



Funded by
the European Union



Food and Agriculture
Organization of the
United Nations

EASTERN AND SOUTHERN AFRICA PASTORALISTS NETWORK (ESAPN)

**TRAINING MANUAL FOR PASTORALIST ADVOCACY IN EASTERN
AFRICA**



Kampala, March 2026

PLACE



Table of Contents

Table of Contents	ii
ABBREVIATIONS AND ACRONYMS	vi
Introduction to the Training Manual	vii
Purpose of the Training Manual	vii
Target Audience	vii
Training Approach and Philosophy	viii
Trainers and Facilitation Requirements	viii
Structure of the Manual	viii
How to Use This Manual	ix
1.1. Purpose of the Session	1
1.2. Learning Objectives	1
1.3. Suggested Methodology	1
1.4. Session Timing	2
1.5. Key Concepts and Content	3
1.6. Group Exercise - "Racism in My Country"	5
Note to the facilitator	6
1.7. Key Takeaways	6
Session 2 (Part I): Global and Continental Frameworks Supporting Pastoralism	7
2.1. Purpose of the Session	7
2.2. Learning Objectives	7
2.3. Suggested Methodology	7
2.4. Session Timing	7
Note to the facilitator	8
2.4. Why Global and Continental Frameworks Matter for Advocacy	8
2.5. Group Work by Country: Applying Global and Continental Frameworks	19
2.6. Plenary Discussion and Synthesis	20
Session 3: Regional Frameworks (EAC & IGAD)	21
3.1. Purpose of the Session	21
3.2. Learning Objectives	21
3.3. Suggested Methodology	21
3.4. Session Timing	21
3.5. EAC and IGAD Frameworks	23

3.6. Guided Exercise / Discussion: Using Regional Frameworks	25
Session 4, Part I: Understanding Policy and Law-Making	26
4.1. Purpose of the Session	27
4.2. Learning Objectives	27
4.3. Suggested Methodology	27
4.4. Session Timing	27
4.5. What is Policy? What is Law?	28
4.6. How Policy is Made	28
4.7. How Law is Made	29
Session 4, Part II: Influencing Policy and Law-Making	30
Case Study: Kenya's National Land Policy	30
4.8. Purpose of Session	30
4.10. Suggested Methodology	31
4.11. Session Timing	31
4.12. Case Study: Kenya's National Land Policy, 2009	31
4.13. Group Work	33
4.14. Plenary Session	33
4.15. Key Takeaways	33
Participant Handout	33
Case Study: Influencing Policy Change – Kenya's National Land Policy	33
Why This Case Study Matters	33
Background: Land, Pastoralism and Policy Failure	34
Advocacy Strategies That Made a Difference	34
Achievements of the National Land Policy	34
Limitations and Ongoing Challenges	35
Lessons for Pastoralist Advocacy in Other Countries	35
Reflection Questions	35
Session 5: Engaging with Legislators to Influence Policy and Law	36
5.1. Purpose of Session	36
5.2. Learning Objectives	36
5.3. Suggested Methodology	36
5.4. Session Timing	36
5.5. Why Parliaments Matter for Pastoralist Advocacy	37
5.6. How Parliaments Work	37

5.7. Key Strategies for Engaging Legislators	37
5.8. Parliamentary Committees as Key Entry Points	38
5.9. Leveraging Pastoralist Parliamentary Groups and other Issue-Based Groups	38
5.10. Building Sustainable Relationships with Legislators	39
5.11. Group Work	39
5.12. Plenary Discussion	39
Note to the facilitator	40
5.13. Key Takeaways	40
Section 6: Understanding Advocacy and Lobbying	41
6.1. Purpose of the Session	41
6.2. Learning Objectives	41
6.3. Suggested Methodology	41
6.4. Session Timing	41
6.5. Advocacy and Lobbying: meanings and difference	41
6.6. Principles of effective advocacy	42
6.7. Forms of advocacy relevant to pastoralist organizations	43
6.8. Power, power-mapping and stakeholder analysis	44
6.9. Group Exercise: Power Mapping in Practice	45
6.10. Plenary Discussion	45
6.11. Key Takeaways	45
Section 7, Part I: Designing Effective Advocacy Strategy	46
7.1. Purpose of the Session	46
7.2. Learning Objectives	46
7.3. Suggested Methodology	46
7.4. Session Timing	46
7.5. What is an Advocacy Strategy?	46
7.6. Key Components of an Effective Advocacy Strategy	47
7.7. Group Exercise: Developing Advocacy Strategies	48
ESAPN Advocacy Strategy Framework	48
7.8. Plenary presentations	49
8.1. Purpose of the Session	50
8.2. Learning Objectives	50
8.3. Suggested Methodology	50
8.4. Session Timing	50

8.5. Advocacy tools and their strategic use	51
8.6. Group Exercise: Developing a One-Page Advocacy Message	53
8.7. Plenary Feedback	55
8.8. Key Takeaways	54
Session 9: Role Plays, Case Studies and Simulations	53
9.1. Purpose of the Session	53
9.2. Learning Objectives	55
9.3. Suggested Methodology	55
9.4. Session Timing	55
9.5. Role Play and Simulation Scenarios	55
9.6. Key Takeaways	57
Session 10: Review, Synthesis and Next Steps	58
REFERENCES	59
Instruments, Policies, Strategies and Laws	59

ABBREVIATIONS AND ACRONYMS

ACFTA	African Continental Free Trade Area
ADALs	Arid and Semi-Arid Lands
AU	African Union
CAADP	Comprehensive Africa Agriculture Development Programme
CPS	Committee on World Food Security
EAC	East African Community
FBG	Framework and Guidelines on Land Policy in Africa
FAO	Food and Agriculture Organization of the United Nations
FPIC	Free, Prior and Informed Consent
GCF	Green Climate Fund
GDP	Gross Domestic Product
IGAD	Intergovernmental Authority on Development
IPs	Indigenous Peoples
NAIPs	National Agricultural Investment Plans
NAPs	National Adaptation Plans
NDCs	National Determined Contributions
NEPAD	New Partnership for Africa's Development
PPG	Rationalist Parliamentary Group
RAIPs	Regional Agricultural Investment Plans
SDGs	Sustainable Development Goals
SPS	Sanitary and Phytosanitary
UNDRIP	United Nations Declaration on the Rights of Indigenous Peoples
UNFCCC	United Nations Framework Convention on Climate Change
UNGA	United Nations General Assembly
VGGT	Voluntary Guidelines on the Responsible Governance of Tenure of Land, Fisheries and Forests in the Context of National Food Security
VNRs	Voluntary National Reports

Introduction to the Training Manual

Pastoralism is a central livelihood and production system across Eastern Africa, sustaining millions of people in arid and semi-arid lands and contributing significantly to food security, regional trade, ecosystem management and climate resilience. At the heart of pastoral systems lies mobility—the strategic movement of livestock and people within and across national borders in response to variable access to water, pasture and other natural resources. Mobility is not an incidental feature of pastoralism; it is a rational, adaptive and an environmentally sound strategy that enables pastoral communities to manage risk, sustain rangelands and respond to climatic uncertainty.

Despite its importance, pastoralism has long been marginalised in policy, legal and development frameworks. In many countries in the region, policies continue to favour sedentary land use systems, fragment rangelands, restrict mobility and undermine customary institutions that govern access to shared resources. These challenges are intensifying in the context of climate change, population growth, expanding commercial land uses, conservation initiatives and securitisation of borderlands. As a result, pastoralist livelihoods are increasingly vulnerable and long-standing systems of rangeland governance and cross-border cooperation are under pressure.

The Eastern and Southern Africa Pastoralist Network (ESAPN) has developed this Advocacy Training Manual to strengthen the capacity of pastoralist organisations, networks and allies to engage effectively with policy and law-making processes that shape pastoralists' access to land, mobility, and climate resilience. The Manual is designed as a practical companion to the ESAPN Advocacy Strategy, translating its analysis, objectives and approaches into a structured learning resource that supports collective action and informed advocacy at local, national, regional, continental and even global levels.

Images in this manual are AI-generated using ChatGPT (OpenAI) for visualisation of pastoralist contexts and policy engagement scenarios. They are illustrative and not documentary evidence.

Purpose of the Training Manual

The primary purpose of this Manual is to equip pastoralist organisations with the knowledge, skills, and confidence required to influence policies, laws and institutional practices affecting pastoral mobility and rangeland governance. It recognises that advocacy is not simply about raising voices or expressing demands, but about understanding how decisions are made, who holds influence, when and where opportunities for change arise and how evidence and alliances can be mobilised strategically.

The Manual seeks to demystify policy and legislative processes, clarify the roles of key actors, and provide practical guidance on how pastoralist organisations can engage constructively with governments, parliaments, regional bodies and development partners. It emphasises that global, continental, and regional frameworks recognising pastoralists' rights are not abstract or symbolic instruments, but concrete tools that can be invoked in advocacy to shape national laws, investment decisions, and programme design.

Target Audience

This Training Manual is intended primarily for leaders and staff of pastoralist organisations, pastoralist networks, and civil society organisations working with pastoral communities across Eastern Africa. It is also relevant for community representatives, women's and youth leaders, traditional institutions, and advocates involved in land, climate, livestock, and natural resource governance.

While the Manual is designed with pastoralist organisations in mind, it may also be useful for trainers, facilitators, development practitioners, and policy actors seeking to better understand pastoral systems and to support more inclusive and effective engagement with pastoralist constituencies.

Training Approach and Philosophy

The Manual adopts a participatory, practical, and advocacy-oriented approach to learning. It is grounded in the lived realities of pastoralist communities and recognises pastoralists as rights-holders, knowledge-bearers, and political actors rather than passive beneficiaries of development interventions. Throughout the Manual, emphasis is placed on linking policy concepts to real-world advocacy challenges faced by pastoralist organisations.

Rather than presenting advocacy as a linear or technical process, the Manual reflects the reality that policy change is often non-linear, contested, and shaped by power relations. Participants are encouraged to analyse political contexts, identify influence pathways, build alliances, and adapt strategies in response to changing circumstances, including crises such as droughts, conflict or sudden policy openings.

The Manual is designed to support interactive training, combining facilitated discussion, reflection on participants' experiences, and application of concepts to concrete advocacy contexts. While it can be used flexibly, the sessions are structured to fit within realistic timetables and to build progressively from foundational concepts—such as understanding policy and law-making—to more applied advocacy strategies and tools.

Trainers and Facilitation Requirements

The effectiveness of this Manual depends significantly on the quality and experience of the facilitators delivering it. Trainers should combine strong facilitation skills with substantive knowledge of pastoralism, policy processes and advocacy practices.

Ideally, training teams should include individuals with:

- Demonstrated experience in advocacy, policy engagement, or civil society work, particularly in pastoralist or dryland contexts;
- A solid understanding of national, regional and continental policy frameworks relevant to pastoralism;
- Strong facilitation and adult learning skills, including the ability to manage participatory and interactive training processes; and
- Familiarity with the socio-cultural, political, and economic contexts of pastoralist communities in Eastern and Southern Africa.

Where possible, training should be delivered by a mix of facilitators, including experienced advocates, subject-matter experts, and practitioners with lived experience of pastoralist systems. This helps ensure that the training is both technically grounded and contextually relevant.

Structure of the Manual

The Training Manual is organized into a series of thematic sessions that together provide a coherent pathway for strengthening advocacy capacity. Early sessions introduce core concepts, including the nature of policy and law, how decisions are made, and who the key actors are at different levels of governance. Subsequent sessions explore regional, continental, and global frameworks relevant to pastoralism, with a particular focus on mobility, land and resource rights, and climate adaptation.

Later sessions focus on practical advocacy skills, including engaging legislators and policymakers, using evidence effectively, building coalitions, shaping narratives, and tracking advocacy outcomes. Throughout the Manual, attention is given to cross-cutting issues such as gender equality, youth participation, conflict sensitivity, and climate resilience, recognizing that inclusive and effective advocacy must address these dimensions explicitly.

How to Use This Manual

This Manual is intended as a flexible resource that can be adapted to different training contexts, countries, and audiences. Trainers are encouraged to tailor examples, case studies, and discussions to local realities, while maintaining the core principles and messages outlined in the sessions. The Manual can be used as part of a standalone advocacy training, integrated into longer capacity-building programmes, or drawn upon selectively to support specific advocacy needs.

Ultimately, the Manual aims to support pastoralist organizations to move from reactive engagement to proactive, strategic, and sustained advocacy. By strengthening understanding of policy processes, enhancing confidence in engaging decision-makers, and fostering collective action across borders, the Manual contributes to ESAFP's broader goal of securing pastoralists' access to rangeland resources, enabling mobility, and strengthening resilience in the face of climate and social change.

Pastoralism, Policy Frameworks, and Policy Processes

SESSION 1: Introduction to Pastoralism and Policy Context in Eastern Africa

1.1. Purpose of the Session

This opening session establishes a shared understanding of pastoralism as a livelihood, land use and production system and introduces the policy and governance context within which pastoralist communities operate in Eastern Africa and the Horn of Africa. As participants come from diverse countries, backgrounds, and levels of experience, the session creates a common foundation by clarifying what pastoralism is, why mobility is central to its sustainability, and why public policies so often misunderstand or undermine pastoralist systems.

The session sets the tone for the entire training by framing pastoralism not as a "problem to be solved", but as a productive, adaptive, and resilient system that requires enabling policies and informed advocacy. It presents pastoralists as economically productive and knowledgeable communities with agency and capacity that can and should be harnessed to advance sustainable food production, inclusive economic development, effective rangeland management and adaptation to climate change. (PAC, 2011; Scoones, 1993).

1.2. Learning Objectives

By the end of this session, participants should be able to:

- Explain the key characteristics of pastoralism and why mobility is central to its sustainability;
- Identify common policy and governance challenges facing pastoralist communities in Eastern Africa and the Horn of Africa;
- Describe the contribution of pastoralism to agricultural production and food security, economic development, rangeland management and adaptation to climate change;
- Articulate how national and regional policy choices directly shape pastoralist livelihoods and mobility; and
- Compare the similarities and differences in pastoralist systems across countries in the region.

1.3. Suggested Methodology

This session should be delivered using a combination of short presentations, guided discussion, and participatory group work. The facilitator should begin by eliciting participants' own understandings and experiences of pastoralism, before introducing key concepts and evidence.

The session should emphasize interaction and reflection. Participants should be encouraged to compare experiences across countries, challenge assumptions about pastoralism, and connect the content to real-world advocacy challenges. The facilitator should actively draw out differences and similarities in pastoral systems and policy contexts across the region.

1.4 Session Timing

The session will last 90 minutes according to the schedule in Table 1 below.

Table 1: Timing for Session

Component	Time
Introduction and framing	10 minutes
Presentation of key concepts	25 minutes
Group exercises	30 minutes
Plenary discussion and synthesis	20 minutes
Key takeaways and wrap up	5 – 10 minutes
Total	90 minutes

1.5. Key Concepts and Content

1.5.1. What is Pastoralism?

Pastoralism is a livelihood, land use, and production system based primarily on the management of livestock in dryland environments through strategic mobility. In Eastern Africa and the Horn of Africa, pastoralism is practiced mainly in arid and semi-arid lands (ASALs), which are characterised by highly variable rainfall across time and space, uneven distribution of pasture and water resources, and ecological conditions that change seasonally.

Beyond its role as a livelihood system, pastoralism plays a critical role in national and regional economies and food systems. Pastoral livestock systems contribute substantially to meat and milk production, support extensive cross-border trade, generate employment along livestock value chains, and underpin food security for millions of people in both rural and urban areas. In many countries across Eastern Africa and the Horn, pastoral areas supply a significant share of livestock marketed nationally and regionally, particularly during periods of climatic stress when other production systems are more vulnerable.

Key features of pastoralism include:

- Strategic mobility of people and livestock;
- Collective and negotiated management of rangelands and water resources;
- Deep ecological knowledge and customary institutions governing resource access and use; and
- Risk management through herd diversity, mobility and social networks.

Pastoralism is therefore not a marginal or outdated system. Rather, it is one of the most productive and adaptive land-use systems in dryland environments, particularly in the context of increasing climate variability and climate change. (FAO, 2011; OECD-FAO, 2016).



Photo 2: A pastoralist family: note the three pillars of pastoralism: people, livestock and natural resources.

Box 1: Indicative Regional Statistics on Pastoralism in Eastern Africa and the Horn

Characteristic	Statistics
Extent of drylands	Approximately 60–70 % of the region
Population of pastoralists and agro-pastoralists	More than 40 million people
Livestock population (cattle, sheep, goats and camels)	About 500 million head of livestock
Contribution of livestock to agricultural GDP	10–20% in many countries, with higher proportions in the more arid countries

These indicative figures are intended to support advocacy and learning, while they vary by source and definition, they consistently demonstrate the central role of pastoralism in the region's economies, food systems, and dryland livelihoods.

1.5.2. Mobility as the Core of Pastoralism

Mobility is the defining feature that enables pastoral systems to function economically, socially, and ecologically. Through planned seasonal and opportunistic movements, pastoralists align livestock production with shifting patterns of pasture and water availability, maintain rangeland health, and sustain livestock productivity over time.

Mobility also enhances pastoralists' capacity to adapt to climate change, including recurrent droughts, extreme weather events, and increasing uncertainty. Through the practice of mobility, pastoralists are able to spread risk across space and time, reduce pressure on rangelands, limit livestock losses, and support faster recovery following climatic shocks, thereby strengthening the overall resilience of pastoral systems.

When mobility is constrained, whether through restrictive land tenure systems, fragmentation of rangelands, border controls, conservation enclosures, or securitisation policies, the adverse impacts are not only social but also economic and environmental. Reduced mobility undermines livestock productivity, accelerates land degradation, heightens competition over scarce resources, increases the risk of conflict, and weakens pastoralists' contribution to food security and economic development. (Cattley et al., 2012; Scoones et al., 2003; FAD, 2021).



Plate 2: A pastoralist family migrating to optimize on seasonal spatial and temporal availability of water and pasture.

1.5.3. When Pastoralism meets Policy

Despite its economic and environmental importance, pastoralism remains poorly recognised in national development planning and agricultural policies. Many policy frameworks continue to privilege sedentary agriculture, private land ownership, and fixed production models that are poorly suited to dryland conditions.

Common policy and governance challenges facing pastoralist communities include:

- Land tenure systems that fail to recognise communal and mobile land use;
- Development and conservation models that exclude pastoralists from rangelands;
- Security and border policies that restrict cross-border mobility;
- Weak recognition of customary institutions and negotiated access arrangements; and
- Limited pastoralist representation in policy-making and legislative processes.

In the IGAD and SAC regions, these challenges are compounded by climate change, violent conflict, demographic pressure, and growing commercial interest in rangelands. Addressing them requires policy reforms informed by sound understanding of pastoralism as an economic, environmental, and social system, and sustained advocacy by pastoralist organisations and their allies (IGAD, 2020; Ali, 2014).

1.8. Group Exercise - "Pastoralism in My Country"

Objective

To ground the discussion in participants' lived realities and identify shared challenges and differences across countries.

Instructions

1. Divide participants into country groups.
2. Ask each group to discuss the following questions (20 minutes):
 - Where do pastoralists live in your country?
 - What is the population of pastoralists in your country?
 - How important is mobility to their livelihoods?
 - How does the state generally view pastoralism?
 - What are the main policy or governance challenges they face?
3. Each country group reports back to plenary; and participants discuss (30 minutes per group)



Photo 2: Participants in a break out (group) session.

Note to the facilitator

Encourage participants to identify both common patterns and country-specific differences. Use the discussion to highlight how policy contexts shape outcomes for pastoralists.

1.7. Key Takeaways

- Pastoralism is a rational, adaptive, and productive system suited to dryland environments;
- Mobility is central to pastoral resilience and sustainability;
- It is policy choices rather than pastoral practices that are often the main source of vulnerability for pastoral communities; and
- Effective advocacy must be grounded in an accurate understanding of pastoral systems and policy dynamics.

Session 2 (Part I): Global and Continental Frameworks Supporting Pastoralism

2.1. Purpose of the Session

This session introduces participants to the global and continental policy and normative frameworks that recognise, protect, and support pastoralist livelihoods, mobility, land and resource rights, and resilience to climate change. It equips participants with the knowledge and confidence needed to use these frameworks strategically and effectively in advocacy at national, regional, and continental levels.

The session emphasises that global and continental frameworks are not distant or symbolic instruments, but practical advocacy tools that pastoralist organisations can invoke to influence national policies, legislation, investment decisions, and development programmes, and to hold governments and other actors accountable to their stated commitments.

2.2. Learning Objectives

By the end of this session, participants will be able to:

- Identify and cite key global and continental frameworks relevant to pastoralism, mobility, land and resource governance and climate resilience;
- Explain how these frameworks support pastoralist rights, livelihoods and production systems;
- Describe the obligations and commitments that states assume under these instruments; and
- Apply global and continental norms to strengthen national level advocacy efforts.

2.3. Suggested Methodology

Given the breadth and complexity of the frameworks covered, this session should combine focused facilitator input with structured participant engagement.

The facilitator should:

- Present key frameworks in a selective and strategic manner, focusing on relevance to advocacy rather than exhaustive detail;
- Use examples and practical illustrations to demonstrate how frameworks can be applied; and
- Encourage participants to relate frameworks to their own country contexts.

The session should be delivered in two parts:

1. Facilitator-led presentation of key frameworks; and
2. Country-based group work applying frameworks to real advocacy challenges.

The emphasis should be on application rather than memorisation.

2.3. Session Timing

The session should be delivered in 2 hours and 45 minutes, according to the schedule in Table 2.

Table 2: Timing for Session

Component	Time
Introduction and framing	10 minutes
Presentation of global frameworks	20 minutes
Presentation of continental frameworks	20 minutes
Clarifications and discussions	10 minutes
Group work	45 minutes
Flipping presentations and synthesis	50 minutes
Total	2 hours, 45 minutes

Note to the facilitator

If time is limited, prioritise fewer frameworks and deepen discussion rather than rushing coverage.

2.4. Why Global and Continental Frameworks Matter for Advocacy

Pastoralist communities often face national policies and practices that restrict mobility, undermine customary land tenure, or exclude them from decision-making processes. Global and continental frameworks provide legitimacy, leverage and a shared language for challenging such policies and for advancing more inclusive and sustainable alternatives.

These frameworks:

- Articulate norms, principles and standards agreed at continental and global levels, often following prolonged negotiations to build consensus;
- Commit governments to obligations regarding rights, inclusion, equity and sustainability;
- Provide authoritative reference points for courts, assemblies, and policy-makers;
- Strengthen the credibility of pastoralist advocacy at national and regional levels; and
- Provide a foundation for international and regional solidarity among advocates for pastoralism and pastoralist rights.

Pastoralist CBOs need to understand these frameworks and to integrate them into their advocacy strategies at national and regional levels, requiring governments to align national policies with commitments they have agreed to at continental and global levels.

2.4.1. Key Global Frameworks of relevance to Pastoralism

2.4.1.1. Voluntary Guidelines on the Responsible Governance of Tenure (VGGT)

The Voluntary Guidelines on the Responsible Governance of Tenure of Land, Fisheries and Forests in the Context of National Food Security (VGGT) provide internationally agreed guidance on how states should govern tenure in ways that promote equity, transparency, food security, sustainable livelihoods, and environmental sustainability. Endorsed by the Committee on World Food Security (CFS) in 2012, the VGGT represent a broad global consensus among governments, civil society, the private sector, and development partners, and are widely used to inform national land policies, donor programmes, and investment safeguards.

For pastoralist communities, the VGGT are particularly significant because they explicitly recognise the legitimacy of customary and communal tenure systems, including those that are not formally registered or documented. This recognition is directly relevant to pastoralist land use, which is typically based on

shared access to rangelands, seasonal grazing areas, migration routes, and water points, governed through customary institutions and negotiated arrangements rather than individual land ownership.

The VGGT emphasises the obligation of states to respect and protect legitimate tenure rights, whether formally recorded or not, and to provide safeguards against dispossession, forced evictions, and land grabbing. This is especially relevant for pastoralists in contexts where rangelands are increasingly affected by large-scale land acquisitions, conservation enclosures, infrastructure development, extractive activities, or land registration programmes that fail to account for mobility and seasonal land use.

Although the VGGT are not framed as a climate change instrument, they provide a strong normative foundation for climate change adaptation, particularly in dryland environments. Secure and equitable access to land and natural resources is recognised in the Guidelines as essential for sustainable livelihoods and food security—both of which are central to resilience in the face of climate variability and change. For pastoralists, tenure security enables mobility, flexibility, and risk-spreading across space and time, which are among the most effective adaptation strategies in arid and semi-arid lands.

The VGGT also caution against land governance approaches that increase vulnerability or undermine livelihoods. In the context of climate change, poorly designed land reforms, restrictive land-use planning, or exclusionary conservation models can be maladaptive, as they fragment rangelands, block mobility corridors, intensify pressure on remaining resources, and heighten the risk of conflict during droughts and extreme weather events. The Guidelines therefore provide a strong basis for advocating land governance approaches that actively support climate resilience rather than undermine it.

In addition, the VGGT place strong emphasis on inclusive and participatory decision-making in land and resource governance. The Guidelines call for meaningful consultation with affected communities in the design and implementation of laws, policies, and investments affecting land and natural resources. This is particularly relevant to climate-related policies and investments—such as climate adaptation programmes, nature-based solutions, restoration initiatives, and climate finance projects—that directly affect pastoralist lands and livelihoods. The Guidelines require meaningful consultation with affected communities and the availability of accessible and fair dispute-resolution mechanisms. These provisions provide strong advocacy entry points for pastoralist organisations seeking greater participation in land governance processes and protection from exclusionary or top-down land-use decisions.

The VGGT are also closely linked to food security and livelihoods. They recognise that secure and equitable access to land and natural resources is essential for sustainable food systems and poverty reduction. For pastoralists, whose livestock production systems contribute significantly to national and regional food security, the VGGT provide a clear basis for arguing that protecting mobility and communal rangeland access is not only a rights issue, but also a development and food security imperative.

Although the VGGT are voluntary, they are widely referenced and applied by governments, donors, UN agencies, and development partners. Many countries in Eastern Africa and the Horn of Africa have committed to implementing the VGGT through national land policy reforms, donor-supported programmes, and investment safeguards. Pastoralist civil society organisations can therefore use the VGGT as a powerful and practical advocacy tool to promote responsible land governance, recognition of customary tenure, protection of mobility, and climate-resilient pastoral systems, and to hold states and other actors accountable to internationally agreed standards.

2.4.1.2. ILO Convention No. 169 on Indigenous and Tribal Peoples

ILO Convention No. 169 is a legally binding international instrument that recognises and protects the rights of indigenous and tribal peoples, including their rights to land, natural resources, culture, and participation in decision-making. Although relatively few African states have ratified the Convention, its principles are highly relevant to pastoralist communities, particularly in relation to collective land tenure, mobility, and customary governance systems.

For pastoralists, the Convention is especially important because it affirms the legitimacy of customary land-use systems and recognises that land and resources are often held and managed collectively, rather than through individual ownership. This directly aligns with pastoralist systems of rangeland management, which depend on shared access, negotiated use, and seasonal mobility across wide territories. The Convention also recognises the right of communities to continue traditional livelihood practices that are closely linked to land and natural resources, including mobile production systems.

The Convention further emphasises the right of affected communities to be consulted and to participate meaningfully in decisions that affect their lands, resources, and livelihoods. They include those related to development projects, conservation initiatives, infrastructure investments and extractive activities. For pastoralists, these provisions are particularly relevant in contexts where large-scale investments, conservation enclosures, or land registration programmes threaten access to grazing areas, migration routes and water points.

While ratification of ILO Convention 169 remains limited in the region, its standards are widely reflected in other international and regional instruments, judicial decisions, and development policies. As such, pastoralist civil society organisations can use the Convention as a normative reference point in advocacy, to reinforce arguments for recognition of customary tenure, protection of mobility, inclusive consultation processes, and respect for pastoralist institutions, even in countries that have not ratified the Convention. Its principles provide a strong basis for engaging governments, donors, and development partners on rights-based and climate-resilient approaches to pastoralism.

2.4.1.3. United Nations Declaration on the Rights of Indigenous Peoples (UNDRIP)

The United Nations Declaration on the Rights of Indigenous Peoples (UNDRIP) sets out internationally agreed standards for the protection of the rights of Indigenous Peoples (IPs), including rights related to land, territories, natural resources, culture, livelihoods and self-determination. Although the term Indigenous Peoples is interpreted differently across countries, and although not all pastoralist communities self-identify as IPs, many of the principles articulated in UNDRIP are directly relevant to pastoralist communities, particularly in relation to collective land use, mobility, and customary governance systems.

UNDRIP recognises the deep and enduring relationship between IPs and their lands, territories, and resources, and affirms the right of such communities to maintain and strengthen their distinctive economic, social, and cultural institutions. For pastoralists, whose livelihoods depend on access to extensive rangelands, seasonal grazing areas, migration routes, and water points, these provisions provide a powerful normative basis for advocating recognition of customary land tenure and mobile land-use systems.

The Declaration places strong emphasis on the rights of IPs to participate in decision-making on matters that affect them, including development, conservation, and investment initiatives. Of particular relevance is the principle of free, prior and informed consent (FPIC), which requires states to consult and cooperate in good faith with affected communities before adopting measures that may affect their lands, territories,

or resources. For pastoralist communities, FPIC is a critical safeguard in contexts where infrastructure projects, land investments, conservation initiatives, or securitisation measures threaten access to rangelands and mobility corridors.

UNDRIP also recognises the value of traditional knowledge and practices, including those related to environmental management and sustainable use of natural resources. This recognition aligns closely with pastoralists' ecological knowledge and adaptive strategies, especially in the context of climate change. It provides an important advocacy entry point for promoting pastoralism as a climate-resilient livelihood system rather than as a cause of environmental degradation.

While UNDRIP is not a legally binding treaty, it represents a strong global consensus and has been voted for by the vast majority of UN member states. Although a good number of countries in the region did not vote for it, they are UN member states and therefore politically bound by the Declaration's standards. Pastoralist civil society organisations can therefore use UNDRIP as a powerful advocacy tool to frame demands for recognition, participation, protection of pastoralist livelihoods, and to hold governments accountable to internationally accepted standards of rights, inclusion, and sustainability.

2.4.1.4 Sustainable Development Goals (SDGs)

The Sustainable Development Goals (SDGs) provide a universal global framework that links economic development, social inclusion, environmental sustainability, and climate action. They are set out in the United Nations General Assembly (UNGA) Resolution Transforming our world: the 2030 Agenda for Sustainable Development, adopted unanimously by all United Nations Member States in 2015. The SDGs represent a shared and integrated set of commitments that guide national development plans, donor strategies, and international cooperation across all countries, including those in Eastern Africa and the Horn of Africa. As such, they offer an important normative and policy framework through which pastoralist organisations can frame advocacy on livelihoods, land and resource rights, mobility, and resilience to climate change.

Although the SDGs do not refer explicitly to pastoralism, many of the goals and targets are directly relevant to pastoralist livelihoods, mobility, land and resource governance, and climate resilience. Pastoralism contributes to, and is affected by, progress across multiple SDGs, making the framework a powerful tool for positioning pastoralist issues within mainstream development and policy debates.

The following SDGs are particularly relevant to pastoralist communities:

- **SDG 1 (No Poverty)** and **SDG 2 (Zero Hunger)** recognize the importance of secure livelihoods and sustainable food production systems. Pastoralist livestock systems play a major role in food security and income generation in dryland areas, supplying meat and milk to rural and urban markets and supporting extensive value chains.
- **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. It provides a platform for highlighting the central role that women play in pastoral societies in livestock care, milk production, household food security, natural resource management, and the transmission of indigenous knowledge.
- **SDG 8 (Decent Work and Economic Growth)** highlights the need for inclusive economic opportunities. Pastoralism supports millions of jobs along livestock value chains, including herding, trading, transport, processing, and marketing. Recognising and supporting pastoralist economies is therefore essential for inclusive growth in dryland regions.

- **SDG 10 (Reduced inequalities)** is highly relevant to pastoralist communities, who are often politically marginalized and underserved by public investment. Addressing structural inequalities affecting pastoralists—including unequal access to land, services, and political representation—is central to achieving this goal.
- **SDG 13 (Climate Action)** places strong emphasis on adaptation, resilience, and the integration of traditional knowledge into climate responses. Pastoralism, when supported by secure tenure and mobility, represents a proven climate adaptation strategy in arid and semi-arid lands.
- **SDG 15 (Life on Land)** calls for sustainable land use, ecosystem conservation, and the prevention of land degradation. Modern pastoralism, when enabled, contributes to sustainable rangeland management by aligning grazing pressure with ecological variability.
- **SDG 16 (peace, inclusion and justice)** calls for promotion of peaceful and inclusive societies for sustainable development, provision of access to justice for all and the building of effective, accountable and inclusive institutions at all levels, all of which have direct relevance to pastoralists given their historical exclusion and denial of justice, especially with regards to land dispossession.

The SDGs are particularly useful for advocacy because they are already integrated into national development plans, budget frameworks, and donor programming. Governments regularly report on SDG progress at national, regional, and global levels, including through Voluntary National Reviews (VNRs). Pastoralist civil society organisations can use the SDGs to:

- Demonstrate how pastoralism contributes to national development priorities;
- Highlight gaps where policies undermine SDG commitments;
- Engage ministries of finance, planning, and environment, not only sectoral ministries, and
- Connect pastoralist advocacy to donor and development partner agendas.

By framing pastoralism as a contributor to poverty reduction, food security, climate adaptation, and sustainable land management, the SDGs allow pastoralist organisations to move beyond defensive advocacy and position pastoralism as integral to achieving national and global development goals.

2.4.1.5. The Paris Agreement on Climate Change

The Paris Agreement on Climate Change, adopted in 2015 under the United Nations Framework Convention on Climate Change (UNFCCC), commits States to limit global temperature rise and to strengthen efforts to adapt to the impacts of climate change. All countries in Eastern Africa and the Horn of Africa are Parties to the Agreement and have articulated their national climate commitments through Nationally Determined Contributions (NDCs) and National Adaptation Plans (NAPs).

For pastoralist communities, the Paris Agreement is particularly relevant because it places strong emphasis on adaptation, resilience, and support for vulnerable populations whose livelihoods depend directly on climate-sensitive natural resources. Pastoralists are among the groups most exposed to climate variability, recurrent droughts, and extreme weather events, making the Agreement a powerful global reference point for pastoralist advocacy at national, regional, and international levels.

The Agreement recognises that adaptation should be context-specific, participatory, and informed by traditional and local knowledge. This aligns closely with pastoralist production systems, which are grounded in generations of ecological knowledge, flexible mobility strategies, and collective rangeland management practices that enable effective adaptation in highly variable environments. Pastoralism,

when supported by secure land and resource tenure and mobility, can be a cost-effective climate adaptation strategy in arid and semi-arid lands.

The Agreement also underscores the need for climate actions that do not undermine food security and livelihoods. This is particularly important for pastoralists, as poorly designed climate interventions—such as restrictive protected areas, inappropriate land-use zoning, or infrastructure that fragments rangelands—can increase rather than reduce vulnerability. Thus, the Agreement provides a strong normative basis for challenging climate policies and investments that undermine pastoralist mobility, access to resources, and adaptive capacity.

The Paris Agreement places strong emphasis on climate finance, capacity-building, and technology transfer for developing countries. Climate-funded programmes—such as those supported by the Green Climate Fund (GCF) and other international mechanisms—are increasingly shaping interventions in pastoralist areas, including rangeland restoration, water development, resilience-building, and livelihood diversification initiatives. Pastoralist civil society organisations can use the Paris Agreement to advocate for climate finance that is accessible, inclusive, and responsive to pastoralist priorities, and that strengthens rather than replaces mobile livestock systems.

Finally, the Paris Agreement reinforces the integration of climate adaptation into national development planning. Governments are expected to align climate policies with broader development objectives, such as poverty reduction, food security, and sustainable land management. For pastoralist CSOs, this creates an important advocacy entry point beyond environment and livestock ministries, extending engagement to ministries responsible for planning, finance, and national development.

In sum, the Paris Agreement provides a robust global framework for positioning pastoralism as a legitimate, climate-resilient livelihood system. It offers pastoralist organisations a powerful tool for advocating policies, investments, and climate actions that recognise mobility, secure tenure, and pastoralist knowledge as central pillars of effective climate adaptation in dryland regions.

2.4.2. Key Continental Frameworks of Relevance to Pastoralism

The African Union (AU) continental frameworks provide a critical policy and normative foundation for recognising pastoralism as a legitimate, productive, and climate-relevant livelihood system. These frameworks articulate shared African commitments on land governance, agricultural transformation, climate resilience, and regional integration. They guide national level, development strategies, and public investment across the continent, and thus provide critical platforms and entry points for advocacy.

For pastoralist communities in Eastern Africa and the Horn of Africa, AU frameworks are especially important because they explicitly address issues of mobility, communal land use, rangeland governance, livestock production, and resilience in dryland environments. They also offer concrete advocacy entry points for engaging governments, Regional Economic Communities (RECs), and development partners, and for holding states accountable to commitments they have voluntarily adopted at continental level.

2.4.2.1. Policy Framework for Pastoralism in Africa

The Policy Framework for Pastoralism in Africa was adopted by the African Union in 2010 in response to long-standing policy neglect and marginalisation of pastoral and agro-pastoral communities across the continent. The Framework represents a clear continental commitment to recognising pastoralism as a legitimate, productive, and economically viable livelihood and land-use system. It provides a normative basis for re-orienting national policies and investments towards approaches that are better suited to the ecological, economic, and social realities of dryland regions.

The Framework explicitly affirms that pastoralism is a rational and adaptive production system, well suited to arid and semi-arid environments characterised by climatic variability, uneven resource distribution, and recurrent drought. It recognises pastoral livestock systems as significant contributors to national economies, food security, employment, and regional trade, and acknowledges their central role in sustaining livelihoods across extensive rangeland areas. In so doing, the Framework challenges narratives that portray pastoralism as backward, inefficient, or environmentally destructive, and positions it as a modern system with demonstrated productivity and resilience.

A central pillar of the Policy Framework is its recognition of pastoral mobility as an essential feature of pastoral production and risk management. The Framework describes mobility as a deliberate and strategic response to ecological variability, enabling pastoralists to track pasture and water availability across space and time, maintain herd health, and reduce vulnerability to droughts and extreme weather events. The Framework calls on Member States to facilitate mobility through enabling policies, appropriate land-use planning, and infrastructure development that does not fragment rangelands or block access to traditional migration routes. The Framework thus provides a strong continental reference point for advocacy against policies and investments that criminalise movement, fence rangelands, or undermine cross-border pastoral systems.

The Policy Framework for Pastoralism also places strong emphasis on rangeland governance and the role of customary institutions. It recognises that pastoral land and resource use is typically governed through collective tenure arrangements, negotiated access, and locally embedded institutions that regulate grazing, water use, and seasonal movements. These institutions are identified as critical for sustainable rangeland management, conflict resolution, and climate adaptation. The Framework therefore calls on governments to recognise, protect, and strengthen customary governance systems, and to integrate them into broader land and natural resource governance frameworks where appropriate.

Although adopted before the Paris Agreement, the Policy Framework speaks to the climate crisis. It acknowledges that pastoral systems operate in environments of high uncertainty and variability, and that their resilience is built on flexibility, mobility, and diversified herd management. The Framework encourages investments in drought preparedness, early warning systems, water governance, animal health services, and market access—measures that are essential for strengthening adaptive capacity in the face of climate change. In this sense, the Framework positions pastoralism not just as a victim of climate change, but as a proven climate adaptation strategy when supported by secure access to land and resources.

The Framework further recognises the links between pastoralism, resource competition, and conflict, particularly in contexts where climate stress, population pressure, and weak governance intensify competition over land and water. It calls for conflict-sensitive approaches to pastoral development and for mechanisms that prevent and resolve disputes over rangeland resources and mobility corridors. These provisions are increasingly relevant as climate change exacerbates resource scarcity and heightens the risk of conflict in pastoral areas.

Finally, the Policy Framework emphasises the importance of participation and inclusion. It calls for the meaningful involvement of pastoralist communities in policy-making, programme design, and governance processes at local, national, and regional levels. This includes participation in decisions related to land use, livestock development, climate adaptation, infrastructure, and regional cooperation. By affirming the right of pastoralists to participate in decisions that affect their livelihoods, the Framework strengthens the case for inclusive, rights-based, and climate-resilient development approaches.

Although the Policy Framework for Pastoralism in Africa is not legally binding, it represents a continent-wide consensus endorsed by AU Member States. Pastoralist civil society organisations can therefore use it as a powerful advocacy tool to frame demands for recognition of pastoralism as a production and land-use system, protection of mobility and communal tenure, support for climate-resilient livelihoods, and accountability for policies and investments that undermine pastoral adaptation capacities.

2.4.2.2. The Framework and Guidelines on Land Policy in Africa

The Framework and Guidelines on Land Policy in Africa were endorsed by African Union Member States in 2009 as a continental reference to guide land policy formulation and implementation across the continent. It was developed in response to widespread challenges of land insecurity, inequitable access, weak governance, and conflict, and seeks to promote land governance systems that are equitable, transparent, accountable, and responsive to Africa's diverse social, economic, and ecological contexts.

The Framework and Guidelines (F&G) are particularly relevant to pastoralist communities because they explicitly recognise the legitimacy of multiple land and tenure systems, including customary and communal tenure arrangements that are often undocumented or poorly protected in statutory law. They affirm that land governance systems must reflect local realities and livelihood systems, rather than imposing uniform models of individual ownership that are poorly suited to rangeland environments. This recognition is critical for pastoralists, whose livelihoods depend on shared access to extensive rangelands, seasonal grazing areas, migration routes, and water points.

A central contribution of the F&G is their clarification that tenure security does not depend solely on individual land titles. In rangeland contexts, tenure security is achieved through protecting collective rights, negotiated access arrangements, seasonal use patterns, and institutions that regulate mobility across space and time. These principles align closely with pastoralist land use systems, which depend on flexibility, reciprocity, and movement across large landscapes in response to climatic variability. By recognising these forms of tenure as legitimate, the F&G provide a strong continental basis for advocating land policies that support, rather than undermine, pastoral mobility.

The F&G also emphasise the responsibility of states to respect and protect legitimate tenure rights, whether formally recorded or not, and to safeguard communities against dispossession, forced evictions, and land grabbing. This is especially relevant in pastoral areas where rangelands are increasingly affected by large-scale agricultural investments, conservation endowments, infrastructure corridors, extractive activities, and land registration or titling programmes that fail to account for seasonal land use and mobility. Such interventions often fragment rangelands, block migration routes, and intensify pressure on remaining resources, increasing vulnerability and engendering conflict.

Although the F&G are not framed explicitly as a climate change instrument, they provide a strong normative foundation for climate change adaptation in dryland environments. Secure and equitable access to land and natural resources enables pastoralists to maintain mobility, spread risk across landscapes, and respond flexibly to droughts, floods, and extreme weather events. These are among the most effective adaptation strategies in arid and semi-arid lands. By contrast, land governance approaches that restrict access, fragment rangelands, or prioritise fixed land uses can be maladaptive, reducing resilience and increasing exposure to climate shocks.

The F&G also place strong emphasis on inclusive and participatory land governance. They call for the meaningful involvement of affected communities in the design and implementation of land laws, policies, and investments, and for accessible, appropriate, and effective dispute-resolution mechanisms. This is particularly relevant for climate-related policies and projects—such as climate adaptation programmes,

nature-based solutions, restoration initiatives, carbon credit schemes, and climate finance investments—that directly affect pastoralist lands and livelihoods. These provisions offer important advocacy entry points for pastoralist organizations seeking greater voice in land governance and protection from exclusionary or top-down land-use decisions.

While voluntary in nature, the FBS have been widely referenced in national land policy reforms, donor-supported programmes, and investment safeguards across the continent. For pastoralist civil society organisations, they provide a powerful and practical advocacy tool for promoting responsible land governance, recognition of customary and communal tenure, protection of mobility corridors, and land policies that strengthen—rather than undermine—pastoralist livelihoods and climate resilience.

2.4.2.3. CAADP and the Malabo and Kampala Commitments

The Comprehensive Africa Agriculture Development Programme (CAADP) is the African Union's principal framework for agricultural development and transformation. Launched in 2003 under the New Partnership for Africa's Development (NEPAD), CAADP was established to accelerate agricultural growth, reduce poverty, and improve food and nutrition security across the continent. It provides a common framework through which Member States commit to allocating at least 10 per cent of public expenditure to agriculture and achieving an average annual agricultural growth rate of at least six per cent, supported by national and regional investment plans, peer review and accountability mechanisms.

Over time, CAADP has evolved from a focus on agricultural growth and productivity towards a broader agenda that incorporates livelihoods, resilience, nutrition, sustainability, and inclusion. This evolution reflects growing recognition of climate change, demographic pressure, market volatility, and persistent inequalities in rural areas. CAADP is implemented through National Agricultural Investment Plans (NAIPs) and Regional Agricultural Investment Plans (RAIPs), which strongly influence public spending priorities, donor programming, and development interventions across Africa. As such, CAADP is not only a policy framework but a powerful resource-allocation mechanism that shapes what is prioritised, funded, and measured within African agri-food systems.

For pastoralist communities, CAADP is therefore highly consequential, but also deeply contested. While pastoralism falls squarely within the livestock and agricultural sectors that CAADP seeks to transform, pastoral systems have often been marginal within CAADP processes. Livestock is frequently under-prioritised relative to crop agriculture, and pastoralism is often framed through a sedentarised or commercial lens that fails to account for mobility, communal land-use, and dryland ecologies. As a result, CAADP-aligned strategies have tended to promote interventions that undermine, rather than support, pastoralist livelihoods.

The Malabo Declaration on Accelerated Agricultural Growth and Transformation for Shared Prosperity and Improved Livelihoods, adopted by African Heads of State and Government in 2014, marked a significant renewal of CAADP. The Declaration reaffirmed earlier commitments while introducing stronger emphasis on accountability, results, and inclusivity. Of particular relevance to pastoralists, the Malabo Declaration placed renewed focus on resilience, livelihoods, and social protection, committing Member States to enhance resilience of livelihoods and production systems to climate variability and other shocks, and to end hunger and halve poverty through inclusive agricultural growth.

These commitments are highly relevant to pastoralist systems, which operate in some of the most climate-exposed environments on the continent. The Malabo Declaration provides a strong basis for advocating investment in drought preparedness, early warning systems, animal health services, rangeland management, water governance, and conflict-sensitive natural resource management—interventions

that directly support mobile livestock production and climate adaptation. It also strengthens the case for recognising drylands as productive systems and pastoralism as a livelihood that contributes meaningfully to food security, employment, and economic growth.

At the same time, the Malabo Declaration reveals important limitations in CAADP's treatment of pastoralism. While resilience is emphasised, the Declaration does not explicitly address pastoral mobility, communal tenure, or cross-border rangeland systems. This omission has allowed many national CAADP investment plans to prioritise fixed infrastructure, settlement-based service delivery, and crop-centric models of resilience that are poorly suited to mobile pastoral systems. As a result, pastoralism has often been addressed indirectly, inadequately, or through interventions that seek to transform it into more sedentary forms.

The Kampala Declaration on Building Resilient and Sustainable Agri-food Systems in Africa, adopted in 2025, represents the most recent effort to reposition CAADP in light of climate change, economic shocks, and structural inequalities within agri-food systems. The Kampala Declaration advances a stronger emphasis on sustainability, climate resilience, livelihoods, and systems transformation, recognising the need to adapt African agri-food systems to increasing climatic uncertainty and environmental stress.

For pastoralists, the Kampala Declaration offers new advocacy opportunities by acknowledging that resilience and sustainability must be grounded in context-specific production systems and local knowledge. Its emphasis on climate adaptation, ecosystem sustainability, and inclusive livelihoods aligns closely with pastoralist realities in arid and semi-arid lands. The Declaration provides a platform for arguing that pastoral mobility, communal rangeland governance, and flexible land use are not constraints on agri-food transformation, but essential components of resilient and sustainable food systems in dryland regions.

Nevertheless, similar to earlier CAADP commitments, the Kampala Declaration remains largely silent on pastoral mobility as a core production strategy. Without explicit recognition of mobility and communal tenure, there is a risk that CAADP-aligned "agri-food systems transformation" continues to privilege sedentary, capital-intensive, and enclosure-based models of development. This risks reproducing patterns of exclusion, land fragmentation, and vulnerability in pastoral areas, particularly where climate finance and agri-food investments are channelled through CAADP frameworks without adequate safeguards.

Taken together, CAADP and its associated declarations present both opportunities and challenges for pastoralist advocacy. On the one hand, they offer a powerful continental framework for demanding investment in resilience, livelihoods, and climate adaptation in dryland regions, and for engaging ministries of agriculture, livestock, finance, and planning in debates about public spending and development priorities. On the other hand, their limited treatment of pastoral mobility, communal land tenure, and rangeland connectivity highlights the need for sustained advocacy to ensure that pastoral systems are properly recognised and supported.

For pastoralist civil society organisations, CAADP is therefore a critical arena of engagement rather than a settled solution. By invoking CAADP's own commitments to resilience, inclusivity, sustainability, and food security, pastoralist organisations can challenge narrow interpretations of agricultural transformation and argue for investment pathways that strengthen—rather than replace—mobile livestock systems. In doing so, they can position pastoralism not at the margins of Africa's agri-food agenda, but at its centre in the context of climate change and dryland resilience.

2.4.2.4. African Continental Free Trade Area (AfCFTA)

The African Continental Free Trade Area (AfCFTA) is the flagship economic integration initiative of the AU, designed to create a single continental market for goods and services, with free movement of business persons and investments. The Agreement establishing AfCFTA was adopted by African Heads of State and Government in Kigali in 2018, entered into force in May 2019, and commenced trading in January 2021. AfCFTA aims to deepen intra-African trade by progressively reducing tariffs and non-tariff barriers, harmonising trade-related regulations and standards, and promoting regional and continental value chains as a pathway to inclusive economic growth and structural transformation.

AfCFTA is highly relevant to pastoralist livelihoods because livestock production, marketing, and trade are inherently regional and often transboundary. Pastoral livestock systems connect rangelands in arid and semi-arid areas to markets across national borders, supplying animals and animal products to urban centres, cross-border trade hubs, and export corridors. In many parts of Eastern Africa and the Horn of Africa, pastoralist economies depend on seasonal and opportunistic cross-border movement of livestock and traders, making regional integration a central concern for pastoral development and resilience.

If implemented in an inclusive and context-sensitive manner, AfCFTA has the potential to significantly expand market access for livestock and livestock products, strengthen regional livestock value chains, and improve incomes for pastoral producers. Reduced tariffs and streamlined border procedures can lower transaction costs, improve price incentives, and enhance competitiveness of African livestock products. Improved market integration can also strengthen resilience by allowing pastoralists to respond more flexibly to climate shocks, such as droughts or disease outbreaks, by shifting sales, sourcing inputs, or accessing alternative markets across borders.

Several elements of the AfCFTA framework are particularly relevant to pastoralist systems. Provisions on trade facilitation, customs cooperation, and the reduction of non-tariff barriers are critical for livestock trade, which is often constrained by cumbersome border procedures, inconsistent animal health requirements, and informal fees. Harmonisation of sanitary and phytosanitary (SPS) measures, veterinary standards, and certification systems has the potential to support safer and more predictable livestock trade, provided these measures are adapted to the realities of mobile production systems and do not impose disproportionate compliance burdens on small-scale pastoral producers.

At the same time, AfCFTA presents significant risks for pastoralists if its implementation does not adequately account for pastoral mobility, informality, and structural inequalities. Many pastoral livestock traders operate within informal or semi-formal cross-border trade systems that are poorly recognised in national trade policies but are central to food security and livelihoods in borderland regions. Strict enforcement of standards, traceability requirements, or certification regimes, without parallel investment in veterinary services, animal health infrastructure, and pastoral-friendly compliance mechanisms, could exclude pastoralists from formal markets and concentrate benefits among larger, capitalised producers.

AfCFTA's emphasis on competitiveness and value chain development also raises important questions for pastoralist areas. Without safeguards, investment in livestock value chains may prioritise fixed infrastructure, feedlot systems, or enclosed production models that undermine rangeland connectivity and displace mobile systems. There is a risk that pastoral regions are treated primarily as raw material supply zones, without adequate attention to sustaining the ecological and social systems that underpin livestock production in drylands.

From a climate resilience perspective, AfCFTA has both positive potential and latent risks. On the one hand, regional market integration can enhance adaptive capacity by diversifying livelihood options,

smoothing market shocks, and strengthening regional food security. On the other hand, trade-driven infrastructure development, such as transport corridors, border facilities, and industrial zones, can fragment rangelands and block mobility corridors if not planned in a pastoral-sensitive manner. Without deliberate integration of land-use planning and mobility considerations, AfCFTA-related investments may inadvertently increase vulnerability to climate stress.

For pastoralist civil society organisations, AfCFTA therefore represents a critical advocacy arena. It provides an opportunity to link pastoral mobility, rangeland connectivity, and climate resilience to continental objectives on food security, regional integration, and economic transformation. Pastoralist organisations can use AfCFTA to advocate for trade facilitation measures that support mobile livestock systems, such as harmonised and accessible animal health services, simplified border procedures for pastoral traders, recognition of cross-border grazing and marketing routes, and phased or supported compliance with standards.

Ultimately, AfCFTA's relevance to pastoralism will depend on how its provisions are implemented at national and regional levels. Without intentional inclusion, pastoralists risk being marginalised within Africa's evolving trade architecture. With sustained advocacy, however, AfCFTA can be leveraged to position pastoralist production systems as central contributors to regional food security, resilient livelihoods, and climate-adaptive economic integration across the continent.

2.5. Group Work by Country: Applying Global and Continental Frameworks

Purpose

This session enables participants to apply global and continental frameworks to real advocacy challenges in their countries. It shifts the focus from understanding frameworks to using them strategically in practice.

Instructions

1. Divide participants into country groups.
2. Each group identifies two current advocacy challenges affecting:
 - Pastoralist livelihoods;
 - Mobility;
 - Access to land and resources; and
 - Climate resilience.
3. For each challenge, groups should discuss:
 - What is the issue (policy, programme, or practice)?
 - Who are the key actors involved (state, private sector, conservation actors, donors, etc.)?
 - How does it affect pastoralist communities?
4. For each issue, identify:
 - The most relevant global or continental framework;
 - Specific principles or commitments that support pastoralist claims; and
 - Entry points for advocacy and engagement.

2.6. Plenary Discussion and Synthesis

Facilitated discussion focusing on:

- Which frameworks were most useful, and why;
- Common challenges facing pastoralists across countries;
- Differences in advocacy opportunities between countries; and
- How frameworks can be used strategically, not just cited.



Plate 3: Participants in a plenary discussion with the Facilitator guiding the presentations

Session 3: Regional Frameworks (EAC & IGAD)

3.1. Purpose of the Session

This session introduces participants to key regional policy and legal instruments adopted by the East African Community (EAC) and the Intergovernmental Authority on Development (IGAD) that directly affect pastoralist livelihoods, mobility, access to land and natural resources, and resilience to climate change.

It builds on the global and continental frameworks by demonstrating how regional institutions translate broad commitments into more operational rules, coordination mechanisms and legal instruments, particularly in relation to cross-border pastoral systems. The session highlights the importance of regional frameworks as practical tools for advocacy, especially where pastoralist challenges such as mobility, livestock trade, rangeland management, and climate adaptation transcend national boundaries.

3.2. Learning Objectives

By the end of this session, participants will be able to:

- Identify key EAC and IGAD frameworks relevant to pastoralism and mobility;
- Explain how regional frameworks influence national policies and practices;
- Analyse how regional commitments can be used to support pastoralist advocacy; and
- Identify opportunities for cross-border and regional advocacy through CSAPs.

3.3. Suggested Methodology

This session should be delivered through a combination of focused facilitator input and guided discussion.

The facilitator should:

- Introduce each framework with a clear emphasis on practical relevance for advocacy;
- Avoid overly technical detail, focusing instead on key provisions and implications; and
- Encourage participants to relate regional frameworks to their own country contexts.

The session should emphasise:

- How regional frameworks enable or constrain pastoral mobility;
- The relationship between regional commitments and national implementation; and
- Opportunities for collective advocacy across countries.

A short interactive exercise or guided discussion should be used to help participants apply the frameworks to real-world advocacy contexts.

3.4. Session Timing

The session should last 90 minutes, according to the schedule in Table 3 below.

Table 2: Session timing

Component	Time
Introduction and framing	2 minutes
Presentation of EAC Frameworks	20 minutes
Presentation of IGAD Frameworks	20 minutes
Group work	20 minutes
Plenary presentations and synthesis	18 minutes
Total	90 minutes

3.5. EAC and IGAD Frameworks

The EAC and IGAD have many frameworks that are of relevance to pastoralism, pastoralist mobility, livelihoods, and resilience to climate change. However, for our current purposes, we shall focus on only two of the frameworks of the EAC – the EAC Livestock Policy and the EAC Protocol on Environment and Natural Resources Management and one framework of IGAD – the Protocol on Transhumance.

3.5.1. EAC Livestock Policy

The EAC Livestock Policy was adopted by the Partner States in 2016 to provide a coordinated regional framework for the development of the livestock sector. The Policy was developed in recognition of the central role that livestock plays in food security, rural livelihoods, employment, and regional trade across East Africa, and in response to the highly transboundary nature of livestock production, disease dynamics, and markets in the region. It seeks to improve livestock productivity, strengthen animal health systems, enhance access to markets, and promote the sustainable use of livestock resources as a contribution to economic growth and poverty reduction within the EAC region.

The Policy is particularly relevant to pastoralist communities because it explicitly 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. The Policy therefore calls for livestock development strategies and investments that are adapted to dryland conditions, rather than applying uniform or crop-centric modes of agricultural development.

The EAC Livestock Policy emphasises regional coordination, highlighting the need for harmonised approaches to animal health, disease surveillance and control, veterinary services, and livestock trade. This is of direct importance to pastoralists, whose herds frequently move across national borders and whose access to markets depends on predictable and coordinated regulatory environments. Provisions relating to the harmonisation of veterinary standards, transboundary disease control, and information sharing provide an important basis for reducing barriers faced by pastoral producers and traders, particularly in borderland areas.

The Policy also places strong emphasis on improving access to livestock markets and strengthening regional value chains. It calls for the development of livestock marketing infrastructure, improved market information systems, and trade facilitation measures within the EAC. For pastoralist communities, these provisions offer an entry point for advocating market investments that are compatible with mobile production systems, including strategically located markets, holding grounds, water points along trade routes, and animal health services linked to movement corridors.

Notwithstanding the foregoing, the EAC Livestock Policy has significant gaps with regards to pastoralism. While it recognises pastoralism as a livelihood system, it does not consistently articulate mobility as a core organising principle of livestock production. As a result, there is a risk that its implementation may prioritise sedentary, commercial, or enclosure-based livestock models, particularly where investment is driven by private sector or export-oriented agendas. Without deliberate advocacy, regional and national livestock strategies aligned to the Policy may overlook the need to protect rangeland connectivity, communal tenure systems, and seasonal mobility patterns that underpin pastoral production and climate resilience.

Although the Policy was adopted before climate change became a central policy concern, many of its provisions are directly relevant to climate adaptation. It calls for support for animal health services, drought preparedness, sustainable use of grazing resources, and regional cooperation, all of which contribute to reducing vulnerability to climate shocks. Pastoralist organisations can use the Policy to argue that strengthening mobile livestock systems is not only a development priority, but also a climate resilience strategy in the face of increasing drought frequency, rainfall variability, and environmental stress.

For pastoralist civil society organisations, the EAC Livestock Policy provides a valuable regional advocacy tool. It can be used to engage 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. In particular, pastoralist organisations can invoke the Policy to advocate for investment in services suited to mobile systems, regional approaches to livestock mobility and trade, explicit recognition of pastoralism within national livestock strategies, and stronger alignment between livestock development policies and climate adaptation goals.

3.5.2. EAC Protocol on Environment and Natural Resources Management

The EAC Protocol on Environment and Natural Resources Management was adopted by the Partner States in 2006 as a regional legal instrument intended to promote the sustainable, coordinated, and equitable management of shared environmental and natural resources within the Community. The Protocol recognises that ecosystems, natural resources, and environmental challenges frequently transcend national borders and therefore require regional cooperation, harmonised policies, and joint approaches to sustainability.

However, despite its adoption, the Protocol has not yet entered into force, due to incomplete ratification by EAC Partner States. This gap between adoption and implementation is itself highly significant for pastoralist advocacy. It reflects the political and institutional challenges surrounding land, natural resource governance, and environmental regulation in the region, and highlights an important opportunity for civil society engagement to push for full ratification and operationalisation of the Protocol.

Substantively, the Protocol is highly relevant to pastoralist communities because it addresses many of the core resources on which pastoral livelihoods depend, including land, rangelands, water resources, biodiversity, and ecosystems—many of which are shared across national borders. It affirms the need for Partner States to manage natural resources in ways that support livelihoods, food security, and environmental sustainability, and to take into account the social and economic needs of communities that depend directly on these resources.

A central principle of the Protocol is the promotion of equitable access to and sustainable use of natural resources. It calls on Partner States to ensure that environmental and natural resource management policies do not result in exclusion, marginalisation, or inequitable outcomes. For pastoralists, this provides

a strong regional normative basis for challenging land-use decisions, conservation initiatives, or environmental regulations that restrict access to grazing areas, water points, or seasonal mobility corridors without adequate safeguards or consultation.

The Protocol also places strong emphasis on participatory and inclusive environmental governance. It calls for public participation in environmental decision-making and recognises the role of local communities in the management and conservation of natural resources. These provisions are particularly relevant to pastoralist advocacy in contexts where environmental and conservation policies are designed and implemented in a top-down manner, often excluding pastoralist voices and undermining customary resource governance systems.

Of particular importance for pastoral systems is the Protocol's emphasis on regional cooperation in the management of shared ecosystems and transboundary natural resources. Many pastoral rangelands span national borders and are subject to competing land uses, conservation pressures, and climate stress. The Protocol provides a regional policy foundation for advocating coordinated approaches to rangeland management, water governance, and ecosystem conservation that recognise seasonal mobility and negotiated access, rather than fragmented, nationally bounded land-use regimes.

The Protocol also addresses environmental degradation, climate variability, and disaster risk, calling on Partner States to cooperate in responding to environmental threats and to integrate environmental considerations into development planning. Although pastoralism is not explicitly named, these provisions strongly support arguments that pastoral mobility, communal rangeland management, and traditional ecological knowledge are compatible with, and often essential to, sustainable environmental management and climate resilience in dryland environments.

At the same time, the fact that the Protocol has not entered into force underscores a critical challenge for pastoralist communities: in the absence of a binding regional environmental framework, environmental governance in the EAC region continues to be shaped primarily by national laws and sectoral policies, some of which prioritise exclusionary conservation models, rigid land-use zoning, or infrastructure development that fragments rangelands and undermines mobility. This reinforces the importance of advocacy aimed not only at policy content, but also at regional legal activation and accountability.

For pastoralist civil society organisations, including ESAPN, the EAC Protocol on Environment and Natural Resources Management therefore represents both a substantive advocacy tool and a strategic campaign opportunity. ESAPN members can use the Protocol to:

- Advocate for ratification and entry into force of the Protocol by all EAC Partner States;
- Promote environmental governance approaches that recognise pastoralists as legitimate users and stewards of rangeland ecosystems;
- Challenge exclusionary conservation and environmental policies that undermine mobility and climate resilience; and
- Engage EAC institutions on aligning environmental, land-use, and climate policies with pastoral realities.

By highlighting the gap between regional commitments and implementation, pastoralist organisations can position themselves as constructive actors advocating for a more inclusive, coherent, and climate-resilient regional environmental governance framework.

3.5.3. IGAD Protocol on Transhumance

The IGAD Protocol on Transhumance is one of the most significant regional instruments globally for pastoralist mobility. It was adopted by IGAD Member States in 2010 to provide a legal and policy framework for facilitating cross-border livestock mobility in the Horn of Africa under agreed rules and safeguards. The Protocol responds to the reality that pastoral mobility across borders is a long-standing livelihood strategy, the restriction of which has contributed to increased conflict, food insecurity, and vulnerability to climate shocks.

The Protocol explicitly recognises transhumance as a legitimate and necessary production system in arid and semi-arid lands. It affirms the right of pastoralists to move livestock across borders in search of pasture and water, subject to agreed procedures, and calls on states to put in place measures that facilitate rather than criminalise such movement. These include cooperation on animal health, security, information sharing, and conflict prevention.

Of particular relevance is the Protocol's emphasis on climate variability and resilience. It recognises that droughts, rainfall variability, and extreme weather events are key drivers of cross-border mobility, and that restricting movement during periods of stress can exacerbate humanitarian crises and conflict. The Protocol therefore positions mobility as a climate adaptation strategy, and calls for coordinated regional responses to drought, including early warning systems and negotiated access to resources.

The Protocol also addresses relations between transhumant pastoralists and host communities, emphasising dialogue, negotiated access, and conflict-resolution mechanisms. This provides an important advocacy tool for challenging securitised or exclusionary approaches to mobility that treat pastoral movement as a threat rather than a livelihood strategy.

For pastoralist civil society organizations, the IGAD Protocol on Transhumance offers a powerful regional legal reference for advocating including:

- Recognition and protection of cross-border mobility;
- Harmonised national policies on livestock movement;
- Conflict-sensitive and climate-responsive mobility governance; and
- Accountability where states restrict movement contrary to regional commitments.

3.6. Guided Exercise / Discussion: Using Regional Frameworks

Objective

To help participants connect regional frameworks to national advocacy challenges and identify opportunities for cross-border engagement.

Instructions

The facilitator leads a structured discussion or small-group work around the following questions:

- Which of the regional frameworks discussed is most relevant to your country context?
- Are these frameworks reflected in national policies or practice? If not, why?
- What barriers exist to implementation (political, institutional, or practical)?
- How can pastoralist organisations use these frameworks in advocacy?
- Are there opportunities for cross-border or regional advocacy through OSAPNT?

Participants may work in country groups, or mixed groups to encourage cross-country comparison and peer learning.



Plate 4: Pastoralist Civil Society groups engaging with members of Pastoralist Parliamentary groups on issues of policy and law as they affect pastoralist livelihoods.

Session 4, Part I: Understanding Policy and Law-Making

4.1. Purpose of the Session

This session introduces participants to how policies and laws are made, how the two relate, and why the processes of policy and lawmaking matter for pastoralist advocacy. The session demystifies government decision-making by showing that policies and laws are not abstract texts, but the result of political choices, institutional processes, and contestation among actors.

Participants are introduced to the key stages, actors and entry points in policy and law-making, with focus on identifying where and how advocacy can influence decisions affecting pastoralist mobility, land and resource access, service delivery, and adaptation to climate change.

4.2. Learning Objectives

By the end of this session, participants will be able to:

- Distinguish between policy and law, and explain how they interact;
- Describe the main stages of policy and law-making;
- Identify key actors involved in both processes; and
- Recognise entry points for advocacy at different stages.

4.3. Suggested Methodology

Given the limited time, this session should be delivered through a focused and interactive presentation, combined with guided questioning.

The facilitator should:

- Prioritise clarity over detail;
- Use simple examples from participants' countries; and
- Actively engage participants through short questions during the presentation.

The aim is not to provide exhaustive detail, but to ensure participants understand how the system works and where advocacy fits in.

4.4. Session Timing

This session should last no more than 45 minutes, according to the schedule set out in Table 4 below.

Table 4: Session timing

Component	Time
Introduction and framing	2 minutes
Distinguishing between policy and law	10 minutes
How policy is made	10 minutes
How law is made	10 minutes
Key actors and entry points	10 minutes
Total	42 minutes

4.5. What is Policy? What is Law?

In everyday language, policy and law are often used interchangeably, but for advocacy purposes it is important to appreciate the difference between the two.

Policy refers to the directions, priorities, and choices that governments make about what they intend to do. Policies are commonly expressed through strategies, sector plans, action plans, programmes, and budget priorities. A livestock policy, a national climate strategy, or a drought response plan are all examples of policy instruments. Policies shape government behaviour, but they are not always legally binding, and they can often be changed or ignored if political priorities shift. In the countries of Eastern Africa and the Horn of Africa, there tends to be gaps between what appears in policy documents and the actual practice of governance and development.

Law, on the other hand, consists of binding rules adopted through formal legal procedures, creating obligations, rights, and penalties which are enforced by courts or administrative bodies. Laws include Constitutions, Acts of Parliament, regulations, and by-laws of Local Authorities. Laws are generally harder to change than policies and once adopted provide stronger and more durable protection for rights and entitlements, including rights related to land, mobility, participation and access to resources.

For pastoralist advocacy, the key point is that policy and law work together. Policies often propose reforms that require laws to give them legal force, while laws usually depend on policies and regulations to be implemented in practice. Effective advocacy therefore requires an understanding of both, and of how weaknesses at any stage can undermine pastoralist interests.

4.6. How Policy is Made

Policy-making is not a single event but a process that unfolds over time. It usually begins when a problem is recognised and defined, such as recurring conflict over grazing land, restrictions on cross-border mobility, or lack of access to animal health services. Not all problems receive political attention, so the stage at which issues are framed and placed on the public or government agenda is particularly important for advocacy.

Once an issue has gained attention, government institutions—often the ministries—begin to develop policy options. This may involve technical studies, drafting teams, and consultations with selected stakeholders. At this stage, pastoralist organisations can influence outcomes by providing evidence, sharing lived experience, and challenging dominant narratives that portray mobility as a problem rather than a solution. Some Constitutions stipulate procedures for policy-making, while other specify principles to be taken into account in the process.

Once drafted, policies are then formally adopted, usually through cabinet or ministerial approval. Here again, there may be variations within specific countries, and it is important for pastoralist organisations to acquaint themselves with the specific provisions on policy-making, adoption and implementation that

apply in their respective countries. For pastoralists, the most important stage with regards to policy is that of implementation, as this is what determines whether they benefit from policy stipulations.

The implementation stage is also where many well-intentioned policies fail. Without budgets, clear institutional responsibilities, and political commitment, policies remain paper commitments. For pastoralist organisations, continued engagement during implementation—especially around budgets, local government action, and accountability—is often more important than the policy text itself.

4.7. How Law Is Made

Law-making follows a more formal and structured path, often articulated in the Constitution. It typically begins with the drafting of a bill, often led by a government ministry in collaboration with legal drafters. In some cases, legislators themselves introduce private members' bills. Once a bill is formally introduced, it passes through parliament, where it is reviewed, debated, and amended.

Parliamentary committee stages are particularly significant for advocacy. This is usually where public participation is formally invited and where the detailed content of a bill is examined. Pastoralist organisations can make submissions, provide expert testimony, and work with sympathetic legislators to propose amendments that protect mobility, land access, and customary governance systems.

After debate and voting, a bill may be passed into law, followed by presidential or executive assent. However, as with policy, the process does not end there. Regulations are often developed to operationalise the law, and these can either strengthen or subtly undermine pastoralist rights. Implementation and enforcement then depend on administrative institutions, budgets, and, in some cases, judicial interpretation.

4.8. Key Actors in Policy and Law-Making

Policy and law-making involve a wide range of actors, but not all wield the same type of power. Within the state, executive actors such as the ministries and cabinets play a central role in setting agendas and drafting policy. Parliaments are critical for law-making, particularly through specialised committees that scrutinise bills and oversee government action. Local and sub-national governments are often responsible for implementation, especially in areas such as land management, service delivery, and conflict management. Institutions responsible for finance and budgeting also exercise enormous influence by determining what is funded and what is not.

Outside the state, pastoralist organisations, customary institutions, and civil society groups play a vital role in representing interests, producing evidence, and mobilising public support. The private sector can be both an ally and an opponent, depending on its interests in land, livestock markets, conservation, or infrastructure. Media actors shape public narratives, while development partners and UN agencies influence priorities through funding, technical advice, and programme design.

For effective advocacy, it is essential to understand not only who is involved, but how power is exercised. Some actors make final decisions, others draft texts, others control resources, and others influence public opinion. Advocacy is most effective when it recognises these different forms of power and structures and targets engagement accordingly.

Session 4, Part II: Influencing Policy and Law-Making
Case Study: Kenya's National Land Policy



REPUBLIC OF KENYA



MINISTRY OF LANDS



Sessional Paper No. 3 of 2009
on
National Land Policy

August, 2009

4.9. Purpose of Session

This session builds on Part I by applying concepts of policy and law-making to a real-world case. It helps participants understand how advocacy strategies can influence policy outcomes in practice, and what factors contribute to success or limitations.

4.10. Suggested Methodology

This session should be highly participatory and centered on the case study.

The facilitator should:

- Briefly introduce the case study;
- Organize participants into small groups; and
- Guide discussion toward advocacy lessons and strategies.

The emphasis should be on learning from practice and identifying transferable lessons.

4.11. Session Timing

The session should last one hour, according to the schedule set out in Table 3 below.

Table 3. Session timing

Component	Time
Introduction to case study	10 minutes
Group work	30 minutes
Pivotal discussion	10 minutes
Synthesis and key messages	10 minutes
Total	60 minutes

4.12. Case Study: Kenya's National Land Policy, 2009

Kenya's National Land Policy emerged from decades of unresolved land grievances, including pastoralist marginalization, loss of rangelands, and weak recognition of customary tenure. Civil society organizations, pastoralist networks, faith-based organizations, and professional groups worked over many years to reframe land as an issue of justice, governance, and national stability.

Pastoralist concerns—particularly the insecurity of rangelands and mobility routes—were initially marginal. Through evidence-based advocacy, alliance-building, and engagement with constitutional and parliamentary processes, advocates succeeded in inserting recognition of community land, customary tenure, and rangelands into the policy framework. The process was enabled by political transition, constitutional reform debates, and sustained public pressure.

The policy was adopted in 2009 and later influenced constitutional land provisions and land legislation. Implementation has been uneven, highlighting the limits of policy reform, and the interaction between political processes around policymaking and bureaucratic imperatives around policy implementation.

4.13. Group Work

Objective

To analyse how advocacy influenced policy outcomes and identify lessons for pastoralist advocacy.

Instructions

Participants work in groups to discuss:

- What pastoralist and community land problems was the NLP responding to?
- Which actors helped bring pastoralist and rangeland issues onto the policy agenda?
- What advocacy strategies proved most effective, and why?
- What challenges or weaknesses remained?
- What lessons from the case study can apply to your country?

4.14. Plenary Session

Facilitated discussion focusing on:

1. Patterns across group responses;
2. Effective advocacy strategies;
3. Constraints and limitations; and
4. Applicability to pastoralist advocacy contexts.

4.15. Key Takeaways

- Policy and law-making are political and contested processes, not purely technical.
- Advocacy is most effective when it engages with these processes early and strategically.
- Different actors hold different forms of power—understanding this is critical.
- Case studies provide practical insights into what works in advocacy, and
- Lessons must be adapted to specific country contexts.

Participants' Handbook

Case Study: Influencing Policy Change – Kenya's National Land Policy



REPUBLIC OF KENYA



MINISTRY OF LANDS



Sessional Paper No. 3 of 2009

on

National Land Policy

August, 2009



Why This Case Study Matters

Across Eastern Africa, pastoralists face insecure land rights, shrinking rangelands, blocked mobility corridors, and exclusion from land governance decisions. Kenya's National Land Policy (NLP) provides a useful example of how sustained advocacy helped bring pastoralist, community land, and rangeland issues into national policy reform. While contexts differ across countries, the advocacy lessons from Kenya are widely applicable.

Background: Land, Pastoralism and Policy Failure

For decades, Kenya's land governance system privileged individual ownership, agricultural land use, and state control, while marginalising pastoralist systems based on shared rangelands and mobility. Large areas of rangeland were treated as "idle" or "unproductive," leaving pastoralists vulnerable to dispossession, conservation exclusion, and unregulated investment.

Pastoralist communities experienced weak tenure security, limited political voice, and high levels of conflict linked to land and resource competition. These challenges were not unique to Kenya, but reflected broader regional patterns.

The Genesis of the Kenya National Land Policy Process

The push for a National Land Policy emerged from widespread dissatisfaction with land administration, historical injustices, and conflicts. Civil society organisations, faith-based groups, professional associations, and community movements played a central role in placing land reform on the national agenda.

Pastoralist organisations and their allies worked to ensure that rangelands, customary tenure, and communal land use were recognised as legitimate and productive systems. They challenged narratives that framed pastoralism as backward or inefficient, using research and lived experience to demonstrate its ecological and economic value.

Advocacy Strategies That Made a Difference

Several strategies were critical in influencing the policy process. Advocacy actors invested in evidence, producing studies and documentation on land dispossession, pastoralist land use, and conflict in rangeland areas. This evidence helped reframe pastoralism as a sustainable land use system rather than a problem to be managed.

Coalitions were equally important. Pastoralist organisations rarely acted alone; instead, they joined broader land reform alliances that amplified their voice. These alliances engaged government ministries, parliamentary committees, constitutional review bodies, and reform-oriented political leaders.

Timing also mattered. Advocacy efforts aligned with moments of political transition and constitutional reform, when the state was more open to addressing structural grievances. Public participation forums, media engagement, and sustained dialogue kept land reform visible and politically relevant.

Achievements of the National Land Policy

Adopted in 2009, the National Land Policy marked a significant shift in Kenya's approach to land governance. It recognised the need to address historical injustices, acknowledged community land as a legitimate tenure category, and provided a basis for protecting rangelands and pastoralist livelihoods.

The policy later influenced constitutional provisions on land and the development of new land laws, including legislation on community land. For pastoralists, this represented an important symbolic and legal recognition of customary tenure and collective land rights.

Limitations and Ongoing Challenges

Despite these gains, implementation has been uneven. Translating policy commitments into secure tenure, effective rangeland governance, and protected mobility corridors has required continued advocacy. Power imbalances persist, and competing land uses—such as commercial agriculture, conservation, and infrastructure continue to threaten pastoralist lands.

The Kenya experience shows that policy adoption is not the end of reform. Without sustained engagement on budgets, institutions, and enforcement, progressive policies risk remaining on paper.

Lessons for Pastoralist Advocacy in Other Countries

The Kenya National Land Policy process offers several lessons for pastoralist organisations across the region. Influencing policy requires long-term commitment rather than one-off interventions. Early engagement in agenda-setting and drafting is often more effective than late-stage lobbying. Broad coalitions increase influence, but pastoralist voices must be organised to avoid being sidelined. Finally, advocacy must continue beyond adoption to ensure implementation and accountability.

Reflection Questions

1. What similarities (if any) exist between Kenya's land challenges and those in your country?
2. Which advocacy strategies could work in your national context?
3. At what stages of the policy or law-making process should pastoralist organisations engage more strongly?

Session 5: Engaging with Legislators to Influence Policy and Law

5.1. Purpose of Session

This session equips participants with the knowledge and practical skills required to engage effectively with legislators in order to influence policy and law-making processes. It highlights the critical role that parliaments play in shaping laws, overseeing government action, and representing citizen interests, and explores how pastoralist organisations can strategically engage with legislators to advance pastoralist rights, mobility, land access, and climate resilience. It pays particular attention to parliamentary committees, seasonal committees and pastoralist parliamentary groups (PPGs), and approaches to sustained engagement that go beyond one-off lobbying.

5.2. Learning Objectives

By the end of this session, participants will be able to:

- Explain the role of parliaments in policy and law-making;
- Identify key parliamentary actors and entry points for advocacy;
- Apply practical strategies for engaging legislators and parliamentary committees; and
- Develop approaches for building sustained and constructive relationships with legislators.

5.3. Suggested Methodology

This session should combine focused presentation with interactive group work and discussion.

The facilitator should:

- Use practical examples to explain how parliaments function;
- Emphasise real-world advocacy strategies rather than abstract theory; and
- Encourage participants to reflect on their own experiences engaging (or attempting to engage) legislators.

The session should be delivered in three parts:

1. Presentation (how parliaments work and engagement strategies);
2. Group work (applying strategies to real scenarios); and
3. Plenary discussion and synthesis.

5.4. Session Timing

The session should last 90 minutes, according to the schedule set out in Table 6 below.

Table 6: Session timing

Component	Time
Introduction and framing	5 minutes
Presentation	30 minutes
Group work	30 minutes
Plenary discussion and synthesis	15 minutes
Total	90 minutes

5.5. Why Parliaments Matter for Pastoralist Advocacy

Parliaments play a central role in shaping laws, overseeing government action, approving budgets, and representing citizens' interests. For pastoralist organisations, parliaments are particularly important because many of the issues affecting pastoralist livelihoods—land, rangelands, natural resources, security, climate adaptation, and service delivery—are governed through legislation and budgetary decisions. Engaging with parliament therefore allows pastoralist civil society organisations to influence not only what laws say, but also how they are implemented and funded.

Parliamentary engagement should not be understood as lobbying individual politicians for favours. Rather, it is a structured form of advocacy that seeks to inform, persuade, and collaborate with legislators in ways that strengthen democratic decision-making and improve policy outcomes.

5.6. How Parliaments Work

Although parliamentary systems vary across countries, most share common features. Laws are debated and passed by the full parliament, but much of the detailed work happens in parliamentary committees. Committees review draft legislation, hold hearings, invite public submissions, and oversee government ministries. For advocacy actors, committees are often the most effective point of engagement because they combine technical focus with political authority.

In addition to committees, parliaments often host informal or semi-formal groupings such as parliamentary caucuses, friendship groups, or issue-based parliamentary groups. In some countries, these include pastoralist parliamentary groups or groups focused on livestock, drylands, climate, or marginalised regions. These platforms can provide valuable entry points for sustained dialogue and alliance-building.

5.7. Key Strategies for Engaging Legislators

Effective engagement with legislators begins with careful preparation and political awareness. Advocacy organisations must understand who the relevant legislators are, which committees they sit on, the interests and constituencies they represent, and the incentives that shape their behaviour. Legislators do not operate as a homogenous group. Their roles and motivations differ depending on whether they are committee chairs, backbenchers, opposition members, constituency representatives, or members of the ruling or opposition parties, and advocacy strategies must be adapted accordingly.

One of the most important strategies for parliamentary engagement is early and sustained engagement. Influencing a policy idea or legislative proposal at the agenda-setting and drafting stages is far more effective than reacting once positions have hardened or party discipline has been imposed. This requires pastoralist organisations to monitor parliamentary calendars, committee work plans, and policy announcements so that they can intervene when issues of relevance first enter legislative debate.

Another critical strategy is the provision of clear, concise, and credible information that legislators can use directly in debates, committee hearings, and oversight functions. Effective engagement is solution-oriented rather than purely problem-focused. Legislators are routinely confronted with multiple and competing demands, and pastoralist organisations strengthen their influence by offering practical policy options, evidence-based recommendations, and clear explanations of how proposed measures would affect both national priorities and constituency realities, particularly in arid and semi-arid regions.

Beyond information provision, building long-term relationships with legislators is central to effective advocacy. Influence is rarely achieved through one-off meetings. Regular interaction, trust-building, and responsiveness to legislators' priorities help position pastoralist organisations as reliable partners rather

than occasional petitioners. This includes maintaining engagement even outside active legislative moments, for example through briefings, informal consultations, or invitations to field visits.

Engagement is also more effective when advocacy organisations work through parliamentary committees and caucuses, rather than focusing only on plenary sessions. Committees are often where legislation is scrutinised, amended, and shaped in detail. Identifying and working with committee members, technical staff, and researchers can provide entry points for influencing content, framing issues, and inserting pastoralist perspectives into official records.

A further strategy is **constituency-based engagement**, which links national advocacy to local realities. Legislators are particularly responsive to issues that resonate with their voters. Pastoralist organisations can enhance their influence by mobilising constituency-level evidence, testimonies, and case studies that demonstrate how proposed laws or policies affect livelihoods, land access, mobility, and resilience on the ground. When legislators see an issue as directly relevant to their electoral base, their willingness to champion it increases significantly.

Effective parliamentary advocacy also involves **coalition-building and alliance formation**. Legislators are more likely to act when they see broad support across civil society, professional associations, research institutions, and affected communities. Coordinated advocacy signals political importance, reduces perceived risk, and helps legislators justify their positions within Parliament and their parties.

Finally, pastoralist organisations should make strategic use of oversight and accountability functions, not only law-making. Legislatures play a key role in scrutinising budgets, implementation of laws, and executive action. Engaging legislators on how existing policies, programmes, or investments affect pastoral areas allows advocacy to continue even when no new legislation is being debated.

Taken together, these strategies emphasise that effective engagement with legislators is not episodic or reactive. It is a continuous process that combines political intelligence, relationship-building, credible evidence, constituency mobilisation, and strategic timing. For pastoralist organisations, mastering these approaches strengthens their ability to shape laws and policies that affect mobility, land access, and resilience to climate change.

5.5. Parliamentary Committees as Key Entry Points

Committees are where much of the real influence of Parliamentary processes lies. They scrutinise draft laws, question ministers and officials, and often shape final legislative outcomes. Pastoralist organisations can engage committees through different strategies, including:

- Making written submissions;
- Participating in public hearings;
- Requesting meetings with committee members; and
- Offering technical or contextual expertise.

To engage committees effectively, advocacy actors need to understand committee mandates and schedules, respect formal procedures, and time their interventions carefully. Building relationships with committee clerks and secretaries is often as important as engaging committee members themselves.

5.5. Leveraging Pastoralist Parliamentary Groups and other Issue-Based Groups

Pastoralist parliamentary groups or caucuses can play a bridging role between civil society and parliament. They often bring together legislators from pastoralist regions or those with a particular interest in

livestock, drylands, or marginalised communities. These groups can help raise issues informally, convene discussions, and champion reforms within parliament.

Where such groups do not exist, advocacy organisations can support their formation by facilitating dialogue among interested legislators, providing technical support, and framing pastoralist issues as matters of national development and resilience rather than narrow sectoral concerns.

5.10. Building Sustainable Relationships with Legislators

Sustainable parliamentary engagement depends on trust and continuity. This means moving beyond transactional interactions towards relationships based on mutual respect, reliability, and shared objectives. Regular communication, follow-up after meetings, and recognition of legislators' constraints and incentives all contribute to stronger relationships.

Pastoralist organisations should also aim to engage parliamentary institutions rather than only individuals. Relationships with committee secretariats, parliamentary research services, and clerks can provide continuity even when political leadership changes.

5.11. Group Work

Objective

To apply practical strategies for engaging legislators to real advocacy scenarios.

Instructions

Participants are divided into mixed country groups.

Each group is asked to:

1. Identify a real or hypothetical advocacy issue affecting pastoralists in their country (e.g. land policy, mobility restrictions, livestock development policy, climate adaptation programmes).
2. Discuss:
 - Which legislators or parliamentary actors are most relevant?
 - What stage of the policy or legislative process is the issue at (whether it involves a draft bill, policy oversight, budget decisions, or implementation challenges)?
 - What strategy would you use to engage legislators?
 - What key messages would you communicate?
 - What challenges might you face, and how would you address them?
3. Prepare a short presentation (5 minutes per group).

5.12. Plenary Discussion

The facilitator leads discussion focusing on:

- Different approaches to engaging legislators;
- Common challenges across countries;
- Effective messaging and strategies; and
- Lessons for pastoralist advocacy.

Note to the facilitator

Encourage participants to move beyond general statements and focus on practical, actionable strategies.

5.13. Key Takeaways

- Parliaments are critical arenas for influencing policy and law;
- Effective engagement requires understanding how legislators operate;
- Advocacy should be strategic, timely, and evidence-based;
- Building long-term relationships is more effective than one-off engagement; and
- Committees and parliamentary groups provide important entry points for advocacy.

Session 6: Understanding Advocacy and Lobbying

6.1. Purpose of the Session

This session introduces participants to the concepts of advocacy and lobbying, clarifies the distinction between them, and situates both within broader processes of influencing policy and decision-making. It provides participants with a conceptual and practical foundation for designing effective advocacy strategies, with particular emphasis on understanding power, stakeholders and influence.

The session highlights that advocacy is not limited to engaging decision-makers directly, but includes a range of approaches aimed at shaping public debate, influencing institutions, and building support for change.

6.2. Learning Objectives

By the end of this session, participants will be able to:

- Define advocacy and lobbying, and distinguish between the two;
- Identify different forms of advocacy relevant to pastoralist organisations;
- Explain key principles of effective advocacy; and
- Apply basic tools of power analysis and stakeholder mapping.

6.3. Suggested Methodology

This session should be delivered through a combination of facilitator input, guided discussion, and a practical exercise.

The facilitator should:

- Use clear, simple examples to explain advocacy and lobbying;
Draw on participants' own experiences of advocacy; and
- Emphasise that advocacy involves both direct and indirect influence strategies.

The session should gradually move from: concepts → principles → application (power analysis)

6.4. Session Timing

The session should last 90 minutes, according to the schedule set out in Table 7 below.

Table 7: Session timing

Component	Time
Introduction and framing	5 minutes
Distinguishing between advocacy and lobbying	10 minutes
Principles and forms of advocacy	20 minutes
Power and stakeholder analysis	20 minutes
Group exercise	25 minutes
Plenary discussion and synthesis	10 minutes
Total	90 minutes

6.5. Advocacy and Lobbying: meanings and difference

Advocacy refers to a broad set of actions aimed at influencing policies, practices and decisions in order to achieve positive change. Advocacy seeks to change how problems are understood, whose voices are

heard, and how power is exercised. It may involve engaging decision-makers directly, shaping public opinion, mobilising communities, building alliances, or using evidence to influence policy debates.

Lobbying, by contrast, refers more specifically to direct engagement with decision-makers, particularly legislators, to influence specific policies or legislative outcomes. Lobbying often focuses on particular bills, amendments, budget lines, or regulatory decisions.

It is important to understand that lobbying is not the same as corruption or undue influence. When conducted transparently and ethically, lobbying is a legitimate democratic practice. However, lobbying on its own is rarely sufficient. Effective advocacy usually combines lobbying with other approaches such as evidence generation, public mobilisation, alliance-building, and strategic communication.

A useful way to think about the relationship between the two is that advocacy creates the conditions for change, while lobbying seeks to secure specific decisions within those conditions. Thus, all lobbying is advocacy, but not all advocacy is lobbying.

6.6. Principles of effective advocacy

Effective advocacy is not ad hoc or reactive. It is deliberate, strategic, and grounded in a clear understanding of context, power, and objectives. While advocacy approaches may vary across contexts, the following core principles consistently underpin successful advocacy efforts:

- 1) **Effective advocacy requires clarity of purpose.** Advocacy initiatives must be guided by clearly defined goals and objectives, with a precise understanding of the change being sought. Without this clarity, advocacy efforts risk becoming diffuse, unfocused, or driven by external agendas rather than the priorities of pastoralist communities.
- 2) **Advocacy must be evidence-based and credible.** Decision-makers are more likely to respond to advocacy that is grounded in reliable data, lived experience, and well-articulated analysis. For pastoralist organisations, this includes drawing on both formal research and the knowledge and experiences of pastoralist communities themselves.
- 3) **Effective advocacy depends on a strong understanding of context and timing.** Policy processes are shaped by political cycles, institutional dynamics, and moments of opportunity or crisis. Advocacy is most effective when it is timed to coincide with policy windows—such as legislative processes, policy reviews, or public debates—and when it is informed by a realistic assessment of the political environment.
- 4) **Advocacy must be strategically targeted.** Not all actors have equal influence, and not all require the same approach. Effective advocacy requires identifying key decision-makers, understanding their interests and incentives, and tailoring engagement strategies accordingly. This includes recognising both formal and informal centres of power.
- 5) **Successful advocacy often relies on coalition-building and alliances.** Individual organisations acting alone may have limited influence, whereas coordinated action among civil society organisations, pastoralist networks, and other stakeholders can amplify voice and legitimacy. Regional platforms such as ISAPH provide important opportunities for collective advocacy, particularly on cross-border issues.
- 6) **Advocacy must be adaptive and responsive.** Policy environments are dynamic, and strategies must evolve in response to changing circumstances, including shifts in political priorities.

emerging crises, or unexpected opportunities. Effective advocates are able to reassess, adjust, and refine their approaches over time.

Taken together, these principles highlight that advocacy is both a strategic and relational process: it requires not only technical knowledge, but also judgement, flexibility, and sustained engagement.

6.7. Forms of advocacy relevant to pastoralist organisations

Advocacy can take multiple forms, depending on the issue at hand, the political context, and the actors being targeted. Effective advocacy rarely relies on a single approach; rather, it involves the strategic combination of different forms of engagement to influence policy, practice, and public discourse. The following forms of advocacy are relevant to pastoralist organisations, and may be used singly or in combination as appropriate:

- 1) **Policy engagement and lobbying:** This involves direct interaction with decision-makers such as government officials, legislators, and regulatory authorities, and may include presenting policy proposals, contributing to consultations, participating in parliamentary hearings, or engaging ministries and technical agencies. For pastoralist organisations, this form of advocacy is particularly important in influencing laws, policies, and programmes affecting land tenure, livestock development, mobility, and climate adaptation.
- 2) **Community-based advocacy and mobilisation:** This involves working with pastoralist communities to strengthen their awareness of rights, build collective voice, and enable them to engage directly in decision-making processes. Community mobilisation can help ensure that advocacy is grounded in lived realities and that pastoralists themselves are active participants in shaping policies that affect them.
- 3) **Media and public engagement,** aimed at shaping public opinion and influencing broader narratives about pastoralism. This can include working with journalists, using radio and social media platforms, issuing public statements, and contributing to public debates. Given that pastoralism is often misunderstood or misrepresented, media engagement is a critical tool for reframing perceptions and building wider support.
- 4) **Coalition-building and network-based advocacy.** By working together, organisations can amplify their voice, share knowledge, and increase their influence. Regional platforms such as ESAPN are particularly well-positioned to coordinate cross-border advocacy, engage regional institutions, and address issues that cannot be effectively tackled at the national level alone.
- 5) **Legal or rights-based approaches,** including strategic litigation, engagement with human rights institutions, or the use of grievance and accountability mechanisms. These approaches can be particularly relevant where pastoralist rights are being violated or where legal frameworks provide avenues for redress.
- 6) **Strategic use of research, evidence, and knowledge generation.** Producing credible evidence—whether through formal research or documentation of community experiences—can help inform policy debates, strengthen advocacy messages, and enhance the legitimacy of pastoralist claims.

In practice, these forms of advocacy are most effective when used in combination. For example, evidence generated through research can support policy engagement; community mobilisation can reinforce advocacy messages; and media engagement can amplify visibility and influence. Effective pastoralist advocacy therefore requires not only selecting appropriate forms of engagement, but also integrating them into a coherent and strategic approach.

6.8. Power, power-mapping and stakeholder analysis

Effective advocacy requires a clear understanding of power—who holds it, how it is exercised, and how it can be influenced. Policies and decisions affecting pastoralist communities are not made in neutral or purely technical environments: they are shaped by relationships of power between different actors, institutions, and interests.

Power is not limited to formal authority. While governments, ministries, and legislators hold decision-making power, other actors—such as donors, private sector actors, traditional authorities, civil society organisations, and regional institutions—can also exert significant influence over policy processes and outcomes. In many cases, informal networks, alliances, and economic interests are as important as formal structures.

Power mapping is a tool that helps advocacy actors to identify:

- Who are the key actors;
- What level of influence they hold;
- What are their interests and positions; and
- How they relate to one another.

Closely related to this is stakeholder analysis, which involves assessing the role that different actors play in relation to a specific issue. Stakeholders may include decision-makers, implementers, beneficiaries, allies, and opponents. Understanding their interests, incentives, and constraints is critical for designing effective advocacy strategies.

In practical terms, power and stakeholder analysis involves answering a number of key questions, such as:

- Who has the authority to make or influence the decision we are targeting?
- Who influences those decision-makers, formally or informally?
- Who is supportive of the issue, and who may oppose it?
- Who can be mobilised as allies or partners?
- What interests, incentives, or pressures shape the behaviour of key actors?

A simple way to organise this analysis is to map actors along two dimensions:

- Their level of influence (high, medium, low); and
- Their position (supportive, neutral, opposed).

This helps to identify:

- Priority targets for advocacy;
- Potential allies to work with; and
- Actors whose opposition may need to be managed or mitigated.

For pastoralist advocacy, power analysis is particularly important because many of the challenges faced by pastoralist communities are shaped by competing interests over land, natural resources, development priorities, and security concerns. Understanding these dynamics allows pastoralist organisations to move beyond general advocacy messages and develop targeted, strategic interventions. It is important that power mapping and stakeholder analysis are not seen as one-off exercises. Rather, they should be revisited and updated as contexts change, enabling advocacy strategies to remain responsive and effective.

6.9. Group Exercise: Power Mapping in Practice

Objective

To enable participants to apply power analysis to a real advocacy issue.

Instructions

1. Divide participants into small groups (preferably mixed countries).
2. Each group identifies a real advocacy issue affecting pastoralists.
3. Groups map:
 - Key actors (government, parliament, donors, private sector, CSOs, traditional leaders);
 - Their level of influence (high/medium/low); and
 - Their position (supportive, neutral, opposed).
4. Groups then discuss:
 - Who are the key targets for advocacy?
 - Who are potential allies?
 - What strategies could influence key actors?

6.10. Plenary Discussion

The facilitator leads discussion focusing on:

- Differences in power structures across countries;
- Common patterns in influence; and
- Practical implications for advocacy strategies.

Note to the facilitator

Encourage participants to think beyond formal institutions and consider informal power.

6.11. Key Takeaways

- Advocacy is broader than lobbying and involves multiple strategies.
- Effective advocacy requires clarity, strategy, and adaptability.
- Power analysis is essential for identifying who to influence and how; and
- Understanding stakeholders and influence pathways strengthens advocacy effectiveness.

Session 7, Part I: Designing Effective Advocacy Strategy

7.1. Purpose of the Session

This session equips participants with the knowledge and tools needed to design effective, context-specific advocacy strategies. It brings together concepts from previous sessions—including policy processes, engagement with legislators, advocacy principles, and power analysis—and translates them into a structured approach to planning advocacy interventions.

The session emphasises that effective advocacy is not *ad hoc*, but strategic, targeted, and grounded in a clear understanding of objectives, actors and context.

7.2. Learning Objectives

By the end of this session, participants will be able to:

- Define the key components of an advocacy strategy;
- Apply power and stakeholder analysis to strategy design;
- Identify realistic advocacy goals, targets, and approaches; and
- Develop a basic advocacy strategy for a priority issue.

7.3. Suggested Methodology

This session should combine focused facilitator input with hands-on group work.

The facilitator should:

- Introduce a simple and practical strategy framework;
- Use examples to illustrate how strategies are developed; and
- Ensure that participants spend sufficient time developing their own strategies.

The session should move clearly from concepts → framework → application.

7.4. Session Timing

The session should last 2 hours, according to the schedule specified in Table 8 below.

Table 8: Session timing

Component	Time
Introduction and framing	5 minutes
Presentation: Strategy components	25 minutes
Introduction of strategy template	10 minutes
Group Work	60 minutes
Plenary presentation	10 minutes
Synthesis and key takeaways	10 minutes
Total	120 minutes

7.5. What is an Advocacy Strategy?

An advocacy strategy is a structured and deliberate plan for influencing policies, laws, programmes, or practices in order to achieve a defined change. It sets out what change is being sought, who needs to be influenced, and how that influence will be exercised.

Advocacy strategies are not ad hoc or reactive. They are grounded in a clear understanding of the issue, the policy context, and the distribution of power among relevant actors. Effective strategies identify specific objectives, target the actors with decision-making authority or influence, and combine appropriate forms of advocacy—such as policy engagement, coalition-building, media outreach, and community mobilization—to achieve results.

In the context of pastoralist advocacy, a well-designed strategy enables organisations to move beyond general calls for change and to engage systematically with the processes and actors that shape outcomes affecting pastoralist livelihoods, mobility, land and resource access, and resilience to climate change.

7.6. Key Components of an Effective Advocacy Strategy

An effective advocacy strategy is composed of a set of interrelated elements that together define what change is being sought, who must be influenced, and how that influence will be achieved. While the specific design of a strategy will vary depending on context, the following core components are typically required:

- **Definition of issue and goal:** This involves identifying the problem to be addressed and articulating the change that is being sought. A well-defined goal provides direction and helps ensure that advocacy efforts remain focused.
- **Specifying objectives:** which translate the overall goal into concrete and achievable outcomes. Objectives should be realistic and clearly defined, indicating what success would look like within a given timeframe.
- **Identifying target actors** - the individuals, institutions, or decision-makers who have the authority or influence to bring about the desired change. Effective advocacy requires a clear understanding of who needs to be influenced and why.
- **Identifying stakeholders and allies:** These include actors who may support, oppose, or be affected by the issue. Understanding their interests and positions helps to identify potential partners, anticipate resistance, and design appropriate engagement strategies.
- **Developing clear and compelling messages,** which are tailored to specific audiences and communicate the problem, the proposed solution, and the reasons for action in a concise and persuasive manner.
- **Defining approaches and actions** that will be used to influence change. These may include direct engagement with decision-makers, media outreach, community mobilization, coalition-building, or other forms of advocacy. In practice, multiple approaches are often used in combination.
- **Timing of advocacy actions** linked to specific windows of opportunity—such as legislative debates, policy reviews, or budget cycles—during which advocacy is more likely to have impact. Identifying and aligning with these moments increases the effectiveness of advocacy efforts.
- **Identifying risks and mitigation measures:** Advocacy processes are often contested and unpredictable, and it is important to anticipate potential challenges, including political resistance, resource constraints, or unintended consequences, and to plan how these will be managed.

Taken together, these components provide a structured framework for designing advocacy strategies that are focused, realistic, and responsive to context.

7.7. Group Exercise: Developing Advocacy Strategies

Objective

To enable participants to develop a practical advocacy strategy based on real issues in their countries, using the framework introduced during this session.

Instructions

Participants work in country groups.

Each group:

1. Identify one priority advocacy issue affecting pastoralists (e.g. land access, mobility restrictions, livestock policy, climate adaptation programmes); and
2. Develop a basic advocacy strategy using the IAPN Advocacy Strategy template, below.

IAPN Advocacy Strategy Framework

Component	Guiding Questions/Prompts
1. Problem Definition	What problem are you trying to change, and why does it matter? • What is happening, and where? • How does this problem affect pastoralist livelihoods, mobility, land, or livelihoods? • Why is this problem a priority now?
2. Advocacy goal and objectives	What change do you want to achieve? • What policy, legal, institutional, or practice change are you seeking? • Is this a short, medium or long-term goal? • How will you know if you are making progress?
3. Targets and decision-makers	Who has the power to deliver this change? • Which institutions or individuals have formal authority? • Who influences them politically, technically, or financially? • At what level (local, national, regional) does power sit?
4. Power and stakeholder analysis	Who supports you, who opposes you, and who can be persuaded? • Who are likely allies, opponents, and undecided actors? • What interests or incentives shape their positions? • What forms of power do they hold (decision-making, resources, reputation, influence)?
5. Pathways to change	How will change actually happen? • What needs to change in the behaviour or position of key actors? • Through which processes will the change be mobilised? • What role can coalitions, civil society, public opinion, or regional platforms play?
6. Key messages	What do you want decision-makers/stakeholders to understand/do? • What is the core message? • What evidence supports it? • How should it be tailored to different audiences?
7. Key advocacy actions	What will we actually do? • Which actions target which actors?

	• What form of advocacy is being used (policy, parliamentary, budget, public interest, etc.)? • What is the sequencing of actions?
8. Timing and opportunities	When are the key opportunities for influence? • Are there policy windows (laws, budgets, reviews)? • Are there political moments (elections, crises)? • How should actions be sequenced?
9. Resources, capacities, and partnerships	What do we need to implement this strategy? • What skills, resources, or information are needed? • What capacities exist within the organisation or ESIAP? • Which partnerships are essential?
10. Risks and Mitigation Measures	What could go wrong, and how will we respond? • Are there political, economic, or reputational risks? • Could backfire or resistance arise? • How can risks be reduced through alliances, sequencing, or timing?
11. Alignment with ESIAP's regional advocacy	How does this national strategy connect to ESIAP? • How does the strategy contribute to ESIAP's regional advocacy goals? • Where would regional support, coordination, or collective action add value?

7.3. Plenary presentations

Each group presents its strategy (5–7 minutes per group).

The facilitator guides feedback focusing on:

- Clarity of goals;
- Alignment between targets and strategies;
- Feasibility of proposed actions; and
- Use of power analysis.

Session 8: Advocacy tools and tactics

8.1. Purpose of the Session

This session introduces participants to key advocacy tools and techniques that can be used to influence policy, legislation, and public debate. It focuses on practical tools commonly used in advocacy, such as policy briefs, position papers, media engagement, and concise advocacy messages, and explains how these tools support the implementation of advocacy strategies.

The session emphasises that advocacy tools are effective only when they are:

- Clearly linked to a strategic objective;
- Targeted at specific actors; and
- Used at the right moment.

8.2. Learning Objectives

By the end of this session, participants will be able to:

- Identify appropriate advocacy tools for different objectives and audiences;
- Understand the purpose and structure of common advocacy products;
- Develop a clear and concise one-page advocacy message; and
- Link advocacy tools to strategy, targets, and timing.

8.3. Suggested Methodology

This session should be highly practical and participatory.

The facilitator should:

- Present tools using real-world examples;
- Emphasise how tools connect to strategy (Session 7); and
- Prioritise hands-on practice, especially in developing advocacy messages.

8.4. Session Timing

The session should last 2 hours, according to the schedule set out in Table 9 below.

Table 9: Session timing

Component	Time
Introduction and framing	5 minutes
Overview advocacy tools and strategy	10 minutes
Policy briefs and position papers	10 minutes
Media engagement	10 minutes
One-page advocacy message	10 minutes
Group exercise	10 minutes
Plenary feedback	10 minutes
Wrap up and key takeaways	10 minutes
Total	120 minutes

8.5. Advocacy tools and their strategic use

Advocacy tools are not ends in themselves; they are instruments used to advance a defined advocacy strategy. A well-written policy brief, media article, or position paper will have limited impact if it is not directed at the right audience, aligned with a clear objective, and deployed at the appropriate moment.

The effectiveness of advocacy tools depends on how well they are integrated into a broader strategy. This means that the choice of tool should always be guided by:

- The advocacy objective;
- The target audience; and
- The political and policy context.

Different tools serve different purposes. For example, policy briefs are often used to inform and influence decision-makers; media engagement can help shape public opinion and generate pressure; and advocacy messages can communicate key demands in a clear and concise manner. In practice, these tools are most effective when used in combination and aligned with identified pathways to influence.

For pastoralist organisations, the strategic use of advocacy tools is particularly important in contexts where policy processes are complex, and where pastoralist perspectives are often underrepresented or misunderstood. Tools such as policy briefs, media engagement, and targeted messaging can help ensure that pastoralist voices are heard and that advocacy efforts are both visible and credible.

8.5.1. Policy Briefs: Influencing policy and legislative debates

Policy briefs are concise, targeted documents designed to inform and influence decision-makers on a specific policy issue. They present a problem, analyse its implications, and propose clear, actionable recommendations.

An effective policy brief is not a general report. It is focused, accessible, and tailored to a specific audience—typically policymakers, legislators, or senior government officials—who may have limited time and require clear, relevant information to support decision-making.

A strong policy brief typically includes:

- A clear statement of the issue or problem;
- A brief analysis of its causes and implications;
- Evidence to support the argument; and
- Practical, actionable recommendations.

The language should be simple, direct, and non-technical, avoiding unnecessary detail while maintaining credibility. The aim is to communicate key messages quickly and persuasively.

For pastoralist advocacy, policy briefs are particularly useful for:

- Influencing policy development and reform;
- Engaging legislators and parliamentary committees; and
- Informing government programmes affecting pastoralist livelihoods, mobility, and land and resource access.

To be effective, policy briefs must be:

- Targeted at the right audience;

- Aligned with advocacy objectives; and
- Used at the appropriate moment within the policy process.

8.5.2. Position Papers: articulating a clear standpoint

Position papers differ from policy briefs in that they are primarily about clarifying and communicating a position, rather than persuading through detailed analysis. They are often used by networks such as SSAPN to articulate shared perspectives on key issues, principles, or proposed reforms.

A position paper typically explains why an organization or coalition takes a particular stance, outlines core arguments, and sets out broad demands or expectations. For pastoralist advocacy, position papers are useful for establishing legitimacy, building alliances, and engaging regional or international actors.

Position papers are particularly valuable when dealing with contested issues, as they help ensure consistency of messaging across different engagements and platforms.

8.5.3. Media engagement as an advocacy tool

Media engagement is a powerful advocacy tactic for shaping public narratives, raising visibility, and putting pressure on decision-makers. Media tools include press statements, opinion pieces, interviews, radio discussions, and social media engagement.

For pastoralist organizations, media engagement is especially important because dominant narratives often portray pastoralism as backward, unproductive, or a source of conflict. Strategic media engagement can challenge these narratives by highlighting pastoralism as a viable livelihood system, a contributor to national economies, and a key strategy for climate resilience.

Effective media engagement requires clarity of message, simplicity of language, and awareness of timing. Not every advocacy issue requires media attention, but when used strategically, media can amplify advocacy efforts and open political space for reform.

8.5.4. The One-page advocacy message

The one-page advocacy message is one of the most practical and widely used tools in advocacy. It is designed to communicate a clear and compelling message to a specific target audience in a concise and accessible format.

Unlike longer documents such as policy briefs or reports, the one-page message focuses on delivering the core argument quickly and persuasively. It is particularly useful when engaging decision-makers, participating in meetings, or responding to emerging policy opportunities.

A strong one-page advocacy message should clearly answer the following questions:

- What is the problem?
- Why does it matter now?
- What change is being proposed?
- Who needs to act?
- What will happen if action is not taken?

The message should be:

- Clear and concise;
- Tailored to the target audience; and

- Grounded in credible evidence and real-world experience.

For pastoralist organisations, this tool is especially valuable in contexts where decision-makers have limited time and where advocacy opportunities may arise quickly. A well-prepared one-page message allows advocates to communicate effectively and consistently across different platforms and engagements.

9.5.5. Other useful advocacy tools

In addition to formal documents, advocacy often relies on less visible but equally important tools. These include face-to-face meetings, informal briefings, participation in consultations, coalition statements, petitions, and community testimonies. Visual materials, such as maps of mobility routes or rangeland use, can also be powerful tools for making pastoralist realities visible.

The choice of tools should always be guided by the advocacy goal, the target audience, and the political context.

9.6. Group Exercise: Developing a One-Page Advocacy Message

Objective

To develop a clear, concise advocacy message based on the strategy developed in Session 7.

Instructions

Participants remain in country groups.

Each group:

1. Use their advocacy strategy from Session 7; and
2. Develop a one-page advocacy message targeting a specific actor, and using the template provided below.

Template for one-page advocacy message

Component	Guiding Question
Problem	What is the issue?
Urgency	Why does it matter now?
Proposed change	What should be done?
Target actor	Who must act?
Consequences	What happens if action is not taken?

9.7. Plenary Feedback

Each group presents its message.

The guides participants to take note of:

- Clarity and simplicity;
- Relevance to target audience;
- Alignment with strategy; and
- Persuasiveness.

3.3. Key takeaways

Advocacy tools translate strategy into action.

- The effectiveness of a tool depends on targeting, timing, and clarity;
- Simple, clear messages are often more effective than complex analysis; and
- Advocacy tools should always be aligned with strategy and objectives.

Session 9: Role Plays, Case Studies and Simulations

9.1. Purpose of the Session

This session provides participants with an opportunity to apply the knowledge and skills acquired throughout the training in simulated advocacy scenarios. It is designed to consolidate learning, build confidence, and enable participants to practice engaging with decision-makers, presenting arguments, and responding to real-world advocacy challenges.

The session emphasises experiential learning, allowing participants to test strategies, refine messaging, and reflect on their approaches in a supportive environment.

9.2. Learning Objectives

By the end of this session, participants will be able to:

- Apply advocacy strategies and tools in simulated real-world situations;
- Practice engaging with decision-makers and stakeholders;
- Communicate advocacy messages clearly and persuasively; and
- Analyse the strengths and areas for improvement in their advocacy approaches.

9.3. Suggested Methodology

This session should be highly interactive and participant-led.

The facilitator should:

- Organise participants into small groups;
- Assign realistic advocacy scenarios; and
- Guide role plays and simulations, ensuring that all participants are actively engaged.

The facilitator should create a safe environment where participants feel comfortable experimenting, making mistakes, and learning from one another.

9.4. Session Timing

The session should last 2 hours according to the schedule set out in Table 16 below.

Table 16: Session timing

Component	Time
Introduction and briefing	10 minutes
Role play preparation (group work)	10 minutes
Role play simulations	40 minutes
Feedback and discussion	10 minutes
Reflection and key lessons	10 minutes
Wrap up	5 minutes
Total	120 minutes

9.5. Role Play and Simulation Scenarios

The facilitator may choose one or more scenarios depending on time and group size.

Scenario 1: Meeting with a Legislator

Participants simulate a meeting between pastoralist advocates and a Member of Parliament to discuss a proposed policy affecting pastoralist mobility.

Roles may include:

- Pastoralist organisation representatives;
- Member of Parliament;
- Parliamentary Assistant; and
- Observer(s).

Scenario 2: Policy Consultation Meeting

Participants simulate a government consultation process on a draft policy or programme affecting pastoralists.

Roles may include:

- Government officials;
- Pastoralist organisations;
- Civil society representatives; and
- Development partners.

Scenario 3: Media Engagement

Participants simulate a radio interview or press briefing on a pastoralist issue.

Roles may include:

- Advocate/spokesperson;
- Journalist; and
- Audience members.

9.5.1. Instructions for Role Play

1. Assign roles within each group.
2. Provide a short scenario description.
3. Allow groups time to prepare:
 - Key messages;
 - Strategy; and
 - Roles.
4. Conduct the role play (10–15 minutes per group).

9.5.2. Feedback and Reflection

After each role play, the facilitator guides discussion using questions such as:

- What worked well in this interaction?
- Were the advocacy messages clear and persuasive?

- Was the strategy appropriate for the target audience?
- How effectively did participants respond to questions or resistance?
- What could be improved?

Note to the facilitator

Ensure that feedback is constructive and focused on learning.

9.6. Key Takeaways:

- Advocacy skills improve through practice and reflection.
- Clear messaging and preparation are critical.
- Understanding the audience and context strengthens engagement.
- Flexibility and responsiveness are essential in real-world advocacy, and
- Confidence grows through experience and feedback.

Session 10: Review, Synthesis and Next Steps

This closing session will be organised and facilitated by ESAPN to agree follow-up actions: evaluate the training, and agree the way forward

REFERENCES

- Behnia, R. & Scoones, I., 2000. *Rethinking Range Ecology*. CDI, London.
- Catley, A., Urd, I. & Scoones, I., 2012. *Pastoralism and Development in Africa*. Routledge.
- FAO, 2011. *The State of the World's Land and Water Resources*. FAO, Rome.
- _____. 2012. *Pastoralism in Africa's Drylands*. FAO, Rome.
- _____. 2012. *Making way: developing national, legal and policy frameworks for pastoral mobility*. FAO Animal Production and Health Guidelines, No. 18. Rome.
- Homewood, K., 2000. *Ecology of African Pastoralist Societies*. James Currey.
- Worrik-Fulcr, M., 1999 *Managing Mobility in African Rangelands*. FAO.
- OECD-FAO, 2006. *Agricultural Outlook*. OECD Publishing.
- Scoones, I., 1995. *Living with Uncertainty*. IT Publications.
- Scoones, I. et al., 2011. *Pastoralism, Uncertainty and Resilience*. STSP Centre.
- Instruments, Policies, Strategies and Laws**
- African Union**
- Agreement Establishing the African Continental Free Trade Area
- Comprehensive Africa Agriculture Development Programme Document
- Framework and Guidelines on Land Policy in Africa
- Kampala Declaration on Building Resilient and Sustainable Agri-food Systems in Africa
- Malabo Declaration on Accelerating Agricultural Growth and Transformation for Shared Prosperity and Improved Livelihoods
- Policy Framework for Pastoralism in Africa
- IGAD**
- IGAD Protocol on Transhumance
- United Nations**
- Indigenous and Tribal Peoples Convention, 1989 (No. 169)
- Paris Agreement on Climate Change, 2015
- Transforming our world: the 2030 Agenda for Sustainable Development
- United Nations Framework Convention on Climate Change
- Voluntary Guidelines on the Responsible Governance of Tenure (VGGT)
- Kenya**
- Constitution of Kenya 2010
- National Land Policy