/download/the\\_new\\_alliance.pdf](https://www.tni.org/files/download/the_new_alliance.pdf)

<sup>11</sup> As stated by the New Alliance itself, stakeholders commit to specific policy reforms, to open space for foreign investors. See [http://www.europarl.europa.eu/RegData/etudes/STUD/2015/535010/EXPO\\_STU%282015%29535010\\_EN.pdf](http://www.europarl.europa.eu/RegData/etudes/STUD/2015/535010/EXPO_STU%282015%29535010_EN.pdf)

<sup>12</sup> See *ibid.*: 11-12

<sup>1</sup> See <http://pubs.iied.org/pdfs/17312IIED.pdf>

<sup>2</sup> According to the UN Population Fund, the world population increased seven-fold in the past 200 years, reaching the 7.5 billion mark this year (2017): <http://www.unfpa.org/world-population-trends>

<sup>6</sup> [https://www.tni.org/files/publication-downloads/expo\\_stu2016578007\\_en.pdf](https://www.tni.org/files/publication-downloads/expo_stu2016578007_en.pdf) and [http://www.fian.org/fileadmin/media/publications\\_2017/Announcements\\_Calls\\_Flyer\\_WEB\\_Eng.pdf](http://www.fian.org/fileadmin/media/publications_2017/Announcements_Calls_Flyer_WEB_Eng.pdf)

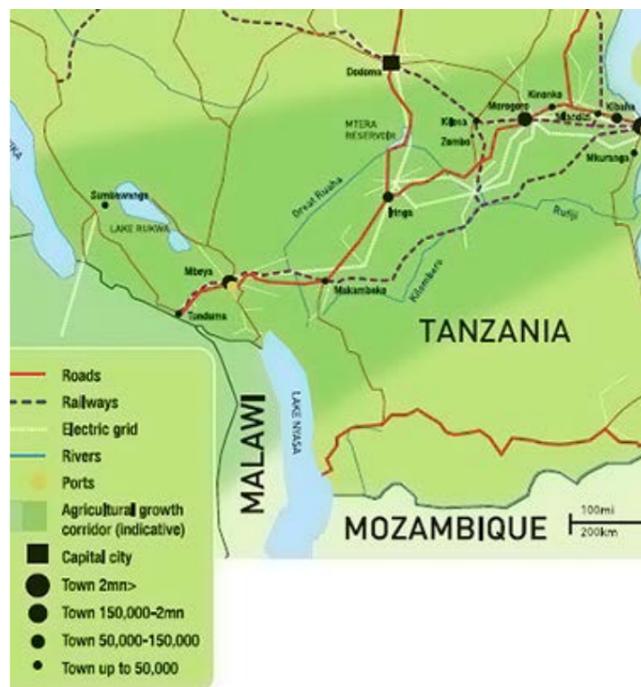
<sup>7</sup> Grabbing the bull by the horns: it's time to cut industrial meat and dairy to save the climate <https://www.grain.org/e/5639>

<sup>8</sup> "Are equity and sustainability a likely outcome when foxes and chickens share the same coop? Critiquing the concept of multistakeholder governance". Globalizations 14, 2017 - Issue 3 <http://www.tandfonline.com/toc/rglo20/14/3?nav=toCList>

their markets by taking part in the relaunching of African agriculture -- but imposing, in the process, their own views of the trajectory to be followed, and of the associated agronomic and economic choices<sup>13</sup>.

As part of the NAFSN, the case of SAGCOT is presented and analysed here to illustrate how foreign investments can overrule national policy and de-legitimise policy instruments. For example, in Tanzania, they have led to the lack of implementation of the Framework and Guidelines on Land Policy<sup>14</sup> and the Policy Framework for Pastoralism in Africa<sup>15</sup>, both formulated by a broad consultative and inclusive process led by the African Union. Moreover, the project has important consequences regarding fulfilment of the human right to food, especially for pastoralist communities.

#### Southern Agriculture Growth Corridor of Tanzania (SAGCOT)



© sagcot.com

### III – FOCUS ON SAGCOT AND TANZANIA

#### BOX 2: THE SOUTHERN AGRICULTURE GROWTH CORRIDOR OF TANZANIA (SAGCOT)

SAGCOT is a public-private partnership between global agribusiness corporations, the Tanzanian government and private sector, foundations and donor institutions. Its goal is to lift 2 million people out of poverty by developing infrastructure and commercial agriculture in 70 million acres of the country's most fertile land, approximately one third of mainland Tanzania in which around 9–11 million people currently live and farm.

As a pilot model of the NAFSN, the SAGCOT investment blueprint outlines a strategy for the next 20 years to achieve a “Green Revolution” in Tanzania. Driven by private-sector investments, agricultural clusters will function within a ‘nucleus farm-outgrowers’ scheme, and aim to develop commercial opportunities for investors through liberalising Tanzanian markets and transforming its policy environment<sup>16</sup>. Major foreign donors to the SAGCOT are USAID, DFID and Norway, as well as USA- and European-based corporations, such as Monsanto, Yara, Syngenta, Bayer, KPL, Unilever and Nestle. The World Bank has approved US\$70 million in credit to the SAGCOT catalytic trust fund and the Tanzania Investment Centre, also counting on €36.5 million investment through the EU Support Programme to SAGCOT<sup>17</sup>. But the project expects to mobilise US\$3.5b in investment into this region over the next 20 years.

The development discourse used by foreign investors is that thousands of jobs will be created and benefit local people. At the same time, Tanzania's national development policy narrative recognises the importance of livestock for national food security and nutrition, but portrays small-scale farmers and pastoralists as ‘ineffi-

<sup>16</sup> In SAGCOT's ‘Legal Guide to Strengthen Tanzania's Seed and Input Markets’, produced by SAGCOT with USAID and New Markets Lab for AGRA (Alliance for a Green Revolution in Africa), several key recommendations push for “trade facilitation”, easing cross-border trade procedures in Tanzania for seeds, fertilisers and agrochemicals to encourage investment. Full document at: [http://www.sagcot.com/fileadmin/documents/2016/Legal\\_Guide\\_to\\_Strengthen\\_Tanzania\\_s\\_Seed\\_and\\_Input\\_Markets.pdf](http://www.sagcot.com/fileadmin/documents/2016/Legal_Guide_to_Strengthen_Tanzania_s_Seed_and_Input_Markets.pdf)

<sup>17</sup> World Bank (2016). Project Appraisal on credit to Tanzania for SAGCOT investment project. <http://documents.worldbank.org/curated/en/621921468190165214/Tanzania-Southern-Agricultural-Growth-Corridor-of-Tanzania-SAGCOT-Investment-Project>

cient’ and in need of technological modernisation (e.g. Anti-Livestock Operation, 2006; Tanzania Livestock Modernisation Operation, 2015). Most of Tanzania's land is currently under the status of Village Land, which means it cannot be automatically sold to third parties. But fuzzy land-tenure laws and limited uptake on village land-use plans and formal certificates of land occupancy lead to low land-tenure security, risking a shift from Village Land<sup>18</sup> to General Land, which then can be sold. Large-scale land acquisitions will hinder people's access to the natural resources they depend on, such as soils, water, forest, grazing areas, and will have a high impact on crop farmers' and pastoralists' food security. This is especially of concern in the Tanzanian context, where more than 80% of rural-based communities depend entirely on land through farming, livestock-keeping, mining, fishing, hunting and gathering, or activities related to tourism. Particularly in relation to livestock, the Government of Tanzania is attracting private investors for the upgrading of large-scale National Ranching Company Limited (NARCO) ranches for modern commercial livestock production<sup>19</sup>, portraying a scenario of large land availability and political and social stability.<sup>20</sup> Meanwhile, interviews with pastoralists during a fact-finding mission (HOTL/CELEP, 2016)<sup>21</sup> revealed that social conflicts between pastoralists and small-scale crop farmers have increased since the development of SAGCOT and its intensive agriculture clusters. Community members have expressed concerns about government officials deliberately instigating conflict between crop farmers and pastoralists, in an attempt to drive pastoralists off the land.

“Over the coming decades, conflicts about access to these resources will only become worse. If you are in their way to get to these resources, plans will be made to get rid of you. If big investors want to buy land through the government, they would label you first and then portray you as a troublemaker”

- Edward Loure<sup>22</sup>

<sup>18</sup> Managed and used by the local community, including pastoralists.

<sup>19</sup> [http://www.sagcot.com/fileadmin/documents/Request\\_for\\_Pre\\_Qualification\\_Mkata\\_Ranch.pdf](http://www.sagcot.com/fileadmin/documents/Request_for_Pre_Qualification_Mkata_Ranch.pdf)

<sup>20</sup> [http://www.sagcot.com/uploads/media/2.\\_SAGCOT\\_Showcase\\_Min\\_Livestock.pdf](http://www.sagcot.com/uploads/media/2._SAGCOT_Showcase_Min_Livestock.pdf)

<sup>21</sup> Interview data gathered by journalists MK and Ebe Daems in 2016; HOTL: Hands on the Land for Food Sovereignty

<sup>22</sup> Interview by Ebe Daems (HOTL/CELEP, 2016).

Moreover, the cooperation agreement between SAGCOT and the Government of Tanzania does not include the process of Free Prior Informed Consent (FPIC)<sup>23</sup>, and testimonies from rural dwellers have confirmed the lack of any forms of consultation, restitution or compensation after forced displacements (HOTL/CELEP fact-finding mission).

Small-scale crop farmers and pastoralists are violently evicted to make way for more “productive” systems of agriculture.

These practices have serious consequences for the fulfilment of the human right to food.

#### BOX 3: THE HUMAN RIGHT TO FOOD APPROACH

The Right to Adequate Food and Nutrition (RtAFN)<sup>24</sup> is more than the right to a certain package of calories and nutrients; it states that the “right to food is realized when every man, woman and child, alone or in community with others, has physical and economic access at all times to adequate food or means for its procurement”.

This includes both the use of productive land or other natural resources to obtain food and income as well as functioning distribution, processing and market systems that can move food from the site of production to where it is demanded.

The ability to individually or communally cultivate land (on the basis of ownership or other forms of tenure) is therefore part of the basic content of the right to adequate food that must be respected, protected and fulfilled by States (FIAN, 2010).

<sup>13</sup> *ibid.*: 12

<sup>14</sup> For more information and download of the Framework and Guidelines document: <http://www.uneca.org/publications/framework-and-guidelines-landpolicy-africa>

<sup>15</sup> To access and download the document: [http://www.achpr.org/files/instruments/policy-framework-pastoralism/policy\\_framework\\_for\\_pastoralism.pdf](http://www.achpr.org/files/instruments/policy-framework-pastoralism/policy_framework_for_pastoralism.pdf) Drawing on extensive regional expert consultations conducted since 2007, the Policy Framework for Pastoralism in Africa is the first continent-wide policy initiative that aims to secure, protect and improve the lives, livelihoods and rights of African pastoralists.

<sup>23</sup> The World Bank granted a waiver to the Government of Tanzania for projects funded under the SAGCOT in terms of the application of the Operational Policy 4.10, which would ensure FPIC for project developments. For FAO's Governance of Tenure guide on how to respect the FPIC, see: <http://www.fao.org/3/a-i3496e.pdf>

<sup>24</sup> A human right established by the UN Human Rights Charter. It is guaranteed in Article 11 of the International Covenant on Economic, Social and Cultural Rights (ICESCR), being legally binding to the 160 states that ratified it. The human right to food has been interpreted by the authoritative UN Committee on Economic, Social and Cultural Rights (CESCR) in charge of supervising the implementation of the ICESCR in its General Comment 12.

## IV – ANALYSING SAGCOT

According to data collected from pastoralist communities in the SAGCOT region, violations of the RtAFN are ongoing with increasingly detrimental effects on:

- Access to/control over productive resources needed for sustaining community livelihoods (e.g. land, water, labour), increasing disputes over fertile land between pastoralists groups, pastoralists and smallholders and government/investors;
- Access to/control over inputs and production support (e.g. seeds, fertiliser, equipment, credit), including criminalisation of farmer-to-farmer seed exchanges<sup>25</sup>;
- Access to/control over markets (e.g. infrastructure such as storage facilities, roads and community market spaces);
- Availability and accessibility of adequate, diverse/healthy food (i.e. that a sufficient stock of food is physically present, available for purchase locally and affordable);
- Access to living wages (for labourers to be able to purchase sufficient food for a healthy diet, while also meeting other basic needs).

A recent report funded by the Danish Government reveals that thousands of pastoralists are being systematically evicted, with government, army and private militia's collusion, in order to free up land for local elite and foreign investors<sup>26</sup>. Pastoralists' lands are often considered un-owned and unused because of their land-use system and mobility that is fundamental for their climatic resilience. Their grazing land is therefore liable for alienation and/or re-allocation to other users. The above-mentioned fact-finding mission for HOTL and CELEP also uncovered several cases of violence during land and livestock dispossession, hindering culturally and ecologically appropriate food production methods such as pastoralism. According to journalist MK, "there are hundreds of cases of pastoralists taking regional governments to court and winning, yet the evictions continue. Sometimes these district and regional authorities are charged with contempt of court. Still they continue to evict people, burn their houses, impose 'fines' and steal their livestock.

This amounts to the national government committing gross human rights violations. The issue has reached critical proportions as this land is now being earmarked for international investors.<sup>27</sup> Investors who want land have to go through the Tanzanian Investment Centre (TIC). A TIC employee anonymously testified during the CELEP and HOTL fact-finding mission:

“  
**Now that they are revising policy, there is a strong lobby that wants to convert village land to general land in order to make it available to investors. If this happens, it will lead to large-scale land grabs.**”

This process goes against the Principle of Non-Regression, derived from international human rights law, which requires that norms already adopted by states are not revised if this implies going “backwards” on the protection of collective and individual rights. The principle is applicable to the protection of the human rights of pastoralists, which are strongly dependent on their land and natural resource rights, and abolition or changes to these rights would be to the detriment of individual pastoralists and pastoral communities. The SAGCOT project also puts forward a model of crop and livestock production that hinders traditional practices and can limit food sovereignty in Tanzania. These practices include:

- Contract farming (i.e. hub and outgrowers scheme): the power of decision-making, determining what crop to plant and which methods to use, is held by the nucleus farm, that is, by the foreign and domestic large-scale investors planting monocultures/cash crops for export;
- High dependency on external inputs such as hybrid seeds, pesticides and chemical fertilisers, and focus on high productivity (in the case of livestock, this usually means undermining indigenous breeds);
- Focus on ‘market integration’ in agribusiness (international) value chains instead of developing local territorial markets.

These processes are especially of concern as the Government of Tanzania has publically announced its plan to expand the SAGCOT model country-wide.<sup>29</sup>

<sup>27</sup> Ibid.

<sup>28</sup> For a full account: <http://www.mo.be/en/reportage/tanzania-allows-maasai-land-be-stolen-under-guise-development>

<sup>29</sup> <http://www.thecitizen.co.tz/News/Business/Tizeba--SAGCOT-ought-to-go-national/1840414-4161546-h25fja/index.html>

## V – ALTERNATIVES: ENDOGENOUS PRACTICES AND LEGAL MECHANISMS

Several endogenous practices and legal mechanisms offer alternatives to the industrial agriculture model promoted through the SAGCOT project, with its human rights violations and severe impacts on farmer livelihoods (including pastoralism and small-scale crop farming).

For pastoral systems, pastoralists have elaborated on priorities for securing their livelihoods as follows<sup>30</sup>: improving governance and security by involving pastoral societies in truly participatory governance mechanisms (Boxes 4 and Box 5); securing access to pastoral resources (water and land) (Box 5); improving connections to territorial markets (Box 6); providing



<sup>30</sup> According to the CFS HLPE 2016 on Sustainable Livestock <http://www.fao.org/3/a-i5795e.pdf>

and protecting access to public services<sup>31</sup>, including for animal and human health and ensuring adapted/simplified sanitary requirements for small-scale, artisanal, local processing; education adapted to mobile livelihoods that facilitates income and employment diversification; implementing market regulation and a fairer taxation system to enhance value-added activities through the processing and marketing of pastoral products; and devising development strategies that take into account the specific needs of pastoral systems, including mobility (CFS HLPE, 2016: 18). These practices and services, as illustrated by the relevant boxes, emphasise some of the most fundamental challenges that must be addressed to overcome the historical and ongoing marginalisation of pastoralists from national discourse, which has proven to be counterproductive for development worldwide (Manzano, 2017).

### BOX 4: FOCUS ON PASTORALIST WOMEN'S RIGHTS

At this year's Committee on World Food Security (CFS) held at FAO, a full room with a panel formed by pastoralist women's organisations leaders and advocates kicked off a global policy dialogue on **Women's empowerment for better resilience in pastoralist communities**.

They call for pastoralist-friendly policy interventions, support in capacity building, direct access to markets, and the overall recognition of pastoralist women's rights and their multiple roles as: natural resource managers, income generators, livestock producers, providers of care and social cohesion, and household managers<sup>32</sup>.

Marité Alvarez, member of WAMIP (**World Alliance of Mobile Indigenous People**) and Pastoraméricas, highlighted the need to understand pastoralist women's challenges on the base of fulfilling women's rights, and the importance of integrating women in spaces of decision making so their needs will be incorporated in public policies.

<sup>25</sup> For more information: <http://www.mo.be/en/analysis/tanzanian-farmers-are-facing-heavy-prison-sentences-if-they-continue-their-traditional-seed>

<sup>26</sup> IWGIA Report 23 Tanzanian pastoralists threatened: evictions, human rights and loss of livelihood. Copyright: IWGIA, published by IWGIA in collaboration with PINGO's Forum, PAICODEO and UCRT. Editors: IWGIA, Carol Sørensen and Diana Vinding; May 2016, Denmark.

<sup>31</sup>The lack of basic service delivery to pastoralists is widely acknowledged to be one of the most evident processes of marginalisation and exclusion by governments and policymakers (Schelling et al., 2008a; in Downie, 2011). [http://www.fao.org/fileadmin/user\\_upload/drought/docs/Pastoralism%20Good%20Practice%20and%20Lessons%20Learnt%20in%20Pastoralist%20Programming%20-%20DRAFT\\_2\\_27\\_09\\_2011.pdf](http://www.fao.org/fileadmin/user_upload/drought/docs/Pastoralism%20Good%20Practice%20and%20Lessons%20Learnt%20in%20Pastoralist%20Programming%20-%20DRAFT_2_27_09_2011.pdf)

<sup>32</sup>These roles were especially highlighted by the presentation of Ann Waters-Bayer, CELEP.

## BOX 5: GOVERNANCE OF PASTORAL LANDS

**Certificate of Customary Rights of Occupancy to Maasai Women in Tanzania.**

History was made this year (2017) as Maasai pastoralist women receive certificates which secure their tenure rights and the use of land for economic benefits. This process was supported and facilitated by the non-profit environmental and social justice organisation, Ujamaa Community Resources Team (UCRT). UCRT carried out land-use planning and good governance seminars, implementing the Tanzanian Land Act 5 (or Village Land Act) to the benefit of women. The certificate is especially important for widows with only female children, since they cannot inherit property according to Maasai tradition<sup>33</sup>.

**Governing transhumance corridors in Cameroon.**

In the far north Province of Cameroon, as in the rest of Chad Basin, mobile pastoralists use an open system of resource allocation. This means that all pastoralists, regardless of class, ethnicity or nationality, have free access to common-pool grazing resources (Moritz et al., 2014). Pastoralists use common grazing resources across the region through transhumance corridors that connect seasonal grazing lands. However, in recent decades there has been increasing pressure on grazing lands as well as on the corridors linking the seasonal grazing areas due to demographic pressures and economic development (ibid.).

To protect pastoral resources and transhumance corridors, local and national solutions are envisioned. Niger's Rural Code is one example of national legislation that secured existing corridors and recognised pastoralists' user rights of grazing resources (IUCN, 2011; in Moritz et al., 2014). In Cameroon, NGOs and governments used ordinances and administrative procedures such as the decree for settling agropastoral conflicts (n° 78-263) to delimit and protect pastoral infrastructure in the far north region of Cameroon. The critical step in this process was motivating and organizing the different stakeholders including pastoralists, crop farmers, and both traditional and governmental authorities, to delimit and protect (through consensus) transhumance corridors, overnight campsites and pastoral zones (ibid.).

## BOX 6: PASTORALIST SYSTEMS: TERRITORIAL DAIRY MARKETS IN SOMALIA

Milk is highly valued in the Somali food tradition and is an integral part of pastoral staple food. In Somaliland, milk is mainly produced in a traditional system based on nomadic or semi-nomadic, low-output but also low-input indigenous breeds of camels, zebu cattle and goats, and its marketing system is efficient and sustainable. Trading along the milk chain in the country largely operates through a shared culture, values and trust. This is highlighted by a unique system (known as "Hagbed") in operation in Somaliland, whereby producers organise themselves in groups of 10–15, with the objective of minimising operational costs. Members of the group contribute towards the daily milk requirements of their customers. The milk is then sold to customers on behalf of one of the producers in the group at a time. The selected producer retains the money. Then s/he contributes milk to another producer in the group the following day. This operation is repeated until all members of the group have had a chance to sell milk. This indigenous system benefits the consumers in ensuring a relatively regular supply of milk. It also ensures that all actors have an equal opportunity to access customers and a guaranteed income. This "informal" marketing method plays an important role in food security and should therefore be supported by appropriate policies. This can be achieved through lobbying for policies and services that recognise and favour this kind of "invisible" trade (Terra Nuova, East Africa).

As a response to and in order to prevent human rights violations to peasants, ongoing discussions held in Geneva are advancing a **United Nations (UN) Declaration on the Rights of Peasants and other people living in rural areas**<sup>34</sup>, furthering recognition for the need of an international legal instrument to protect and fulfil peasants' (including pastoralists') rights to access, use and manage land, water and forests necessary for their livelihoods. Policy discussions around collective rights are especially key in the case of common lands used and managed by pastoralists, and those have been addressed by several CFS recommendations, including the Voluntary Guidelines for Responsible Governance of Tenure (VGGTs)<sup>35</sup> and the Principles for Responsible Investment in Agri-

<sup>34</sup> <http://www.ohchr.org/EN/HRBodies/HRC/RuralAreas/Pages/3rdSession.aspx>

<sup>35</sup> <http://www.fao.org/docrep/016/i2801e/i2801e.pdf> and the Popular Manual: <http://www.foodsovereignty.org/wp-content/uploads/2016/06/peoplesmanual.pdf>

culture and Food Systems (RAI)<sup>36</sup>, always framed under the progressive fulfilment of the Right to Food. Furthermore, an inclusive process of deliberation in the CFS led to a policy convergence on **Connecting Smallholders to Markets**<sup>37</sup>, which speaks to the importance of recognising and supporting **territorial food systems**. The policy recommendations call for short food-distribution chains that are inclusive and diversified, and allow control and autonomy for smallholders (and pastoralists). As another endogenous practice, peasant **agroecology** values traditional ecological knowledge and farmer-to-farmer exchanges, having a holistic vision of ecosystems, recognising territorial processes and diversity, local seeds and breeds, fostering self-determination and autonomy, and recognising people's customs and tenure systems.

Recent research<sup>38</sup> shows that agroecology is a feasible pathway to enhance land productivity, improve availability of nutritious and diverse food, increase climate resilience and mitigate climate change, reduce rural poverty, empower small-scale food producers, including women and youth, while sustaining their sovereignty and autonomy over their genetic resources (e.g. seeds and breeds)<sup>39</sup>. This is confirmed by data showing that small-scale farmers are able to produce most of the world's food and are by no means less efficient than industrial agriculture (Samberg et al., 2016).

States should support these practices, which respect pastoral tenure systems and traditional knowledge, while recognising its importance in food provisioning and economic support in and beyond their local communities. Momentum is gradually growing as indicated by the increasing attention to pastoralist voices for adequate public policymaking and the respect, protection and fulfilment of their human rights (Box 7).

<sup>36</sup> [http://www.fao.org/fileadmin/templates/cfs/Docs1314/rai/CFS\\_Principles\\_Oct\\_2014\\_EN.pdf](http://www.fao.org/fileadmin/templates/cfs/Docs1314/rai/CFS_Principles_Oct_2014_EN.pdf)

<sup>37</sup> For a full account on the process and outcomes: <http://www.csm4cfs.org/working-groups/connecting-smallholders-to-markets/>

<sup>38</sup> ActionAid. 2012. Fed up: now's the time to invest in agroecology; FAO. 2015. Final Report for the International Symposium on Agroecology for Food Security and Nutrition. 18 and 19 September 2014, Rome, Italy; IAASTD. 2008. Agriculture at a crossroads, International Assessment of Agriculture, Knowledge, Science and Technology for Development, Washington DC: IAASTD; IPES-Food. 2016. From uniformity to diversity: a paradigm shift from industrial agriculture to diversified agroecological systems. International Panel of Experts on Sustainable Food systems. Oxfam-Solidarity. 2014. Scaling-up agroecological approaches: what, why and how?

<sup>39</sup> CONCORD Brief on agroecology and resilience (2017).

## BOX 7: EMERGENCE OF A GLOBAL MOVEMENT TO STRENGTHEN PASTORALIST VOICES

In recent years, there has been an increase in the global organisation and voice of pastoralists, particularly under the banner of "mobile indigenous peoples".

In 2003, 26 mobile peoples from 4 continents formed the global alliance WAMIP. Currently, they represent pastoralist communities at international-level policy debates and convergence, as an active member of the Civil Society Mechanism (CSM) of the UN Committee on World Food Security (CFS).

In 2007, pastoralist representatives from over 60 countries gathered in Segovia, Spain, and released the **Segovia Declaration of Nomadic and Transhumant Pastoralists** (Spain, 14 September 2007). This declaration calls on governments and international organisations to "seek prior and informed consent before all private and public initiatives that may affect the integrity of mobile indigenous peoples' customary territories, resource management systems and nature".

The **Mera Declaration** (India, November 2010) was made by pastoralist women's representatives from over 40 countries and explicitly refers to women pastoralists' rights, calling on governments and others to "ensure and defend pastoral access to resources, including (...) traditional grazing lands" and to "respect traditional grazing territories and migratory patterns (...) in consultation with pastoralist women".

In a similar vein, pastoralists from 50 countries released the **Kiserian Pastoralist Statement** (Kenya, 15 December 2013) calling for "protection of pasture and grazing land strictly for the practice of pastoralism; ensuring land rights, grazing rights and livestock keepers' rights; protection of migratory routes; ensuring a mechanism that promotes participation in politics, decision-making and policy formulation; and empowerment of pastoral organizations and pastoralist communities/ societies through institutional strengthening and capacity building" (FAO, 2016: 31).

The global pastoralist movement, built across these years (Bassi 2017), has increased its relevance and advocacy capacity to the point of being a fundamental stakeholder in pastoralist policy discussions (Manzano & Agarwal 2015).<sup>40</sup>

<sup>40</sup> <http://www.fao.org/3/a-i5771e.pdf>

<sup>33</sup> For more information: <http://www.ujamaa-crt.org>; and <http://www.thecitizen.co.tz/magazine/businessweek/History-made-as-Maasai-women-own-land/1843772-3992234-pqib40z/index.html>

## VI - RECOMMENDATIONS

### We call on all Governments participating in the New Alliance to:

- Ensure transparency and accountability for all transactions and deals within the New Alliance for Food Security and Nutrition. Governments should ensure that all other policies and programmes on food and nutrition security are coherent with their international human rights obligations, including in relation to the right to adequate food and nutrition, following the Food and Agricultural Organizations' Guidelines on the Right to Food, and the UN Committee on World Food Security's Land Tenure Guidelines;<sup>41</sup>
- Withdraw from projects and policy commitments that fail to promote the right to food, that undermine land access and tenure rights of women and communities, or that prioritise business interests over those of marginalised population groups and the environment;
- Always defend the right to Free, Prior and Informed Consent of all communities affected by land deals and their full participation in the governance of land natural resources;
- Require full transparency of contracts and binding commitments for companies on rural employment and living wages, respecting International Labour Organisation (ILO) conventions with provisions for continual monitoring;
- Implement the policy recommendations on Sustainable Agriculture Development for Food Security and Nutrition: What roles for livestock?<sup>42</sup> Regarding

<sup>41</sup> Voluntary Guidelines on the Responsible Governance of Tenure of Land, Fisheries and Forests in the Context of National Food Security

<sup>42</sup> <http://www.fao.org/3/a-bq854e.pdf>,

a. Enhance the effectiveness, sustainability, and resilience of pastoral systems for food security and nutrition;



© FAO/Leon F.Cabeiro

ing specific systems, and Connecting Smallholders to Markets<sup>43</sup>, approved at the CFS 43 in 2016, in its development interventions as well as in Europe;

- Respect and facilitate the implementation of endogenous legal tools such as the African Union Policy Framework for Pastoralism in Africa during development interventions.

### To the European Union:

- Include civil society and social movements, including African farmer/pastoralist organisations, in the monitoring of the implementation of the VGGTs and other CFS outcomes;
- Respect the EU Food Security Policy Framework when implementing development policies and framing funding opportunities/proposals aimed at reducing hunger and malnutrition;
- Contribute proactively and constructively to the process for the elaboration of a binding UN treaty on business and human rights;
- Develop a technical note on pastoralism as a formal recognition of the European Commission of its' value.

b. Enable pastoralists' mobility, including transboundary passage as appropriate; securing access to land, water, markets and services, adaptive land management, and facilitate responsible governance of common resources, in accordance with national and international laws;

c. Enhance the role of pastoralist organizations and strengthen public policies and investments for the provision of services adapted to the needs and ways of life of pastoralists and their mobility, including promoting gender equality and addressing the specific needs and roles of women within pastoralist communities.

<sup>43</sup> <http://www.fao.org/3/a-bq853e.pdf>

## REFERENCES

African Union 2010. Policy Framework for Pastoralism in Africa.

Bassi, M. 2017. Pastoralists are peoples: key issues in advocacy and the emergence of pastoralists' rights. *Nomadic Peoples* 21, 4-33.

Borras et al. 2016. Land grabbing and human rights: The involvement of European corporate and financial entities in land grabbing outside the European Union, European Parliament (Subcommittee on Human Rights). Accessed online: <http://www.celep.info/wpcontent/uploads/2016/06/Land-grabbing-and-human-rights.pdf>

CELEP 2017. Policy Brief: Recognising the role and value of pastoralism and pastoralists.

CONCORD 2017. Policy Brief: Agroecology and resilience. De Schutter, O. 2015. *The New Alliance for Food Security and Nutrition in Africa*, European Parliament (DEVE), Brussels, 16 November 2015.

European Forum on Nature Conservation and Pastoralism 2015. Europe's wood pastures: condemned to a slow death by the CAP? A test case for EU agriculture and biodiversity policy.

European Shepherd Network 2015. Koblenz-Ehrenbreitstein Declaration. European Pastoralists Assembly: Koblenz, Germany.

FAO (Food and Agriculture Organization of the United Nations) 2016. Improving Governance of Pastoral Lands. Accessed online: <http://www.fao.org/3/a-i5771e.pdf>

FIAN (2010) Land Grabbing in Kenya and Mozambique. Accessed online: [http://www.fian.org/fileadmin/media/publications\\_2015/2010\\_4\\_Landgrabbing\\_Kenya\\_Mozambique\\_e.pdf](http://www.fian.org/fileadmin/media/publications_2015/2010_4_Landgrabbing_Kenya_Mozambique_e.pdf)

FIAN for HOTL 2017. Land Grabbing and Human Rights: The Role of EU Actors Abroad. Accessed online: [https://www.tni.org/files/publication-downloads/web\\_eng.pdf](https://www.tni.org/files/publication-downloads/web_eng.pdf)

Gerber, P.J., Steinfeld, H., Henderson, B., Mottet, A., Opio, C., Dijkman, J., Falcucci, A. & Tempio, G. 2013. *Tackling climate change through livestock – A global assessment of emissions and mitigation opportunities*. Rome: FAO.

Haddad, F. 2014. Rangeland resource governance – Jordan. In P. Herrera, J. Davies & P. Manzano Baena (eds). *The governance of rangelands: collective action for sustainable pastoralism*, pp. 45–61. London: Routledge.

High Level Panel of Experts for CFS 2016. Sustainable agricultural development for food security and nutrition: what roles for livestock? <http://www.fao.org/3/a-i5795e.pdf>

IFAD and IWGIA 2012. Country Technical Notes on Indigenous Peoples' issues, The United Republic of Tanzania. Accessed online: <https://www.ifad.org/documents/10180/ce1a82cf-9a25-4405-b71e-e3e44394d003>

The International Forum on Agroecology 2015. Declaration of the International Forum on Agroecology. Organised by: Coordination Nationale des Organisations Paysannes du Mali (CNOP Mali) as chair; La Via Campesina (LVC), Movimiento Agroecológico de América Latina y el Caribe (MAELA), Réseau des organisations paysannes et de producteurs de l'Afrique de l'Ouest (ROPPA), World Forum of Fish Harvesters and

Fishworkers (WFF), World Forum of Fisher Peoples (WFFP), World Alliance of Mobile Indigenous Peoples (WAMIP), More and Better (MaB). Nyéléni, Mali.

IWGIA Report 23. 2016. Tanzanian Pastoralists Threatened: Evictions, Human Rights Violations and Loss of Livelihoods. Accessed online: <https://www.iwgia.org/images/documents/popular-publications/report-23-tanzania-for-eb.pdf>

Kratli, S. and Dyer, C. 2009. Mobile Pastoralists and Education: Strategic Options (2009) International Institute for Environment and Development. <http://pubs.iied.org/pdfs/10021IIED.pdf>

Krätli S. 2014. If not counted does not count? A programmatic reflection on methodology options and gaps in Total Economic Valuation studies of pastoral systems. London: International Institute for Environment and Development (IIED).

Krätli S, Hülsebusch C, Brooks S & Kaufmann B. 2013. Pastoralism: a critical asset for food security under global climate change. *Animal Frontiers* 2(5): 42–50.

Krätli S & Schareika N. 2010. Living off uncertainty: the intelligent animal production of dryland pastoralists. *European Journal of Development Research* 22(5): 605–622.

Krätli S. 2015. Valuing variability: new perspectives on climate-resilient drylands development. London: IIED.

Manzano, P. 2015. Pastoralist ownership of rural transformation: the adequate path to change. *Development* 58: 326–332. doi:10.1057/s41301-016-0012-6

Manzano, P. 2017. Development interventions on pastoralist areas: a new decision matrix to identify win-win situations and no-go zones. *Solutions* 9 (3), <https://www.thesolutionsjournal.com/article/development-interventions-pastoralist-areas-new-decision-matrix-identify-win-win-situations-no-go-zones/>

Manzano, P.; Agarwal, M. 2015. Pastoralist participation and networking in policy dialogue: dimensions in challenges. *Perspectives* 18, 1-16.

Manzano, P. and Salguero, C. 2017. Mobile Pastoralism in the Mediterranean: Arguments and evidence for policy reform and to combat climate change. Mediterranean Consortium for Nature and Culture.

Moritz, M., B. L. Catherine, A. K. Drent, S. Kari, A. Mouhaman, and P. Scholte. 2013. Rangeland governance in an open system: protecting transhumance corridors in the Far North province of Cameroon. *Pastoralism: Research, Policy and Practice* 3(1):26.

Samberg, Leah H., James S Gerber, Navin Ramanku y, Mario Herrero and Paul C. West. 2016. Subnational distribution of average farm size and smallholder contributions to global food production. *Environmental Research Letters* 11, 124010 doi:10.1088/1748-9326/11/12/124010

Transnational Institute, 2013. Land concentration, land grabbing and peoples' struggles in Europe. Accessed online: [https://handsontheland.net/wp-content/uploads/2016/06/land\\_in\\_europe.pdf](https://handsontheland.net/wp-content/uploads/2016/06/land_in_europe.pdf)

Via Campesina 2017. Moving towards a UN Declaration on the Rights of Peasants and other People Working in Rural Areas. Accessed online: <https://viacampesina.org/en/moving-towards-a-un-declaration-on-the-rights-of-peasants-and-other-people-working-in-rural-areas/>

**AUTHORS | Flora Sonkin and Paola de Meo.**

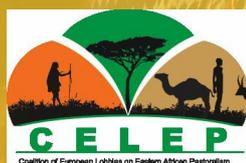
*The authors thank Ann Waters-Bayer, Koen van Troos, Lucy Wood, Mikael Bergius and Pablo Manzano for their thorough comments on earlier drafts of this brief.*



Centro per il Volontariato - Onlus

Terra Nuova is an Italian NGO founded in 1969, and works in Central and Latin America, Africa and Europe on food sovereignty, fair economy and human rights.

[www.terranuova.org](http://www.terranuova.org)



CELEP is the Coalition for the European Lobbies for Eastern African Pastoralism, and works for explicit recognition and support of pastoralism and pastoralists in the drylands of Eastern Africa.

[www.celep.info](http://www.celep.info)



Hands on the Land for Food Sovereignty is a collective campaign to raise awareness on the use and governance of land, water and natural resources and its effects on the realisation of the right to food and food sovereignty.

[www.handsontheland.net](http://www.handsontheland.net)

Layout | Alessandra Accardo

Cover Photo | © FAO/ Retlaw Snellac Photography

Photos | © FAO/Leon F.Cabeiro - © Ebe Daems - ©SAGCOT



© European Union, 2017 - Responsibility for the information and views set out in this publication lies entirely with the authors. The content of this publication does not reflect the official opinion of the European Union.