



Funded by
the European Union



Food and Agriculture
Organization of the
United Nations

EASTERN AND SOUTHERN AFRICA PASTORALISTS NETWORK (ESAPN) ADVOCACY STRATEGY



***Enhancing Pastoralists' Access to and Use of Cross-Border Rangeland
Resources in Eastern Africa***

Kampala, March 2026

PLACE



Table of Contents

Kampala, March 2026	1
Table of Contents	i
Abbreviations and Acronyms	iii
Executive Summary.....	v
1. Introduction	1
1.1 Rationale for the Advocacy Strategy.....	1
1.2. Purpose and objectives of the Advocacy Strategy.....	2
1.1. Methodology used to develop the strategy	3
1.2. Structure of the Advocacy Strategy	3
2. Context and Situational Analysis.....	3
2.1. Regional Context.....	3
2.2. Policy and Institutional Landscape.....	4
2.2.2. Continental Level: Policy Framework for Pastoralism and Framework and Guidelines on Land Policy in Africa (F&G)	6
2.2.3. Regional Level: EAC and IGAD.....	7
2.3. Challenges and Opportunities.....	9
3. Stakeholder and Power Mapping	10
3.1. Influence pathways: how change happens.....	10
4. The advocacy framework.....	12
4.1. Advocacy objectives.....	12
4.2. Approach.....	13
4.3. Principles.....	13
4.4. Levels of engagement and targets.....	13
5. Advocacy strategies and approaches.....	14
5.1. Advocacy approaches	14
5.2. Advocacy tools	15
5.3. Advocacy channels.....	16
6. Implementation Framework	17
6.1. Institutional arrangements	17
6.2. Coordination mechanisms	18
6.3. Resourcing and partnerships	19
6.4. Capacity strengthening	19
6.5. Monitoring, evaluation and learning (MEL).....	20

References	21
Policies and Strategies	21
Schedule 1: Stakeholder mapping table	22

Abbreviations and Acronyms

ACIAR	Australian Centre for International Agricultural Research
AfCFTA	African Continental Free Trade Area
AfDB	African Development Bank
ARBE	(AUC) Department for Agriculture, Rural Development, Blue Economy, and Sustainable Environment
ASALs	Arid and Semi-Arid Lands
AU	African Union
AUC	African Union Commission
CAADP	Comprehensive Africa Agriculture Development Programme
CBD	Convention on Biological Diversity
CFS	Committee on World Food Security
COPACSO	Coalition of Pastoralist Civil Society Organizations
CRDD	Center for Research and Development in Drylands
DLCI	Drylands Learning and Capacity Building Initiative
EAC	East African Community
EALA	East African Legislative Assembly
ECOWAS	Economic Community of West African States
ESAPN	Eastern and Southern Africa Pastoralist Network
EU	European Union
F&G	Framework and Guidelines on Land Policy in Africa
FAO	Food and Agriculture Organization of the United Nations
FCDO	Foreign, Commonwealth and Development Office
IBLI	Index-Based Livestock Insurance
ICPAC	IGAD Climate Prediction and Applications Centre
ICPALD	IGAD Centre for Pastoral Areas and Livestock Development
IFAD	International Fund for Agricultural Development
IGAD	Intergovernmental Authority on Development
IIED	International Institute for Environment and Development
ILO	International Labour Organization
ILRI	International Livestock Research Institute
IMPACT	Indigenous Movement for Peace Advancement and Conflict Transformation
INGOs	International Non-Governmental Organizations
IOM	International Organization for Migration
ITC	IGAD Transhumance Certificate
IWGI	Indigenous Women and Girls Initiative
IYRP	International Year of Rangelands and Pastoralists
KHH	Karamoja Herders of the Horn

LPI	Land Policy Initiative
MEL	Monitoring, evaluation and learning
MNOs	Mobile Network Operators
MSs	Member States
NAPs	National Adaptation Plans
OCHA	(UN) Office for Coordination of Humanitarian Affairs
PARAAN	Pastoralists Alliance for Resilience and Adaptation Across Nations
PENHA	Pastoral and Environmental Network in the Horn of Africa
PFE	Pastoralists Forum Ethiopia
PINGOs	Pastoralists Indigenous Non-Governmental Organizations
PLACE	Pastoralism and Livestock Adaptation to Climate Change in Eastern Africa
RAP	Regional Agricultural Policy
RAIP	Regional Agricultural Investment Plan
RECONCILE	Resource Conflict Institute
RECs	Regional Economic Communities
RRMSF	Regional Rangeland Management Strategic Framework
SDC	Swiss Agency for Development and Cooperation
SDGs	Sustainable Development Goals
TFCAs	Transfrontier Conservation Areas
TWGs	Technical Working Groups
UNCCD	United Nations Convention to Combat Desertification
UNDP	United Nations Development Programme
UNDRIP	United Nations Declaration on the Rights of Indigenous Peoples
UNECA	United Nations Economic Commission for Africa
UNEP	United Nations Environment Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNFCCC	United Nations Framework Convention on Climate Change
UNGA	United Nations General Assembly
UNHCR	United Nations High Commissioner for Refugees
VGGT	Voluntary Guidelines on the Responsible Governance of Tenure of Land, Fisheries and Forests in the Context of National Food Security
WFP	World Food Programme
XCEPT	Cross-Border Conflict Evidence, Policy and Trends

Executive Summary

Pastoralism is a central livelihood and production system in Eastern Africa, sustaining millions of people across the region's arid and semi-arid lands (ASALs) and contributing significantly to food security, regional trade, ecosystem management, and climate adaptation. Mobility—the strategic movement of livestock and herders within and across national borders—is fundamental to the sustainability of pastoral systems, enabling effective management of variable rangeland resources, reducing climate risk, and supporting regional livestock economies. Despite its importance, pastoralism continues to be marginalised within policy, legal, and investment frameworks, with mobility frequently treated as a problem to be controlled rather than a rational and adaptive production strategy.

This Advocacy Strategy has been developed by the Eastern and Southern Africa Pastoralist Network (ESAPN) to address the persistent policy and institutional barriers that constrain pastoralists' access to and use of shared cross-border rangeland resources. Supported by the FAO–EU Pastoralism and Livestock Adaptation to Climate Change in Eastern Africa (PLACE) programme, the Strategy provides a coherent framework for strengthening collective advocacy by pastoralist organisations and their allies at national, regional and continental levels. Its overarching aim is to ensure that pastoralist mobility, rangeland governance, and climate resilience are recognised, protected, and actively supported through aligned policies, laws, and institutional practices.

The Strategy is grounded in a clear understanding of pastoralism as a productive, adaptive, and climate-resilient system, and draws extensively on global, continental, and regional normative frameworks that already recognise pastoralists' rights and contributions. These include ILO Convention No. 169, the United Nations Declaration on the Rights of Indigenous Peoples (UNDRIP), the Voluntary Guidelines on the Responsible Governance of Tenure (VGGT), the Sustainable Development Goals (SDGs), the African Union Policy Framework for Pastoralism, and the Framework and Guidelines on Land Policy in Africa. At the regional level, the Strategy prioritises engagement with the East African Community (EAC) and the Intergovernmental Authority on Development (IGAD), particularly in relation to the domestication and implementation of the IGAD Protocol on Transhumance and the harmonisation of livestock, land, and environmental governance frameworks.

The Strategy responds to a policy environment characterised by fragmentation, weak coordination, and inconsistent implementation across national borders. Pastoralists continue to face insecure land tenure, erosion of customary governance systems, expanding land grabs, and increasing restrictions on mobility, all of which are exacerbated by climate change, conflict, and chronic underinvestment in pastoral areas. At the same time, the Strategy recognises emerging opportunities, including growing continental and regional recognition of pastoralism, increased global attention to climate-resilient dryland systems, and the strengthening of pastoralist networks and representative platforms.

ESAPN's theory of change recognises that policy and institutional reform affecting pastoral mobility and rangeland governance is non-linear and multi-layered. Change emerges through interconnected influence pathways operating simultaneously at continental, regional, national and local levels. Continental norms and political commitments shape regional protocols and strategies, which are in turn domesticated through national laws and policies. At the same time, bottom-up mobilisation by pastoralist organisations, civil society actors, and customary institutions generates social and political pressure for reform and ensures that policy processes remain grounded in lived realities. These pathways are reinforced by

credible evidence, regional cooperation, market incentives, and crises—such as droughts and conflict—that create windows of opportunity for innovation and reform.

Guided by this understanding, the Strategy sets out five core advocacy objectives: strengthening policy and legal recognition of pastoral mobility and rangeland governance; harmonising regional approaches within the EAC and IGAD; enhancing investment in pastoralist-led, climate-resilient systems; shifting public and policy narratives on pastoralism; and building strong pastoralist networks and constituencies for collective action. Advocacy efforts will be underpinned by principles of pastoralist leadership and agency, evidence-informed engagement, inclusivity and equity, regional coherence, constructive partnership, and adaptive strategy.

To translate these objectives into action, the Strategy sets out a comprehensive advocacy framework that combines several mutually reinforcing approaches. These include multi-level institutional engagement with continental, regional, national and local governance processes; coalition building among pastoralist organisations, civil society, research institutions and development partners; evidence-based persuasion to inform policy debates; diplomatic engagement with policymakers and technical institutions; and strategic communication to shift public narratives on pastoralism. The Strategy also identifies practical advocacy tools, channels for engagement, institutional arrangements for coordination across the ESAPN network, and a monitoring, evaluation and learning framework to track influence and support adaptive implementation.

This Strategy will be implemented through a multi-level approach combining institutional engagement, coalition-building, evidence-based persuasion, diplomatic dialogue, and public narrative change. The Strategy outlines practical advocacy tools—including policy briefs, legislative analyses, stakeholder engagement packs, strategic communications, and convening platforms—and identifies key channels for engagement across African Union (AU) organs, Regional Economic Communities (RECs), national parliaments and ministries, donor platforms, community institutions, and private-sector actors. Particular emphasis is placed on engaging Parliamentary Pastoralist Groups (PPGs), strengthening oversight and accountability, and ensuring that women and youth play a meaningful role in advocacy and decision-making.

ESAPN Secretariat will coordinate Implementation of the Strategy in close collaboration with member organisations,¹ regional coordination nodes, and a Technical Advisory Group. Clear institutional arrangements, coordination mechanisms, and resourcing strategies are set out to ensure coherence, responsiveness, and sustainability. A robust monitoring, evaluation, and learning framework will track policy influence, behavioural change among key actors, and shifts in public narratives, enabling adaptive management and continuous learning.

Ultimately, this Advocacy Strategy positions ESAPN as a central regional platform for coordinated, informed, and sustained advocacy on pastoralist mobility, rangeland governance, and climate resilience. By leveraging existing normative frameworks, strengthening alliances, mobilising credible evidence, and engaging strategically across governance levels, ESAPN seeks to contribute to more inclusive policies, resilient pastoral livelihoods, and equitable development pathways in Eastern Africa.

¹ Pastoralist Forum Ethiopia, Indigenous Women and Girls Initiative (Kenya), Pastoralist Pastoral and Environmental Network in the Horn of Africa (Somalia), Peace Corps South Sudan, Pastoralists Indigenous Non-Governmental Organization's Forum (Tanzania) and the Coalition of Pastoralist Civil Society Organisations (Uganda).

1. Introduction

This Advocacy Strategy has been developed by the Eastern and Southern Africa Pastoralist Network (ESAPN), a regional platform that brings together pastoralist organizations, civil society networks, and development partners working to promote the rights, livelihoods, and resilience of pastoralist communities across Eastern and Southern Africa. The Strategy establishes a framework for mobilizing pastoralists to engage effectively in regional governance, development planning and decision-making processes, with the aim of ensuring policy recognition and support for the vital contributions of mobile livestock systems to regional food security, economic growth, and climate adaptation.

The development of the Advocacy Strategy has been made possible through the support of the Pastoralism and Livestock Adaptation to Climate Change in Eastern Africa (PLACE) programme, funded by the European Union (EU) through the Food and Agriculture Organization of the United Nations (FAO). The overall objective of the PLACE programme is to contribute to the development of sustainable, climate-resilient pastoral systems in Eastern Africa that improve the livelihoods of pastoral communities. Support for this Strategy contributes to the achievement of Outcome 3 (social pillar) of the programme, which aims to *“strengthen advocacy and policy implementation for pro-pastoral development contributing to cross-border peace and security”*. The PLACE programme is committed to strengthening ESAPN to advocate and lobby the East Africa Legislative Assembly (EALA) and national parliaments (Ethiopia, Kenya, Somalia, South Sudan Tanzania and Uganda) for the development and implementation of pro-pastoralist policies in Eastern and Southern Africa.

Against this background, this Advocacy Strategy provides a coherent framework through which ESAPN and its members can articulate shared advocacy priorities, mobilise evidence and partnerships, and engage strategically with regional and national institutions to influence policies affecting pastoral mobility, rangeland governance, and climate resilience. The Strategy identifies the key policy and institutional barriers affecting pastoralists’ access to shared rangeland resources and maps the actors and power dynamics that shape decision-making across continental, regional, national, and local levels. It also sets out clear advocacy objectives and outlines a set of mutually reinforcing approaches—including multi-level institutional engagement, coalition building, evidence-based persuasion, diplomatic dialogue, and strategic communication—supported by practical advocacy tools, coordinated implementation arrangements, and monitoring systems designed to track influence and support adaptive learning across the ESAPN network.

1.1 Rationale for the Advocacy Strategy

Pastoralism in Eastern Africa faces multiple and complex challenges, including rangeland degradation, climate variability, land-use change, and increasing restriction of traditional mobility routes. Addressing these challenges requires supportive policies that recognise pastoral livelihood systems, production strategies, and land-use practices, and that enable pastoralists to access and manage rangeland resources across ecological landscapes that often extend beyond national boundaries. However, the policy environment in the region has historically been characterised by frameworks that are either blind to pastoralism or explicitly anti-pastoralist.

Overcoming these barriers requires engagement with a wide range of stakeholders whose decisions shape pastoral mobility and rangeland governance. These include national governments and their ministries responsible for livestock, land, environment, security, and regional integration; regional organisations such as the Intergovernmental Authority on Development (IGAD) and the East African Community (EAC); continental institutions of the African Union responsible for land policy, pastoralism, and climate

resilience; development partners and international organisations that influence policy priorities and investments; civil society organisations and pastoralist networks that represent community interests; and private-sector actors involved in livestock value chains and cross-border trade.

Although pastoralism has received increasing recognition in recent years as an important livelihood and production system in Eastern Africa, this recognition has not yet translated into coherent and supportive policy frameworks. In practice, the policy environment in the region continues to be characterised by fragmented legal and institutional arrangements that fail to adequately accommodate pastoral mobility. Although cross-border mobility is essential for managing rangeland variability and sustaining livestock production, pastoralists continue to face weak institutional coordination, restrictive border management practices, and limited legal recognition of their rights to access and use shared rangeland resources.

As a regional network, ESAPN is well positioned to advocate for enhanced pastoral access to cross-border rangeland resources by engaging with the African Union (AU) and Regional Economic Communities (RECs), namely, the East African Community (EAC) and the Intergovernmental Authority on Development (IGAD). Cross-border mobility and regional livestock trade make pastoralism a major concern for the RECs, and by engaging them, ESAPN will promote the harmonization of policies and their effective implementation to sustain transboundary pastoral systems.

This Advocacy Strategy provides a coherent framework for ESAPN and its members to engage in a coordinated and systematic way with RECs and their Member States (MSs), civil society, development partners, and the private sector to address policy and institutional barriers to pastoral mobility and resource access. As a tool for collective action, the Strategy enables members of the network to articulate clear advocacy priorities, mobilize evidence and partnerships, and influence reform processes in favour of pastoralist communities.

ESAPN is alive to the fact that regional and national policies are greatly influenced by global and international processes, including the United Nations Framework Convention on Climate Change (UNFCCC), the Convention on Biological Diversity (CBD), the United Nations Convention to Combat Desertification (UNCCD), and the International Year of Rangelands and Pastoralists (IYRP). It will endeavour to facilitate effective engagement of its members with these processes so that they may use them as platforms for capacity development and for creating solidarity for advocacy on conservation, carbon credit schemes, mining and other investments that affect land and natural resource rights of pastoralists. ESAPN will work with its members and partners to commission studies, facilitate petitions, develop and disseminate policy briefs and establish dialogues with like-minded actors and stakeholders to secure the rights of pastoralists.

1.2. Purpose and objectives of the Advocacy Strategy

The overall purpose of this Advocacy Strategy is to guide and coordinate regional and national advocacy efforts to improve pastoralists' access to shared cross-border rangeland resources. ESAPN members will use the strategy to influence policy, legal, and institutional frameworks governing pastoralism and rangeland management, with a particular focus on:

- enabling cross-border mobility and resource use;
- strengthening institutional coordination among key regional and national actors;
- enhancing recognition and protection of pastoralists' rights, including tenure security and access to natural resources; and
- supporting climate adaptation, resilience, and sustainable livelihoods for pastoral communities across the region.

1.1. Methodology used to develop the strategy

The Advocacy Strategy was developed through a participatory and consultative process in close collaboration with the ESAPN Secretariat and member organizations. The process involved the following five key steps:

- (i) **Inception and planning:** consultations with ESAPN to agree on scope, methodology, deliverables and the work plan;
- (ii) **Situational and policy analysis:** review of regional, continental, and global frameworks on pastoralism, mobility, and rangeland governance to identify policy opportunities, challenges and gaps;
- (iii) **Stakeholder and power mapping:** Identification of key actors, influence pathways, and potential alliances;
- (iv) **Strategy development:** formulation of advocacy objectives, key messages, and implementation mechanisms; and
- (v) **Validation and finalization:** review and validation through consultations with ESAPN members and key stakeholders.

This iterative and consultative process ensures that the Advocacy Strategy reflects the perspectives and priorities of pastoralist communities, aligns with ESAPN's strategic plan, and complements ongoing regional and continental initiatives on pastoralism and climate adaptation.

1.2. Structure of the Advocacy Strategy

The Advocacy Strategy is organized into six chapters. Following this introduction, chapter 2 presents the situational and policy context for pastoralism in the Eastern and Southern Africa region, forming the basis of the advocacy agenda; chapter 3 summarizes the stakeholder and power mapping, identifying major stakeholders and their relationships; chapter 4 defines the advocacy framework, including goals, objectives, and principles; chapter 5 outlines strategic approaches, thematic priorities and key messages; and chapter 6 presents the implementation framework.

2. Context and Situational Analysis

This chapter presents an overview of the regional context, policy environment, and institutional landscape that shape pastoralism and rangeland governance in Eastern Africa. It highlights the ecological, socio-economic, and governance dimensions of pastoralism, reviews applicable policy frameworks at regional, continental and global levels, and identifies key challenges and opportunities that will inform ESAPN's advocacy agenda.

2.1. Regional Context

Pastoralism is a major livelihood and production system in Eastern Africa. As the main livelihood in the expansive arid and semi-arid lands (ASALs), it sustains millions of households, plays a dominant role in the social, economic and cultural life of communities, and makes a significant contribution to national and regional economies. Pastoral herds provide over 90% of the meat and more than 50% of the milk consumed in the region. Countries such as Sudan, Kenya, Somalia, and Ethiopia export to the Gulf countries livestock kept by pastoralists, earning significant foreign exchange.

Mobility is a central strategy through which pastoralists manage high variability in the distribution of water and pasture across the drylands (Kratli, 2015). Mobility occurs both within and across national borders as pastoralists seek access to dispersed resources that often straddle state boundaries (Feyisa, 2016; FAO, 2022). Patterns of mobility are shaped primarily by climate variability, with seasonal

movement enabling access to strategic resources, particularly water and pasture. However, these patterns are increasingly disrupted by competition for land driven by rangeland conversion, changing production and marketing priorities, agrarian bias in policy-making, environmental pressures, and population growth (Herbert and Birch, 2022:6). These dynamics undermine the sustainability of pastoralism and highlight the need for policies that recognize pastoralism's vital role in sustaining livelihoods, fostering regional trade, preserving cultural identity and providing ecosystems services essential for rangeland management and biodiversity conservation.

Climate change further exacerbates constraints on pastoralist mobility. Weather patterns have become more unpredictable, with droughts and floods occurring more frequently, lasting longer, and severely disrupting traditional livestock routes. Declining vegetation and water scarcity intensify pastoralists' vulnerability, forcing them to travel greater distances in search of resources and heightening the risk of conflict, particularly between pastoralists and crop farmers.

Challenges to pastoralist mobility are compounded by an unsupportive policy environment. Pastoralists, often minorities with limited political influence in many countries, have historically been marginalised by policies that favour sedentary farming populations. Both colonial and post-colonial administrations frequently regarded pastoralism as backward, adopting policies that either explicitly sought to eliminate it or undermined its core elements, including mobility and collective tenure of land and natural resources (Pavanello 2009, Catley, Lind and Scoones 2013). That pastoral communities spread across national borders further complicates the interaction between mobility and government policies.

2.2. Policy and Institutional Landscape

The PLACE programme seeks to strengthen advocacy for the development and implementation of pro-pastoralist policies in Eastern Africa to address the challenge posed by fragmented, weakly coordinated, and inconsistently implemented frameworks for governance of pastoralism and rangelands, particularly with regards to cross-border mobility. The need for policies that support mobility has long been recognised globally, continentally, and within the RECs.

2.2.1. Global level – ILO Convention No. 169, UNDRIP, VGGT, and SDGs

Several global instruments support pastoralist mobility and access to land and resources. This section highlights three of the most relevant: ILO Convention No. 169, the United Nations Declaration on the Rights of Indigenous Peoples (UNDRIP), and the Voluntary Guidelines on the Responsible Governance of Tenure of Land, Fisheries and Forests (VGGT), followed by a summary of their relevance to the SDGs.

ILO Convention No. 169 on Indigenous and Tribal Peoples

Adopted on 7th June 1989 and in force since 5th September 1991, Convention No. 169 remains the only legally binding international instrument on the rights of Indigenous and tribal peoples, including nomadic and transhumant pastoralists. It obliges governments to identify and safeguard lands traditionally occupied or used by these groups, including seasonally used grazing territories.

Its provisions affirm Indigenous and tribal peoples' right to determine their own development priorities and to exercise control over their economic, social, and cultural development. It thus provides a normative basis for maintaining mobility as a fundamental element of pastoralist production systems and cultural identity. Although obligations under the Convention apply within national borders, it also provides a framework through which States may cooperate regionally to facilitate cross-border mobility.

Although no country in Eastern Africa has formally ratified the Convention, its principles have global normative value and constitute an integral part of policy development to secure rights of pastoralist communities in all ILO Member States. For ESAPN and its partners, the Convention offers a solid legal foundation for advocating for recognition, protection, and promotion of pastoralist mobility and harmonisation of policies that enable cross-border access to rangelands.

United Nations Declaration on the Rights of Indigenous Peoples, 2007

Adopted by the United Nations General Assembly (UNGA) in 2007, this Declaration establishes a global framework for protecting the collective rights of Indigenous peoples (IPs), including mobile and transhumant pastoralists. Although it is not legally binding, the Declaration embodies norms that UN Member States have agreed to after extensive consultations and thus have strong normative weight as part of international soft law.

The Declaration affirms IPs' collective rights to land, territories and resources which they have traditionally owned, occupied, or otherwise used or acquired, including seasonal and grazing within and across national borders. It recognizes the right of IPs to maintain and develop their political, economic, and social systems, including mobility-based livelihoods. For pastoralists, this supports the right to practice mobility, as a strategy for sustainable rangeland management and climate adaptation. The Declaration recognizes the contribution of IPs' traditional systems and practices, which includes pastoralist mobility, to environmental stewardship. It commits States to promote the full realization of the rights of IPs, offering a basis for regional cooperation to facilitate cross-border pastoral mobility and shared resource management.

Voluntary Guidelines on the Responsible Governance of Tenure (VGGT)

Endorsed by the Committee on World Food Security (CFS) in 2012, the Voluntary Guidelines on the Responsible Governance of Tenure of Land, Fisheries and Forests in the Context of National Food Security (VGGT) provide an internationally recognised framework for securing tenure rights and promoting equitable access to natural resources. Although voluntary, they are widely regarded as the most authoritative global standard on tenure governance, have strong normative influence on national policy reform, donor investments, and programme design, and provide a strong platform for advocacy.

The VGGT explicitly recognise the legitimate tenure rights of pastoralists, including customary and communal systems that underpin mobility. They call for protection of grazing lands, migratory routes, water points, salt licks and dry-season grazing reserves, and for safeguarding transhumance corridors and cross-border mobility where grazing landscapes transcend national boundaries. They link tenure security to climate resilience, urging States to integrate tenure governance into disaster risk reduction, early warning systems, and climate adaptation planning.

Sustainable Development Goals (SDGs)

The SDGs provide a global framework for inclusive development, environmental sustainability and human resilience. While they do not make specific reference to pastoralists, many of the goals are directly relevant to pastoral mobility, equitable access to land and natural resources, adaptation to climate change and can be used as the basis for advocacy.

- (i) **SDG 1 (No Poverty)** recognises that secure access to land and natural resources is critical for ending poverty. Pastoralist mobility as a means of responding to drought, variability and disasters aligns directly with Target 1.5 on building resilience to climate-related shocks;

- (ii) **SDG 2 (Zero Hunger)**, promotes sustainable food systems and recognises the role of small-scale producers, including livestock keepers, and can be invoked in support of sustainable rangelands management;
- (iii) **SDG 5 (gender equality and empowerment of all women and girls)** seeks to address structural relations to enhance inclusion of women and girls in governance and development action;
- (iv) **SDG 13 (Climate Action)** calls for strengthened resilience and adaptive capacity to climate-related hazards, and provides a basis for promotion of pastoralist mobility as an indigenous adaptation strategy in the drylands;
- (v) **SDG 15 (Life on Land)** addresses land degradation, biodiversity loss, and ecosystem resilience, all of which are central to pastoralist environments; and
- (vi) **Finally, SDG 16** seeks to promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels, all of which are issues with a direct bearing on the lives and livelihoods of pastoralism.

ESAPN will seek to strengthen the capacity of its members to invoke and make use of these and other relevant global frameworks in their advocacy to influence policies and investments at national level that are driven by global imperatives, including global financing schemes, the green economy, carbon projects, and transition minerals. ESAPN will also work with its members to draw on global framework in support of land and human rights advocacy at the regional and global levels.

2.2.2. Continental Level: Policy Framework for Pastoralism and Framework and Guidelines on Land Policy in Africa (F&G)

There are numerous instruments agreed to by African States at the continental level that have a bearing on pastoralist mobility, access to natural resources and resilience to climate change, the most relevant for purposes of this Advocacy Strategy are the Policy Framework for Pastoralism and the Framework and Guidelines on Land Policy in Africa.

Policy Framework for Pastoralism in Africa

The Policy Framework for Pastoralism in Africa adopted by the AU in 2010 is arguably the most comprehensive continental policy instrument on pastoralism in the world. It recognises pastoralism as a productive, adaptive and sustainable livelihood system that contributes significantly to food security, national economies, labour markets, and regional integration; and asserts that pastoral mobility is not a problem to be solved, but a rational and necessary strategy for managing risk and sustaining dryland ecosystems. The Framework presents a strong normative basis for advocacy on pastoralism, including cross-border mobility, rangeland governance, natural resource rights and climate adaptation.

The Framework places mobility at the centre of sustainable rangeland management, recognizing its critical role in managing climate variability and drought, optimizing forage and water use, preserving rangeland productivity and biodiversity, reducing conflict by spreading resource use over wide areas, and sustaining regional livestock value chains. It explicitly warns that restricting mobility through enclosure, privatisation or poorly planned settlements undermines pastoral systems, accelerates degradation and increases vulnerability.

To secure pastoralists' access to rangeland resources the Framework urges African States to adopt policies and laws that recognize and enforce communal land tenure and customary management systems, to map, protect and legally secure transhumance routes, dry-season grazing areas and water points, to harmonize land laws and tenure systems to accommodate shared and overlapping rights, to strengthen institutions responsible for rangeland governance and resource management, prevent land grabs and ensure

equitable compensation where land is appropriated. The Framework, which aligns strongly with principles of ILO Convention 169, UNDRIP and the VGGT, also privileges the role of RECs in facilitating bilateral and multilateral agreements to enable safe cross-border mobility and protect traditional seasonal routes that traverse national borders.

The Framework acknowledges that pastoralists are among the groups most affected by climate change, and also that pastoral systems are also highly adaptive, including through mobility, which enables strategic access to pasture and water during droughts, maintenance of livestock health during crises, and prevention of overgrazing and rangeland degradation. It calls on states to integrate pastoralism in National Adaptation Plans (NAPs) and climate-resilient development strategies.

Framework and Guidelines on Land Policy in Africa

The Framework and Guidelines on Land Policy in Africa (F&G) was developed jointly by the African Union Commission (AUC), the United Nations Economic Commission for Africa (UNECA), and the African Development Bank (AfDB), and adopted by AU Member States in 2009. It embodies the collective vision of the leaders of Africa on land governance, and seeks to promote equitable access, efficient land use, secure tenure, and sustainable development across the continent's diverse land systems.

The F&G articulates a number of principles that are relevant to rangelands, pastoralist mobility and adaptation to climate change. It calls for recognition of Africa's diverse land tenure systems, including communal and customary regimes to secure collective rights over shared resources, including rangelands and grazing areas. It calls for protection of commons that play critical roles in supporting rural livelihoods, including rangelands, pastoral dry-season grazing areas, wetlands and water points. It acknowledges that the sustainability of pastoralism depends on access to large, interconnected landscapes, which requires that land governance policies enable temporal and spatial mobility, including across national borders.

The F&G acknowledges the challenge that climate change, variability and resilience pose a major challenge to African land systems as evidenced by drought, desertification, and land degradation. These challenges lead to, among other things, climate-induced conflicts, including among pastoralists and between pastoralists and farmers. It calls upon African states to integrate climate resilience into land policies and land-use planning and support indigenous knowledge systems for climate-responsive resource use.

2.2.3. Regional Level: EAC and IGAD

The Protocol on Relations between the AU and the RECs establishes the RECs as key building blocks of African integration, and makes them the primary implementing mechanisms for policies agreed at the continental level. In implementing this Strategy, ESAPN will need to engage with the EAC and IGAD, the two RECs that bring together the countries of Eastern Africa. The two RECs have in place policies that integrate the principles of both the Policy Framework for Pastoralism in Africa and the F&G.

The East African Community (EAC)

The EAC groups together eight neighbouring countries² across the region, five³ of which have substantial pastoral communities with significant cross-border linkages. The stated objective of the Community is to develop policies and programmes aimed at "widening and deepening cooperation among the Partner

² Burundi, Democratic Republic of Congo, Kenya, Rwanda, Somalia, South Sudan, Tanzania and Uganda

³ Kenya, Somalia, South Sudan, Tanzania and Uganda

States” in *inter alia* political, economic, social and cultural fields⁴. Pastoralism falls within the orbit of the EAC due to the importance of livestock production in livelihoods, agriculture and economy.

While all policies of the EAC on agriculture and rural development, environmental management and adaptation to climate change are relevant to pastoralism, it is the EAC Livestock Policy and the Protocol on Environment and Natural Resources Management that have the most direct bearing on livestock production, pastoralist mobility, access to natural resources and adaptation to climate change.

Adopted in 2016 by the EAC Partner States, the Livestock Policy acknowledges that livestock production in large parts of the EAC region takes place in arid and semi-arid lands, where pastoralism and agro-pastoralism are the dominant livelihood systems. It recognises that extensive livestock production systems, characterised by seasonal movement and reliance on shared rangeland resources, remain central to livelihoods and production in these environments, and calls for livestock development strategies and investments that are adapted to dryland conditions. The Policy provides a good platform for engagement with both EAC institutions and national governments to ensure that livestock development strategies reflect the realities of pastoral systems and do not undermine mobility, communal rangeland governance, or dryland livelihoods.

The Protocol on Environment and Natural Resources Management, adopted by EAC Member States in 2006 seeks to promote sustainable development and utilization of the environment and natural resources, and to foster close cooperation between Member States in their management, conservation, protection and utilisation. It focuses on transboundary natural resources, which include grazing lands that traverse national borders, and provides for Member States to develop and harmonise common policies, laws and strategies for ensuring sustainable development and management of rangelands, to adopt and implement long-term integrated strategies to reduce overgrazing; combat desertification and mitigate the effects of drought, and predict and manage drought to reduce the vulnerability of communities and natural systems. The Sectoral Committee on Environment and Natural Resources is responsible for implementation of the Protocol.

Although signed in 2006, the Protocol has not been ratified by all the Member States of the EAC, and is thus not as yet legally binding. An effort to develop a specific Protocol on Pastoralism also appears to have faltered. Thus, an appropriate starting point for EASPN’s engagement with the EAC would be to advocate for full ratification of the Protocol on Environment and Natural Resource Management as a starting point for development of a protocol on pastoralism generally and pastoralist mobility in particular.

Intergovernmental Authority on Development. (IGAD)

IGAD has been one of the most active RECs in articulating policies in support of pastoralism. The IGAD Protocol on Transhumance, adopted by the Council of Ministers in 2021 stands out as IGAD’s most significant policy development in support of pastoralism in the Horn of Africa region. It reinforces the Regional Rangeland Management Strategic Framework for ASALs (RRMSF), the Strategy for Sustainable and Resilient Livestock Development (2022–2037) and the IGAD Climate Adaptation Strategy (2023–2030) to strengthen pastoral and agro-pastoral systems through sustainable rangeland management, backed by mobility-compatible infrastructure and services that enhance the capacity of livestock systems in the region to absorb and adapt to climate shocks. Unfortunately, two IGAD members: Somalia and Uganda have not ratified the Protocol.

⁴ Art. 5(1), The Treaty for the Establishment of the East African Community

Modeled on 1998 *ECOWAS Decision on the regulation of transhumance between Member States*, the Protocol provides a legal and institutional framework for the free, safe, and orderly cross-border mobility of livestock and herders to access water and pasture within IGAD member states. It establishes an institutional framework consisting of national and regional transhumance committees to oversee implementation and compliance. Member States' Ministers for livestock and/or pastoral development are responsible for coordination and monitoring of implementation of the Protocol, with technical support from IGAD Centre for Pastoral Areas and Livestock Development (ICPALD).

The Protocol provides a clear and urgent advocacy agenda for ESAPN to engage not just with IGAD but also with its Member States with a view to ensuring its full ratification and implementation. ESAPN should work with IGAD to advocate for all the Member States to sign and ratify the Protocol. It should then work with its members in the different countries to advocate for integration of the provisions of the Protocol into national policies and laws, recognition of the IGAD Transhumance Certificate (ITC) and the establishment of mechanisms for registration of transhumant pastoralists and their livestock.

2.3. Challenges and Opportunities

Pastoralist communities across Eastern Africa continue to face significant challenges that undermine the sustainability of their livelihoods and their control over rangelands that are critical for the practice of pastoralism, particularly by constraining or limiting mobility and access to strategic resources. One of the most critical obstacles to the practice of pastoralism is the fragmentation of policy and legal frameworks across national, regional, and continental levels.

Overlapping mandates, inconsistent legislation, and misaligned policy priorities make it difficult to establish coherent approaches to rangeland management, cross-border mobility, and climate adaptation. The situation is further exacerbated by institutional inconsistencies, compounded by weak coordination mechanisms, both within and between neighbouring states. Poor or non-existent inter-agency collaboration and cross-border cooperation hinder effective management of shared resources, such as grazing lands to transboundary water sources and instead engender conflict.

Underpinning these challenges is the non-recognition of pastoralism and limited recognition of pastoralists' rights within many national legal regimes. Pastoral land rights, tenure and governance systems, customary resource governance, and mobility patterns are either unacknowledged or inadequately protected, despite their proven ecological and economic value. Pastoral lands are being grabbed and pastoralists dispossessed and displaced to give way to investments and land uses that do not confer any benefits upon them. It does not help that pastoralist areas are disproportionately affected by climate and environmental stress, evidenced by increasingly frequent droughts, advancing land degradation, and intensifying competition for natural resources, all of which escalate pastoralists' vulnerability.

Climate and environmental pressures interact with conflict and insecurity, particularly in borderlands where competition over water and pasture fuels both localised violence and wider cross-border tensions. To crown this, persistent underinvestment in pastoral areas, combined with weak data systems, limit the availability of reliable evidence for policy design and reinforces long-standing patterns of marginalisation.

Notwithstanding these challenges, significant opportunities are emerging that can be leveraged to strengthen pastoralist livelihoods and influence regional policy. At the continental and regional levels, there is a growing momentum to prioritise pastoralism within broader peacebuilding, climate resilience, and regional integration agendas. The AU and its RECs are increasingly emphasising rangeland governance, mobility, and pastoral resilience in their frameworks and strategies. The FAO–EU PLACE

programme provides a timely platform for improved coordination of advocacy, creating avenues to align national and regional policy processes and support more inclusive decision-making.

Moreover, pastoralist networks and representative structures are increasing in both number and influence within Eastern Africa. Platforms such as ESAPN, regional pastoralist organisations, and Parliamentary Pastoralist Groups (PPGs) are expanding the avenues through which pastoral voices can shape policy discourse and mobilise influence. These positive developments are reinforced by growing global recognition of the value of mobility-based livestock systems as climate-resilient and ecologically sound. International frameworks such as the VGGT, UNDRIP, the SDGs, and the UNCCD offer strong normative backing for integrating pastoral rights, mobility, and rangeland governance into national planning. At the same time, emerging initiatives around cross-border cooperation and dialogue, including resource-sharing arrangements, trade facilitation, and conflict-prevention mechanisms, provide practical entry points for joint advocacy and capacity building across the region. Together, these opportunities create a favourable environment for elevating pastoral issues within regional and continental policy arenas.

3. Stakeholder and Power Mapping

Access to rangelands and mobility corridors by pastoralists in Eastern Africa, and their adaptation to climate change are shaped by a diverse constellation of actors operating at local, national, regional, and global levels, and holding varying degrees of power, influence, and interest, which are shaped by political mandates, economic incentives, institutional agendas and normative commitments. To be able to effectively advocate for pastoralists on these issues requires clear identification of the most relevant stakeholders, understanding their motivations and constraints, and mapping influence pathways that can unlock policy change. This section presents a stakeholder and power analysis that cuts across governments, RECs, the AU, UN agencies, International Non-Governmental Organizations (INGOs) and CSOs, traditional institutions, the private sector, and donor agencies. Pastoralist communities themselves are the beneficiaries for whose benefit the stakeholder and power mapping is done, and are thus not categorized as stakeholders.

The different categories of stakeholders, their interest and mandates, levels of influence, roles, potential allies and opponents, and entry points are presented in Schedule 1.

3.1. Influence pathways: how change happens

In order to make optimal use of the information presented in Table 1, it is important to appreciate that policy and institutional change affecting pastoral mobility, rangeland governance, and climate resilience emerges through a set of interconnected influence pathways that operate simultaneously across multiple levels of governance. For purposes of this Strategy, these levels are the continental, regional, national, and local.

At the continental level, the African Union establishes the overarching normative frameworks and political commitments that shape regional and national approaches. These commitments filter downward through top-down policy alignment as RECs translate continental norms into regional strategies, protocols, and coordination mechanisms that guide member states and set the terms for cross-border cooperation. At the national level, governments domesticate the norms through policies and laws that are in turn translated into programmes and projects that are implemented to bring about the desired change.

But change also emerges from below, as bottom-up mobilization by pastoralist network, CSOs, traditional institutions and community-level actors, generates social and political pressure for reform and ensures

that policy processes remain grounded in lived realities. These actors influence national debates, challenge restrictive or exclusionary practices, and create legitimacy for more inclusive forms of rangeland and mobility governance.

At the same time, interactions between RECs, national governments, and local communities lead to negotiation and renegotiation of shared rules, harmonisation of policies and coordination of action on transhumance, resource sharing, animal health, and conflict prevention. This pathway reinforces regional coherence and creates opportunities for aligning national systems with regional commitments.

In each of these pathways, evidence plays a central role, underscoring the importance of research institutions, development partners, and specialised agencies in generating data, analysis and technical guidance to shape narratives, influence decision-makers, and support the design of more adaptive and context-appropriate interventions. Market incentives and private sector-dynamics also exert a powerful influence on policy processes, as livestock traders, processors, insurers and other value-chain actors seek to align mobility systems, cross-border environments, and rangelands to their economic interests.

It is also important to appreciate the role that crises play in accelerating change. Droughts, natural disasters, conflict and disease outbreaks expose weaknesses in existing systems and create windows of opportunity for policy innovation and institutional reform. During such periods, governments and RECs are more open to adopting measures that strengthen mobility, enhance early-warning and preparedness, and support integrated rangeland governance.

The net effect of all this is to underscore the fact that change is non-linear and multi-layered, and that therefore effective advocacy involves engaging across all levels—continental, regional, national and local—while working through both formal institutional processes and informal networks of influence. In the final analysis, it is the convergence of political leadership, community mobilisation, credible evidence, regional cooperation, economic incentives and crisis-driven urgency that creates the conditions for sustained improvements in pastoral land governance, mobility and climate resilience (see Diagram 1).

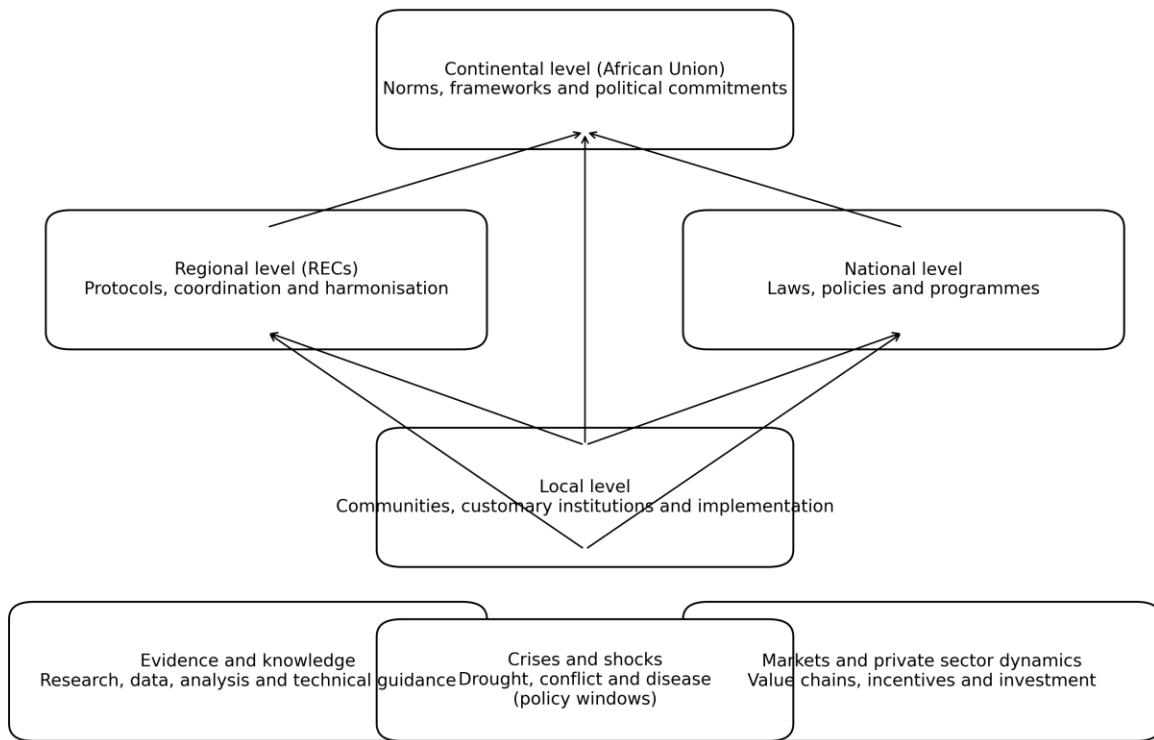


Diagram 1: Influence pathways for pastoralist advocacy in Eastern Africa

4. The advocacy framework

The advocacy framework provides the strategic architecture through which ESAPN and its partners will influence policy, institutional practice, and public discourse on pastoral mobility, rangeland governance, and climate resilience across Eastern Africa. Drawing on the contextual analysis and stakeholder mapping presented in previous chapters, this framework articulates the overall approach, guiding principles, advocacy objectives, and tactics that will guide engagement at continental, regional, national, and local levels. It recognises that transformative change in pastoral systems requires coordinated action across multiple sectors and governance levels, and that effective advocacy must be informed by evidence, grounded in community realities, supported by strong alliances, and aligned with regional and continental policy windows.

4.1. Advocacy objectives

The advocacy will aim to achieve the following five objectives:

- (i) Strengthen policy and legal recognition of pastoral mobility and rangeland governance;
- (ii) Harmonize regional approaches to policy, legal and institutional support to pastoral mobility and rangeland governance within the EAC and IGAD;
- (iii) Enhance investment in pastoralist-led, climate-resilient systems;
- (iv) Change public and policy perceptions and narratives on pastoralism and pastoralist mobility; and
- (v) Build strong pastoralist networks and constituencies for collective action.

4.2. Approach

While targeting Members of Parliament in countries of Eastern Africa, ESAPN will use a multi-level, multi-actor strategy that works simultaneously with processes within continental, RECs, national governments, and community-led governance systems. The strategy is underpinned by the understanding that pastoral mobility and rangeland governance can only be secured by shaping both the political environment (laws, policies, frameworks) and the institutional behaviour of key actors (Ministries, RECs, Development Partners, UN agencies, traditional authorities and the private sector).

The strategy therefore combines:

- (i) **Policy advocacy** aimed at influencing regional and national frameworks;
- (ii) **Political engagement** to build coalitions and secure commitment from high-level actors;
- (iii) **Research** to generate and disseminate evidence to inform policy development;
- (iv) **Movement building** to amplify pastoralist voices and strengthen grassroots participation;
- (v) **Narrative change** to shift public perceptions of pastoralism; and
- (vi) **Strategic partnerships** with allies across RECs, UN agencies, development partners and private sector actors.

4.3. Principles

The advocacy will be guided by the following principles:

- (i) **Pastoralist leadership and agency:** ensuring that pastoralists are seen as rights-holders, knowledge-bearers, and political actors, and that their perspectives, governance systems, and lived experiences drive the advocacy agenda;
- (ii) **Evidence-informed engagement:** where all advocacy messages and proposals are grounded in robust research, community-level experience, and sound technical analysis;
- (iii) **Inclusivity and equity:** ensuring that women, youth, agro-pastoralists, minority clans, and cross-border groups are meaningfully included in decision-making processes;
- (iv) **Regional coherence and cross-border solidarity:** to ensure harmonised regional frameworks and cross-border collaboration for sustainable governance of cross-border mobility systems and rangelands;
- (v) **Constructive partnerships and diplomacy:** engaging governments, RECs, development partners, and private actors as partners, building alliances even where interests differ; and
- (vi) **Adaptive and opportunistic strategy:** allowing for rapid response to political shifts, crises, windows of opportunity, and emerging coalitions.

4.4. Levels of engagement and targets

While pastoralist advocacy operates across multiple governance levels, ESAPN's primary focus is on influencing policy and institutional processes at the regional and national levels, particularly through the Intergovernmental Authority on Development (IGAD), the East African Community (EAC), the East African Legislative Assembly (EALA), and national governments and parliaments. Engagement at continental and global levels will complement these efforts by reinforcing normative frameworks and building alliances for pastoralist advocacy. Table 1 summarises the different levels of engagement and the corresponding targets of ESAPN advocacy.

Table 1: levels of engagement and targets of advocacy

Levels of engagement	Targets of advocacy
1. Global level (UN and its processes)	(i) To provide feedback on the impacts of global policies and processes on livelihoods and rights of pastoralists in Eastern Africa; (ii) To create solidarity with allied groups at the global level such as the Civil Society and Indigenous Peoples' Mechanism for relations with the UN Committee on World Food Security (CSIPM) for advocacy to effect change in national and regional policies and practices in Eastern Africa; and (iii) To build capacity of pastoralist organizations on the use of global frameworks as advocacy platforms.
2. Continental level (AU)	(i) Influence implementation of AU Land Policy Initiative, Climate Frameworks, and the Policy Framework on Pastoralism; and (ii) Advocate for continental recognition of mobility and communal tenure.
3. Regional level (RECs)	(i) Domestication of IGAD Transhumance Protocol; and (ii) Review and alignment of EAC livestock and environment frameworks.
4. National level (Governments)	(i) Support and influence legislative reforms on land tenure, climate adaptation, livestock management, and natural resource management; (ii) Support and influence policy, legal and institutional reforms to domesticate and implement the IGAD Transhumance Protocol; and (iii) Engage sub-national governments in institutionalising participatory rangeland governance.
5. Local level (communities)	Strengthen community institutions and ensure that pastoralists meaningfully influence policy processes.

5. Advocacy strategies and approaches

Effective advocacy requires not only clarity of objectives but also a coherent set of approaches that translate those objectives into action across diverse political and institutional landscapes. For ESAPN, advocacy is not a single intervention but a constellation of coordinated strategies designed to influence policy processes, institutional behaviour, public narratives, and investment priorities at multiple levels.

This chapter sets out the practical approaches, tools, and channels through which ESAPN will advance its advocacy agenda, focusing on how the network will engage different actors, mobilise evidence, amplify pastoralist voices, and leverage political opportunities. The approaches outlined here provide the operational backbone of the strategy, ensuring that advocacy is strategic, adaptive, and grounded in the lived realities of pastoralist communities.

5.1. Advocacy approaches

The following five advocacy approaches will be employed:

- (i) Multi-level institutional engagement;
- (ii) Coalition building;
- (iii) Evidence-based persuasion;
- (iv) Diplomatic dialogue; and
- (v) Public narrative shaping

Together, the approaches provide a comprehensive framework for navigating complex political environments, engaging diverse actors, and ensuring that pastoralist perspectives inform decision-making processes at all levels. The approaches are designed to be mutually reinforcing, enabling ESAPN to deploy different tactics depending on the opportunity, audience, and context. The approaches will integrate gender responsiveness, youth leadership, and conflict sensitivity and peace building as cross-cutting considerations.

5.1.1. Multi-level engagement

ESAPN's advocacy will engage multiple governance levels simultaneously, given that pastoral systems operate across ecological, administrative and political boundaries. Tailored techniques will be used to influence continental forums, regional bodies, national ministries, subnational authorities, and local customary institutions. The techniques will be used in such a way as to ensure that progress in one arena reinforces change in the others, e.g., using continental norms to strengthen regional frameworks, or elevating local evidence to shape national debates.

5.1.2. Coalition-building

ESAPN will facilitate the building of a strong coalition in support of the advocacy, incorporating pastoralist organisations, CSOs, research institutions, private-sector actors, sympathetic parliamentarians, and development partners. The coalition will ensure increased legitimacy, distribute influence, and make it possible to engage different entry points, while also enabling alignment between national-level actors and cross-border networks, thereby creating a critical mass of voices in support of policy reform.

5.1.3. Evidence-based persuasion

Empirical evidence is a critical tool for effective advocacy. Apart from creating a scientific basis for articulating policy proposals, it is needed to persuade sceptical actors, counter negative narratives, and legitimise pastoralist knowledge systems. ESAPN will work with research partners to convert scientific findings, community evidence, and policy analysis into tailored advocacy products. These will be calibrated to specific audiences, such as Parliaments, ministries, REC secretariats, development partners, or media platforms.

5.1.4. Diplomatic dialogue

Given the sensitivity of issues such as land governance, borders, mobility, and resource rights, ESAPN will complement public advocacy with quiet, sustained engagement with policymakers, technical experts, REC working groups, and parliamentary committees. This approach helps build trust, reduce political resistance, and create openings for more substantive policy shifts.

5.1.5. Public narrative changing

Where appropriate, ESAPN will engage in public discourse to correct misconceptions about pastoralism, highlight positive impacts, and increase political pressure for reform. This will include social media campaigns, thought leadership, op-eds, public dialogues, and strategic communications targeting the wider public, journalists, and opinion leaders.

5.2. Advocacy tools

To operationalize its advocacy approaches, ESAPN will rely on a set of practical tools designed to translate evidence, community perspectives, and policy analyses into actionable influence. The tools will be used to shape policy debates and inform decision-makers, strengthen stakeholder engagement, enhance public

communication, and track advocacy outcomes. Together, they will enable ESAPN to engage diverse audiences with tailored, credible, and compelling content while maintaining strategic coherence across national, regional, and continental levels. Table 2 below presents the advocacy tools.

Table 2: Advocacy tools and their respective purposes

Tool	Nature and purpose
Policy briefs and technical position papers	Concise, evidence-based documents tailored for policymakers, REC officials, AU technical teams, and parliamentary committees to articulate policy recommendations.
Legislative and policy review papers	Analyses of national laws, regional protocols, and draft policies on their implications for mobility and rangelands, to inform targeted advocacy for amendments, harmonisation, or implementation.
Stakeholder engagement packs	Tailored advocacy kits containing key messages, data points, maps of mobility corridors, comparative policy analyses, and case studies, customised for different audiences.
Strategic communications tools	Infographics, short videos, social media content, storytelling products, human-interest profiles, and visual documentation of rangeland systems, to help shift narratives and present pastoralism as modern, resilient, and economically vital.
Convening and facilitation tools	Structured facilitation methodologies to support dialogues, roundtables, cross-border forums, and technical workshops, in a manner that ensures inclusive participation, enables consensus-building, and helps translate technical content into practical policy solutions.
Monitoring and influence tracking tools	Simple tools for tracking policymaker engagement, shifts in political positions, uptake of recommendations, media visibility, and feedback from partners. These tools will support adaptive learning and course correction.

5.3. Advocacy channels

ESAPN will implement its advocacy through a diverse set of formal and informal channels designed to engage decision-makers, shape policy processes, and amplify pastoralist voices across different governance levels. These include policy platforms, technical committees, community structures, media spaces, development partners' fora, and private-sector networks. Table 3 below presents the different channels to be used at the different levels of advocacy.

Table 3: Advocacy channels

Level of Advocacy	Channels of Advocacy
Continental policy platforms	• The AU Policy Framework for Pastoralism review processes; • AU Land Policy Initiative platforms; • AU Free Movement Protocol advocacy processes; and • AU Climate Change and Resilient Development Strategy consultations.
RECs	• IGAD technical committees on transhumance, livestock, and resilience; and • EAC sectoral meetings on agriculture, environment, and climate.
National policy processes	• National taskforces on land, climate, or livestock; • Parliamentary committees and caucuses; • National stakeholder consultations; and • Technical Working Groups (TWGs) on early warning, drought response, cross-border coordination.
Development partner platforms	• Development partners' roundtables; • Resilience working groups; and • Programme fora (including PLACE).
Subnational and community	• Customary institutions; • Grazing committees; • Regional, county and district authorities; and • Cross-border communities.
Private sector	• Livestock value chain actors; • Insurance providers; • Digital service providers and innovators; and • Regional trade associations.

6. Implementation Framework

ESAPN intends to operationalise the advocacy strategy in a coherent, coordinated, and sustainable manner. To do this will require institutional arrangements, coordination mechanisms, resources, partnerships, capacities, and monitoring and learning systems.

6.1. Institutional arrangements

The institutional arrangements for implementation of the advocacy strategy will define roles, responsibilities, and lines of accountability across the network. Because ESAPN operates as a multi-country, multi-actor platform, its impact depends on how well the Secretariat, member organisations, regional coordination structures, and technical partners work together to mobilise evidence, engage stakeholders, and sustain momentum across different levels of governance. Table 4 below presents the institutional arrangements that will oversee implementation of the advocacy strategy, with their respective roles.

Table 4: Institutional arrangements

Structure	Roles
ESAPN Secretariat	• Planning, coordination and ensuring alignment across member organisations; • Drafting and disseminating advocacy products; • Convening network meetings and policy dialogues; • Managing communication with key stakeholders; and • Facilitating learning, monitoring, and reporting across the network.
Member organizations and national chapters	• Leading advocacy with ministries, parliaments, and sub-national authorities; • Convening community consultations and validating advocacy positions; • Carrying out national-level research and data collection; • Identifying political opportunities and risks; and • Engaging in cross-border dialogues where relevant.
Regional coordination nodes	• Tailor advocacy to REC policy cycles; • Lead sub-regional policy analysis and partner engagement; and • Coordinate transboundary dialogues and alliances.
Technical Advisory Group (TAG)	• Technical review of advocacy materials; • Methodological guidance for evidence gathering; • Rapid analysis during crises or political windows; and • Mentoring and capacity building for member organisations.

6.2. Coordination mechanisms

Strong coordination mechanisms are essential to ensure that ESAPN's advocacy efforts remain coherent, timely, and strategically aligned across national, regional, and continental levels. Given the complexity of the policy landscape and the diverse actors involved, the network requires structured processes for planning, communication, decision-making, and adaptive management. Effective coordination will allow ESAPN to capitalise on emerging political opportunities, manage risks, and ensure that evidence, messages, and actions are consistently reinforced across the different arenas of engagement. Table 5 below presents the coordination mechanisms.

Table 5: Coordination Mechanisms

Mechanism	Nature and Roles
Annual Advocacy Planning Meeting	The meeting will set priorities, refine targets, and allocate responsibilities, ensuring that advocacy activities respond to emerging political opportunities, legislative windows, and regional developments.
Quarterly Coordination Meetings	Virtual meetings to review progress, address challenges, and adjust tactics as necessary - will track advocacy activities at national, regional, and continental levels; share intelligence on political developments; identify synergies among members and ensure coherent messaging.
Rapid Response Mechanism	Given the unpredictability of droughts, conflict, displacement, and policy openings, the rapid response mechanism, managed by the Secretariat in consultation with national focal points will enable ESAPN to issue statements,

	convene urgent dialogues, or deploy evidence quickly in response to unfolding events.
Knowledge Exchange Platform	A digital platform (e.g. Slack, WhatsApp, or a dedicated portal) to enable fast communication, exchange of evidence, sharing of policy updates, and coordination during advocacy campaigns.

6.3. Resourcing and partnerships

Effective implementation of the advocacy strategy will require not only adequate financial resources but also diverse partnerships across governmental, multilateral, civil society, research, and private-sector actors. Sustained funding is essential to support the coordination role of the ESAPN Secretariat, which anchors regional engagement, synthesises evidence, manages communication, and convenes network processes. Core resources will enable the Secretariat to provide strategic leadership, while flexible funding streams will ensure rapid, timely responses to political openings, crises, or emerging opportunities. Dedicated financing will also be needed to support national member organisations in undertaking policy engagement, facilitating community consultations, generating evidence, and ensuring representation in regional and continental processes. Resources will also be needed to support regional dialogues, cross-border forums, technical workshops, communication products, and the dissemination of advocacy materials.

Delivering the advocacy agenda will also depend on strong, purposeful partnerships. ESAPN will deepen collaboration with multilateral and bilateral development partners such as FAO through the PLACE programme, IFAD, UNEP, UNDP, GIZ, SDC, and the EU to access technical and financial resources. Research partners including ILRI, CRDD, universities, and think tanks will play a key role in generating and validating evidence, offering technical guidance, and supporting policy analysis. Equally important will be the mobilisation of INGOs and national CSOs for pastoralist advocacy across the region.

ESAPN will also build relationships with private sector actors whose business models depend on predictable mobility systems, healthy rangelands, and stable cross-border trade. Livestock traders, processors, insurance providers, exporters, and digital service companies can become important allies in promoting policy reforms and investment priorities aligned with climate-resilient pastoral systems. By bringing together development partners, civil society organisations, INGOs, research institutions, and private-sector actors, ESAPN will strengthen the financial and intellectual foundation of its advocacy agenda and enhance its capacity to generate lasting influence across the region.

6.4. Capacity strengthening

Delivering an ambitious, multi-level advocacy agenda requires strong and well-equipped organisations across the ESAPN network. Capacity strengthening will therefore be a central pillar of implementation, to enable member organisations, community institutions, and emerging leaders to engage effectively in policy processes at national, regional, and continental levels. ESAPN will prioritise building the skills and competencies needed for high-quality policy analysis, strategic engagement with legislative and executive bodies, and sophisticated political economy assessment. Strengthening communication capacities will also be essential, enabling members to articulate compelling messages, shape public narratives, and work effectively with media and strategic communication platforms.

ESAPN will also support member organisations to deepen their capacities in evidence generation, including data collection, community consultations, participatory research, and synthesis of local knowledge. This will be complemented by training on how to translate evidence into actionable policy

recommendations and how to tailor these messages to diverse audiences. Peer learning, exchange visits, and cross-country mentorship will further reinforce skills and foster collaboration across national chapters.

A major focus of capacity strengthening will be the empowerment of women's and youth-led organisations, whose perspectives and contributions are essential for inclusive advocacy. ESAPN will facilitate targeted training, leadership development opportunities, and dedicated support to ensure meaningful participation of women and youth in policy dialogues, technical working groups, and cross-border forums. Through these investments, the network will build a strong, confident, and technically competent constituency capable of sustaining advocacy momentum, influencing policy arenas, and amplifying the voices of pastoralist communities across the region.

6.5. Monitoring, evaluation and learning (MEL)

A robust monitoring, evaluation and learning (MEL) system is essential for ensuring that ESAPN's advocacy remains strategic, adaptive, and impactful. The MEL framework will track progress across several dimensions, including:

- (i) Policy and legislative changes influenced by the network;
- (ii) Improvements in pastoralist participation in decision-making processes;
- (iii) Advances in harmonising regional and continental policy frameworks; and
- (iv) Strengthening of member organisations' institutional capacities.

It will also monitor shifts in public narratives and media representation of pastoralism, recognising that changes in discourse are often early indicators of deeper policy transformation.

To capture the complex and often non-linear nature of advocacy influence, ESAPN will apply an outcome mapping approach that focuses on behavioural change among key stakeholders. This method will allow the network to document how ministries, regional bodies, development partners, private actors, and customary institutions adjust their positions, practices, or priorities in response to ESAPN's advocacy. In this way, ESAPN will move beyond simply measuring outputs to understanding the subtler forms of influence that accumulate over time and pave the way for policy reform.

Learning will be embedded throughout the advocacy cycle. Quarterly learning reviews and annual reflection workshops will provide structured opportunities to assess progress, identify challenges, and refine strategies. These learning loops will ensure that ESAPN remains responsive to political dynamics and grounded in real-time insights from national and regional contexts. The network will also document case studies, success stories, and emerging lessons to support continuous improvement, inform future strategic directions, and strengthen the evidence base for pastoralist advocacy. Through this integrated approach to MEL, ESAPN will foster a culture of reflection, adaptability, and collective accountability, ensuring the long-term effectiveness and sustainability of its advocacy work.

References

- Catley, A., J. Lind and I. Scoones. Development at the Margins: Pastoralism in the Horn of Africa in Catley, Lind and Scoones (ed). 2013. *Pastoralism and Development in Africa: Dynamic Change at the Margins*. London: Routledge
- FAO. 2022. Making way: developing national legal and policy frameworks for pastoral mobility. FAO Animal Production and Health Guidelines, No. 28. Rome: FAO
- FAO. Regional Programme in Livestock and Pastoralism for Climate Change Adaptation in Eastern/Horn of Africa, Project Document. July 2024.
- Feyissa, D. (2016). Resilience and development assistance in the Horn of Africa's borderlands and lagging regions. In: World Bank. From isolation to integration: The borderlands of the Horn of Africa. Washington: International Bank for Reconstruction and Development/World Bank.
- Herbert, S. and I. Birch. (2022). *Cross-border pastoral mobility and cross-border conflict in Africa - patterns and policy responses*. XCEPT Evidence Synthesis. Birmingham, UK: GSDRC, University of Birmingham.
- Kratli, S. (2015). Valuing Variability: New Perspectives on Climate Resilient Drylands Development. London: IIED.
- Mapiye, O., Chikwanha, O.C., Makombe, G. et al. 2020, 'Livelihood, food and nutrition security in Southern Africa: what role do indigenous cattle genetic resources play?', *Diversity*, vol. 12, art. 74, pp. 1-20.
- Pavanello, S. 2019. Pastoralists Vulnerability in the Horn of Africa: Exploring Political Marginalization, Donors' Policies and Cross-Border Issues. Literature Review. London: ODI (HPG)

Policies and Strategies

- EAC Livestock Policy
- EAC Protocol on Environment and Natural Resources Management
- ECOWAS Decision on the regulation of transhumance between Member States
- Framework and Guidelines on Land Policy in Africa
- IGAD Climate Adaptation Strategy (2023-2030)
- IGAD Protocol on Transhumance
- IGAD Regional Rangeland Management Strategic Framework
- IGAD Strategy for Sustainable and Resilient Livestock Development in View of Climate Change (2022 - 2037)
- ILO Convention No. 169 on Indigenous and Tribal Peoples
- Policy Framework on Pastoralism in Africa
- Protocol on Relations between the African Union and the Regional Economic Communities, 2008
- Sustainable Development Goals
- The Treaty for the Establishment of the East African Community
- United Nations Declaration on the Rights of Indigenous Peoples
- Voluntary Guidelines on the Responsible Governance of Tenure of Land, Fisheries and Forestry in the Context of National Food Security

Schedule 1: Stakeholder mapping table

Category/Actor	Mandates	Influence Level	Roles	Possible Allies	Possible opponents	Entry Points
1. National Governments - Ministries of Agriculture, Livestock, Environment, Water & Natural Resources - Ministries of Interior, Security, and Defence - Ministries of Trade and Regional Integration - Land Commissions, Rangeland Authorities, and County/Sub-national governments - Parliaments and Pastoralist Parliamentary Caucuses/Groups	- Development and enforcement of policies, laws, regulations on land tenure laws, natural resource governance, mobility, rangeland management, and climate adaptation. - Interest in national stability, economic development, resource control, border security, and revenue from land and investment - Some recognise pastoralism as a	Very high - control of legal frameworks, enforcement mechanisms, land allocation, and regulation of cross-border mobility	- Adoption and implementation of pro-pastoralist policies - Recognition of customary land tenure and mobility rights - Harmonisation of cross-border transhumance regulations - Expansion of climate adaptation programmes in ASAL regions	- Pastoralist Parliamentary Caucuses/Groups - environment and climate ministries - rangeland authorities - some sub-national governments (regional, county, district)	- Security agencies prioritising border control - Ministries aligned with large-scale agriculture or extractive industry - Land administration bodies favouring privatisation	- Ongoing land policy, legal and institutional reform processes - National climate change adaptation plans (NAPs) - Parliamentary caucuses and sectoral committees - Sub-national rangeland governance initiatives

	legitimate livelihood, others sold to sedentarisation or modernisation narratives					
2. RECs – EAC & IGAD	• Mandates over regional integration, trade, peace and security, natural resource governance, livestock development, and transboundary ecosystem management • IGAD has strongest pastoralism framework – IGAD Transhumance Protocol, ICPALD • EAC has broader environmental, livestock development, and climate	High - shape cross-border mobility agreements, regional livestock value chains, drought-response mechanisms, and harmonised regulatory frameworks	• Driving region-wide recognition of pastoral mobility • Facilitating cross-border resource sharing mechanisms • Strengthening transhumance governance systems • Hosting intergovernmental dialogues and technical working groups	• IGAD (ICPALD, ICPAC, CEWARN) • EAC Livestock and Natural Resource Divisions	• REC security organs prioritising border control • REC trade bodies promoting fenced commercial ranching or export-oriented standards that limit mobility	• IGAD Transhumance Protocol ratification and domestication • EAC livestock and climate change policy reviews • REC–AU harmonisation platforms

	change policies that can be leveraged for regional advocacy					
3. AU • AU Policy Framework for Pastoralism • AU Declaration on Land Policy • AU Free Movement Protocol • CAADP • AfCFTA	• Continental leadership on land governance, mobility, food security, climate resilience, and conflict prevention • The AU recognises pastoralism as a viable and climate-resilient system but challenges persist with regards to implementation	High - Sets continental norms and standards, which are then adopted by RECs and national governments	• Strengthening the continental policy environment • Coordinating REC harmonisation • Providing political legitimacy to pastoral rights agenda	Department for Agriculture, Rural Development, Blue Economy, and Sustainable Environment (DARBE)	• AU security and border control constituencies • AU Departments Influenced by industrial agriculture or land commercialisation interests • AU organs aligned with conservation-first interests • Bureaucratic interests and mandate competition	• AU Land Policy Initiative (LPI) • AU Climate Change and Resilient Development Strategy • CAADP livestock and rangeland clusters

4. UN Agencies - FAO, IFAD, UNEP, UNDP, OCHA, UNHCR, IOM, UNESCO, WFP	Food security, sustainable land use, sustainable development, resilience-building, disaster risk reduction, displacement management, biodiversity protection	Medium to High - Strong technical legitimacy, donor leverage, and policy advisory roles	• Providing evidence and technical guidance • Supporting regional policy implementation • Integrating pastoral issues into climate finance mechanisms	• FAO (PLACE programme) • IFAD (pastoral investments) • UNEP (rangeland ecosystems) • UNHCR/IOM (forced mobility)	• Conservation-focused bodies • Agencies promoting sedentary crop farming models • Security-focused agencies • Climate finance actors prioritizing carbon markets	• International Year of Rangelands and Pastoralists (IYRP) • PLACE programme implementation • UN country frameworks • National adaptation planning processes
5. INGOs and National CSOs - IIED, ILRI, Oxfam, PFE, PINGOs Forum, IWGI, PENHA, KHH, COPACSO, RECONCILE, DLICI, IMPACT, PARAAN Alliance, CRDD, pastoralists women and youth networks	Rights-based advocacy, pastoral mobility, land justice, climate adaptation, peacebuilding, research and evidence generation	Medium - Strong networks and evidence production, but effectiveness dependent on political context	• Advocacy mobilisation and coalition-building • Evidence generation and policy analysis • Capacity strengthening of community organisations	Pastoralist NGOs, women and youth networks, and organizations working on rights of Indigenous Peoples (IPs), livelihoods and communal land rights	Organisations aligned with conservation exclusion models or sedentarization	• PLACE programme advocacy window • Continental and regional dialogues • National platforms and land forums
6. Traditional institutions	Sustainable management of rangelands,	Medium at local level, low at national and	• Local governance of mobility and resource use	Customary elders and clan leaders, grazing and rangeland	Elite captors within traditional institutions, groups	• Recognition of customary institutions in

and pastoralist communities Customary elders, clan leaders, rangeland councils, grazing committees, women's groups, youth groups	conflict management, dispute resolution, mobility governance, community mobilization	regional levels - high legitimacy at community level; low influence on formal policy processes unless supported by CSOs and political champions	• Early warning and peacebuilding • Validating and co-designing policies	management committees, women's groups, youth groups (herders associations, peace committees), cross-border pastoralist networks	prioritizing sedentarization and expansion of farming, youth groups drawn into armed conflict, traditional leaders co-opted into political groups	national legislation • Participatory rangeland governance initiatives
7. Private sector - Livestock traders, meat processors, transporters, exporters, insurance companies, commercial ranches, energy and extractive companies, tourism operators	Profit maximisation, value chain efficiency, land acquisition, market stability	Medium to high - influence over land markets, investment decisions, and political lobbying	• Supporting mobility-compatible livestock value chains • Promoting climate insurance models • Investing in pastoral-friendly infrastructure	• Livestock traders and cross-border livestock marketing associations • Meat processors, export abattoirs, and livestock value chain actors • Livestock insurance and index-based livestock insurance (IBLI) providers • Mobile Network Operators (MNOs) and digital service companies	Commercial ranching, tourism, and extractive industries that favour enclosure or land conversion	• Livestock trade associations • Responsible investment frameworks • Public-private partnerships in climate adaptation
8. Donors and development partners	Stability, food security, resilience, conflict mitigation, climate adaptation,	Very high - Funding conditionalities, policy influence, and ability to shape regional	• Financing development and implementation of pro-pastoralist policies	EU, FAO, SDC, GIZ, World Bank, ACIAR	• Development Banks promoting large-scale infrastructure	• PLACE programme (EU-FAO) • Green Climate Fund (GCF) pipelines

EU, FCDO, GIZ, SDC, ACIAR, World Bank, AfDB	governance reform	and national agendas	• Supporting REC harmonisation efforts • Funding research, evidence, and community-level programming		• Conservation-focused development partners • Development partners funding large-scale commercial agriculture • Carbon market agents supported by donor agencies	• Donor working groups on land, climate, and resilience
---	-------------------	----------------------	---	--	--	---