



ICPALD



Political-Economy Analysis of Livestock Sector in the Arid and Semi-Arid Lands (ASALs) of the IGAD Region

Research Report

In partnership
with



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IGAD CENTRE FOR PASTORAL AREAS AND LIVESTOCK DEVELOPMENT (ICPALD)

Political-Economy Analysis of Livestock Sector in the Arid and Semi-Arid Lands (ASALs) of the IGAD Region *Research Report*

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Table of Contents



List of Tables	4
List of Figures	5
ACRONYMS	6
Acknowledgments.....	8
Executive Summary	9
1. INTRODUCTION.....	10
1.1. The IGAD Region.....	10
1.2. Objectives of the Study	10
1.3. Significance of Livestock to the National Economy of IGAD Member States	11
1.3.1 Production	14
1.3.2 Trade	15
1.3.3 Challenges.....	17
2. POLITICAL ECONOMY ANALYSIS OF LIVESTOCK.....	18
2.1. Introduction to Livestock Political Economy.....	18
2.2. Primary Actors in the Livestock Value Chain	19
2.3. Key Factors that Influence the Prevailing Policy Landscape	26

2.4. Continental and Regional Livestock Policy and Strategy Frameworks.....	28
2.4.1. Regional Livestock Policies.....	30
3. EFFECTS OF POLITICAL ECONOMY ON THE LIVESTOCK SECTOR.....	32
3.1. Challenges Faced in the Livestock Sector.....	32
4. OPPORTUNITIES / RECOMMENDATIONS TO ADDRESS THE EFFECTS OF POLITICAL ECONOMY.....	36
5. CASE STUDIES.....	38
5.1. Implications of Kenyan Devolution on the Livestock Value Chain.....	38
5.2. The Oromia Pastoralists Association (OPA)– A Reciprocal Community-led Model ...	39
5.3. The Modern of Livestock Market Structures- Samburu County in Kenya.....	43
Opportunity for scaling up in the IGAD region	47
6. RECOMMENDATIONS FOR FURTHER WORK.....	48
6.1. Further Research.....	48
6.2. Impact of livestock trade informality on data availability for policy and market systems development.....	48
6.3. Optimizing the role of private sector in livestock development – what enabling environment requires creating for value addition and access to competitive markets?.....	49
7. ANNEXES:	51
7.1. ANNEXE 1: DJIBOUTI LIVESTOCK POLICIES AND INSTITUTIONAL FRAMEWORKS	51
7.2. ANNEXE 2: ETHIOPIA: LIVESTOCK POLICIES AND INSTITUTIONAL FRAMEWORKS	52
7.3. ANNEXE 3: ERITREA: LIVESTOCK POLICIES AND INSTITUTIONAL FRAMEWORKS	57

7.4. ANNEXE 4: KENYA: LIVESTOCK POLICIES AND INSTITUTIONAL FRAMEWORKS	58
7.5. ANNEXE 5: SOMALIA: LIVESTOCK POLICIES AND INSTITUTIONAL FRAMEWORKS	63
7.6. ANNEXE 6: SOUTH SUDAN: LIVESTOCK POLICIES AND INSTITUTIONAL FRAMEWORKS	65
7.7. ANNEXE 7: SUDAN: LIVESTOCK POLICIES AND INSTITUTIONAL FRAMEWORKS.....	68
7.8. ANNEXE 8: UGANDA: LIVESTOCK POLICIES AND INSTITUTIONAL FRAMEWORKS	71

List of Tables



Table 1. Contribution of Livestock to Somalia’s GDP & Volume of Animals Exported from 2020-2022 13

Table 2. Somalia’s Export of Meat to Middle East Countries (2021)..... 13

Table 3. Livestock Exported Through Djibouti Regional Livestock Quarantine–2010-2021 14

Table 4. Livestock Production in IGAD Countries (Live Animals) 2017-2021 15

Table 5. Djibouti Institutions and Their Mandate52

Table 6. Ethiopian Institutions and Their Mandate.....54

Table 7. Eritrean Institutions and Their Mandate.....57

Table 8. Kenyan Institutions And Their Mandate60

Table 9. Somalian institutions and their mandate63

Table 10. Regulations & Policies for Review in South Sudan as per The R-Arcss.....65

Table 11. South Sudanese Institutions and Their Mandate66

Table 12. Sudanese Institutions and Their Mandate69

Table 13. Ugandan Institutions and Their Mandate73

List of Figures



Figure 1. Map of IGAD States.....	10
Figure 2: Export value for livestock (live animals) in IGAD. source: fao stat 2017-2021.....	16
Figure 3: Political Economy of Value Chains Framework.	18
Figure 4: Value Chain Map of Live Cattle and Associated Products.....	19
Figure 5: Number of Livestock by Type of Animal, Zone, and Region (2021) in Ethiopia	39



Acronyms



AGRA	Alliance for a Green Revolution in Africa
ASAL	Arid and Semi-Arid Lands
CAGR	Compounded Annual Growth Rate
CAHW	Community-Based Animal Health Worker
CNCA	National Codex Alimentarius Committee
CSA	Central Statistical Agency
COMESA	Common Market for Eastern and Southern Africa
DESV	National Directorate of Livestock and Veterinary Services
DRIVE	De-Risking, Inclusion, and Value Enhancement of Pastoral Economies in the Horn of Africa
EAA	Ethiopian Agricultural Authority (EAA)
EAC	East Africa Community
EC	European Commission
ECLC	Eritrean Crop Livestock Corporation
EU	European Union
GDP	Gross Domestic Product
GNP	Gross National Product
ICPALD	IGAD Centre for Pastoral Areas and Livestock Development
IDDRS	IGAD Drought Disaster Resilience Sustainability Initiative
IFPRI	International Food Policy Research Institute
IGAD	Intergovernmental Authority on Development
ILRI	International Livestock Research Institute
KALRO	Kenya Agricultural and Livestock Research Organization
KLMC	Kenya Livestock Marketing Council
KMC	Kenya Meat Commission
LMA	Livestock Marketing Associations
LPI	Livestock Policy Initiative
MENA	Middle East and Northern Africa
MoLG	Ministry of Local Government
MS	Member States
NALEP	National Agriculture and Livestock Extension Programme

NAPHL	National Animal and Plant Health Laboratory
NARI	National Agricultural Research Institute
NDC	Nomads Development Council
NEALCO	North-Eastern Africa Livestock Council
NGOs	Non-Governmental Organizations
NLC	National Land Commission
PU	Pastoralists Union
RSD	Regulatory Service Department
SSP	South Sudanese Pounds
TADs	Trans-Boundary Animal Diseases
USD	United States Dollar
WTO	World Trade Organization

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Disclaimer

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Executive Summary



Livestock constitutes a major economic, social, and cultural facet of life for over 250 million people of the IGAD region. The region has about 532 million livestock of which 35% are small ruminants. The sector also plays an important role in providing export commodities, such as live animals, hides, and skins to earn foreign exchanges to the country and subsequently generates income for herders, traders, processors, input and service providers and governments. The IGAD region normally exports about 12.8 million heads of sheep and goats as well as about 60,000 tons of meat every year, largely to Middle East and North Africa (MENA) countries.

The sector plays an instrumental role in contributing towards achieving the 2030 United Nations' Agenda for Sustainable Development Goals (SDG) numbers 2, 3 and 13, given the many multiplier effects of the value chain despite a myriad of challenges it faces attributed to climate change and its impact. The challenges include increased frequency of drought and flash floods, erratic rains, emerging and re-emerging animal diseases and pests, expansion of invasive plant species in the rangelands, inadequate forage and feed, among others. All these severely limit livestock reproduction and productivity potential, and thus deserve policy attention at different levels.

Thus, the main objective of the study is to analyse the political decision-making processes and power play amongst various actors and identify key constraints and challenges across the livestock value chain in the IGAD member countries. By looking at how the livestock policies influence decision on livestock production, market structures, trade, and investment, and propose doable solutions that can be addressed through national and regional level programming. The study mainly relied on desk review and key informant interviews in Djibouti, Ethiopia, Sudan, Uganda, and Kenya.

The second chapter of this report explores the political economy issues in livestock sector in the IGAD member states, it begins by introducing the actors in the livestock value chain in the region, their roles, relationship, and challenges and thereafter highlights historical and contemporary policies and key policy reviews and their implications on the sector.

In the third chapter, the report establishes that the development and implementation of various key relevant policies that impact on the political economy of livestock is at different levels. This is partly informed by historical factors, emerging issues such as climate change and robust regional trade, limited investments, and insecurity. The effects of the political economy on the livestock sector are discussed in the fourth chapter by documenting the serious challenges that remain in the livestock sector due to lack of real policy change or implementation particularly in the ASALs and highlighting some of the ongoing government programmes / projects being implemented to address the pastoralism and agro-pastoralism issues in the member states. Chapter five presents the opportunities / recommendations to address the effects of political economy and chapter six presents areas of possible further research and development of policy briefs.



1. INTRODUCTION

1.1. THE IGAD REGION

The Inter-Governmental Authority on Development (IGAD) is a Regional Economic Community (REC) with its headquarters in Djibouti and comprises of eight member states of: Djibouti, Eritrea, Ethiopia, Kenya, Somalia, South Sudan, Sudan, and Uganda. About 60-70% of this region's land mass is arid and semi-arid with pastoral and agropastoral systems providing the main livelihood opportunities to the inhabitants. IGAD was established in 1986 to mitigate effects of recurrent droughts and environmental degradation, boost agricultural production as well as facilitate sustainable management of natural resources. The institution's mandate was expanded in 1996 to encompass food security and environmental protection, economic cooperation, and political and humanitarian affairs. IGAD Centre for Pastoral Areas and Livestock Development (ICPALD) was set-up to complement efforts of IGAD member states in enhancing sustainable development in the arid and semi-arid ecosystems. The ICPALD protocol was signed and adopted on 23rd October 2015 and is presently domiciled in Nairobi.



FIGURE 1. MAP OF IGAD STATES

1.2. OBJECTIVES OF THE STUDY

The IGAD Centre for Pastoral Areas and Livestock Development (ICPALD), in partnership and financial support of French Development Agency (AFD), commissioned a study that investigated the political economy of IGAD's livestock sector, focusing on Arid and Semi-Arid Lands (ASALs). The study flushes out issues that can improve the efficiency of markets and supportive policies/ regulatory environment, and are therefore more likely to attract financial and technical support from government and other development partners.

The general objective of the study was to analyze political decision-making processes and power plays amongst various actors and identify key constraints and challenges across the livestock value chain in the IGAD member countries. This would be achieved via looking at how the livestock policies influence livestock production, market structures, trade and investment, and proposing doable solutions that can be addressed through national and regional level programming. The specific objective was to undertake an in-depth analysis of the livestock value chains and livestock political economy in ASALs of IGAD member states.

1.3. SIGNIFICANCE OF LIVESTOCK TO THE NATIONAL ECONOMY OF IGAD MEMBER STATES

Livestock constitutes a major economic, social and cultural facet of life for over 250 million people of the IGAD region. The statistics around the livestock population in the region are inconsistent. However, a 2017 report by IGAD mentions the region having about 520 million livestock of which 242 million (35%) are small ruminants. Livestock also plays an important role in providing export commodities, such as live animals, hides, and skins to earn foreign exchanges to the country and subsequently generate income for herders, traders, processors, and governments. The IGAD region normally exports about 12.8 million heads of sheep and goats as well as 60,000 tons of meat every year.

On the other hand, in some countries, draught animals provide power for the cultivation of the smallholdings and for crop threshing in the agro-pastoralist zones. Livestock as well confer a certain degree of security in times of crop failure, as they are a “near-cash” capital stock (Getabalew 2020).

Notably, there is significant potential for livestock trade in the Eastern Africa region, both for export and domestically. For instance, the demand for beef in the region is projected to grow owing to an increase in expected population rise. According to IFPRI projections, the overall beef demand is expected to increase by 30% in 2025 and 50% in 2030 compared to the 2.7 million tonnes in 2019 (AGRA 2021).

Kenya: According to the state department of livestock, Ministry of Agriculture and Livestock Development (MoALD), the livestock sector’s contribution to the GDP was 15% in the 2020-2022 period, with current production standing at 17.5 million cattle, 44.8 million sheep and goats, and 3 million camels. The sub-sector accounts for 90% of employment, and more than 95% of family income in the arid and semi-arid areas. Currently, Kenya exports livestock and livestock products to United Arab Emirates, Kuwait, Qatar, Saudi Arabia, Sudan, Egypt, Democratic Republic of Congo, Tanzania and Uganda. Data shows that goat meat and mutton is the highest livestock products according to Directorate of Veterinary Services (Table 1).

Table 1: Livestock Products Certified for Export (2017-2021) in Tonnes

	2017	2018	2019	2020	2021	Total
Beef	1,805	1,543	1,195	1,076	1,202	6,821
Goat Meat/ Mutton	5,778	6,375	9,705	12,508	15,387	49,753
Pork	823	461	249	248	223	2004
Poultry Meat	31	30	22	61	77	221
Dairy Products	1,975	796	447	238	327	3,783
Honey	9	37	117	98	79	340

Source: Directorate of Veterinary Services 2022

Ethiopia: Livestock accounts for 40% of the agricultural GDP, and more than 20% of the total GDP, whilst livestock activities employ about 31% of the agricultural labour force . The survey conducted by Central Statistical Agency in 2020/21 estimated about 70.3 million heads of cattle, 42.9m sheep and 52.4m goats with 26.8 million livestock sales recorded in 2020.

South Sudan: Cattle is the most important source of red meat, supplying 65% of meat needed and contributing 1.2 billion SSPs (409 million USD), equivalent to 13.57% of the livestock contribution to the economy (CPALD (2016)). A significant part of livestock offtake is sourced from cross border imports, mainly from Uganda. Since these are largely informal and are unrecorded, they are rarely reflected in the official estimates. As such, the estimates for offtakes may be higher than officially reported. About 18% of the direct benefits derived by livestock owners from their animals are attributable to the financial services provided by livestock and are always omitted in the quantification of economic functions of livestock at both household and national levels. 80% of the South Sudanese population is engaged in agriculture; crop, livestock and fishing, hence a need for the country to put more focus and emphasis on the growth and development of this sector as highlighted in the country's 2011-2013 South Sudan Development Plan (SSDP) .

Uganda: The livestock sector contributes about 17% to the agricultural GDP and 4.3% to the overall GDP . Cattle is the most important livestock sub-sector in Uganda. The highest concentration of cattle (head/km²) is found in the pastoral areas of Karamoja, where cattle is the main source of livelihoods and the backbone of the local economy. The agro-pastoral or mixed crop-cattle production system dominates the livestock production landscape . The country has 14.2 million cattle, of which 13.3 million are indigenous or native breeds. Out of the national herd, 11.9 million cattle are raised for meat. The cattle sector contributes to over 40% to the value of livestock production and about 7% to the value of agricultural production . Cattle farming provides income, food, draft power, insurance and savings, social capital and other goods and services to the population.

Eritrea: The country has a large livestock population (approximately 10.9 million), and continues to be important for Eritrean farming systems, since 49% of the total land area is suitable for grazing and only 17% is suitable for cropping. The official estimates using the commodity flow system puts livestock contribution at USD 0.157 billion, equivalent to 39% of the overall agricultural sector GDP and 4.6% of the national GDP in 2013 . The contribution of livestock to the agricultural sector of Eritrea is significant, with high dependence among nomadic pastoralists for their livelihoods. The Country is a net livestock exporter, and it constitutes a sizable portion of Eritrea's exports, contributing USD 0.698 billion, equivalent to 40% of agricultural GDP in 2013. However, the moderate contribution of processed products like hides and skins to export trade indicates relative local market competitiveness . Generally, the poor genetic make-up of the livestock population, which has also been affected by diseases and inadequate supplies of feed and water, has limited the full potential of the sectors contribution to the national GDP. Overgrazing has also been a major negative contributing factor to the increasing degradation of land, loss of agro-biodiversity, and desertification in the country.

Somalia: Livestock is the backbone of the Somali economy, contributes to the Government revenues, and provides employment to a wide range of livestock value chain actors. According to the Federal Republic of Somalia - Ministry of Livestock Forestry & Range, about 70% of the Somalian population are dependent on livestock for their livelihoods and contribute 45% of the GDP and 80% of the foreign currency earnings. Data from Ministry of Livestock Forestry & Range indicates that in 2021, Somalia exported a total of \$482 million, making it the number 168 exporter in the world. However, Somalia exports dropped from \$631million in 2016 to \$482 million in 2021. The 2021 exports were led by sheep and goats (\$201M), with top destinations being Middle East countries; Oman being ranked first place for importing live animals and Saudi Arabia, mainly importing live animals during hajj season.

TABLE 1. CONTRIBUTION OF LIVESTOCK TO SOMALIA'S GDP & VOLUME OF ANIMALS EXPORTED FROM 2020-2022

Year	Sheep/Goats	Camel	Cattle	Total	GDP
2020	2,815,982	60,541	231,372	3,107,895	43%
2021	2,537,750	23,974	142,999	2,704,723	43%
2022	1,375,867	66,115	7,711	1,449,693	43%

The Ministry of Livestock, Forestry and Range promotes export of livestock and livestock products. Recently, the Ministry launched meat exports to Saudi Arabia, having signed a Memorandum of Understanding (MoU) with the Saudi Arabia government and an approval from Saudi Food and Drug Authority (SFDA) for exporting chilled and frozen meat (Cattle and Sheep and Goats) to the Kingdom Saudi Arabia. The Ministry is also negotiating with the United Arab Emirates for export of chilled and frozen meat.

Furthermore, Somalia has been exporting skins and hides, mainly to China, Nigeria, Hong Kong & Benin. In 2021, 485,000 tons of hides and skins were exported to these countries cumulatively.

TABLE 2: SOMALIA'S EXPORT OF MEAT TO MIDDLE EAST COUNTRIES (2021)

Year	Species	Number of Carcasses	Average Weight of Carcass (Kg)	Total frozen meat exported (MT)	Importing
Country	2,815,982	60,541	231,372	3,107,895	43%
2021	Goats	96221	9.9	86,598	Oman
2021	Cattle	318	180	5,724	Oman
Total	-	96 539	1899	92,322	Oman

Djibouti: Whereas the agriculture sector, including livestock production, makes up only 7% of GDP and 10% of food requirements in Djibouti, the sector remains underdeveloped and mostly practiced in rural areas where conditions are favourable. This occurs in two forms; pastoralist and agro-pastoralist; approximately 90% of these farmers are pastoralist.

The main local livestock breeds of the Republic of Djibouti are characterized by their hardiness and good adaptation to the country's climatic conditions . Local breeds account for 90% of the total number of animals used throughout the country; the rest of the breeds (10%) are crosses with exotic breeds (Holstein, Friesian, Alpine). These exotic breeds are preferred by urban farmers in Djibouti for their general performance in dairy production.

Djibouti has invested in cutting-edge infrastructure to enhance exports of livestock products. Since 2004, Djibouti has played the role as a transit center for regional animal trade with the resumption of livestock exports, particularly to the countries of the Arabian Peninsula. Djibouti also created a Regional Livestock Export Center (CERD) in 2006 and established health and veterinary control standards, which have helped to enhance livestock exports.

Data collected from the PDSA Port of Djibouti indicate that from the end of 2019, the total volume of livestock exports drastically declined due to the emergence of animal diseases, the impacts of Covid-19 as well as the internal conflict which broke out in 2021 in Ethiopia that caused a significant slowdown in exports from Djibouti. This also followed the opening of the new port of Berbera (Somalia) in partnership with DP World, which stole a large part of the transfer of livestock to the Arabian Peninsulas.

Djibouti exports livestock to several countries including Egypt, Jordan, Saudi Arabia, Oman, Qatar, UAE, Yemen, Oman, Kuwait, and Bahrain. According to Djibouti Regional Livestock Quarantine Unit, the country exported 336,020 and 309,025 livestock heads in 2020 and 2021 respectively.

TABLE 3: LIVESTOCK EXPORTED THROUGH DJIBOUTI REGIONAL LIVESTOCK QUARANTINE – 2010-2021

Years	2015	2016	2017	2018	2019	2020	2021
Cattle	55,470	55,825	14,040	3,733	4,915	12,951	8,810
Small Ruminants	350,147	156,772	595,396	551,260	666,139	288,274	282,875
Camels	37,444	16,285	40,909	52,339	80,410	29,795	17,340

Source: Djibouti Livestock Department, 2023.

1.3.1 PRODUCTION

Livestock in the Eastern African region is kept in different systems, each with varying contributions to overall production and with different potentials for expansion. The production systems in the region are classified into two categories: traditional (pastoral and agropastoral) in the semi-arid, sub-humid and humid zones, and non-traditional (ranching) systems.

a) *Pastoral and agropastoral systems*: Pastoral systems are associated with zones that are too dry for cropping to provide a basis for subsistence and are defined as land-based systems occurring in areas with a Length of Growing Period (LGP) of less than 180 days, where the grazing of ruminants is the predominant form of land use. Pastoral systems are mainly found in the arid and semi-arid zones (with rainfall less than 600 mm per annum).

b) *Ranching systems*: They consist of labour-intensive enterprises specializing in one or more breeds and producing mainly live animals for slaughter (meat, skins and hides). Ranches are generally commercial enterprises, with generation of cash income as the primary function of the cattle raised on them. Ranching systems can either hold both breeding and growing stock or specialize in rearing/fattening animals, according to environmental and economic conditions.

FAO data shows that heads of livestock in IGAD countries has continued to increase annually. Between 2017-2021, cattle and goats took the largest market share, accounting for 35% and 34% respectively. However, camels and goats demonstrated higher annual growth by Compound Annual Growth Rate (CAGR) of 3% (Table 2).

TABLE 4. LIVESTOCK PRODUCTION IN IGAD COUNTRIES (LIVE ANIMALS) 2017-2021

	2017	2018	2019	2020	2021	CAGR	% Share
Camels	10,060,685	10,355,304	11,891,073	11,662,108	11,533,405	3%	3%
Cattle	138,103,169	142,686,778	148,514,490	159,541,385	151,267,195	2%	35%
Sheep	111,204,897	112,772,864	127,754,495	129,181,219	123,487,759	2%	29%
Goats	123,985,411	132,894,735	152,900,747	156,725,960	145,262,202	3%	34%
TOTAL	383,354,162	398,709,681	441,060,805	457,110,672	431,550,561		

Source: FAO STATS – 2017-2021.

1.3.2 TRADE

The cross-border livestock trade in the pastoral and agro-pastoral areas in the Horn of Africa is informal , extensive, complex, and multidirectional, mainly motivated by cross-border delays and bureaucratic customs procedures that discourage compliance.

It involves various actors such as pastoralists, agro-pastoralists, brokers, trekkers, truck traders, transporters and abattoirs operating down the supply chain from village to primary, secondary, and tertiary / terminal markets in different routes . Despite the vibrant informal trade mentioned above, there is significant exports originating from pastoral and agro-pastoral areas in IGAD countries as depicted in Figure 1 below. The 5-year analysis

on the livestock export (cattle, camels, goats, and sheep) shows a declining trend. All value chains demonstrated a negative CAGR (Camel -20%, Cattle -9%, Goats -14%, Sheep -13%). It is not clear if this decline is contributed by increased informal cross-border livestock trade due the cumbersome system of formal cross-border system. However, growing insecurity issues in some cross-border areas and the COVID-19 pandemic may have also contributed to the decline.

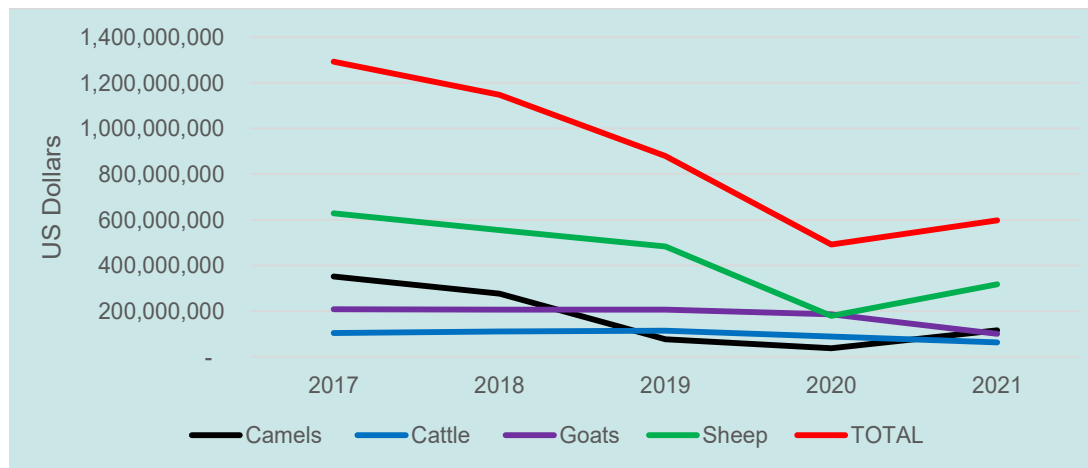


FIGURE 2: EXPORT VALUE FOR LIVESTOCK (LIVE ANIMALS) IN IGAD. SOURCE: FAO STATS 2017-2021

1.3.3 CHALLENGES

The livestock asset is challenged by increased frequency of droughts and flash floods, erratic rains, emerging and re-emerging animal diseases and pests, invasive plant species in the rangelands, and inadequate fodder/feed among others, hence limiting reproduction and productivity potential. To cope with this, pastoralist are often subjected to frequent mobility with their livestock in search of water and pasture to reduce the high livestock deaths estimated at approximately 75% attributed to severe drought when it occurs. Seasonal mobility is also part of adaptation mechanism to spatial and temporal variability of resources (water and rangeland fodder) in the system. Projections point to increased intensity of droughts, but with much regional variation. The risk of drought is linked to temperature changes, because higher temperatures lead to increased evapotranspiration. Depending on the level of greenhouse emissions in the years to come, overall drought area in the region is projected to be 16 to 54%.

Market access for live animals and livestock products is poorly structured and limits options to adapt to climate change through diversification of the value chain opportunities. Moreover, inadequate access to information on upstream markets limits the ability to adapt to the variability affecting grazing routes, quality of feed and forage crop, quality of veterinary services, etc.

An improved trade and market structure access for live animals and livestock products from pastoral and agro-pastoral areas could potentially encourage producers to re-invest into the production system through breed selection, rangeland restoration, improved forage management, increased access to water, and other inputs. However, this would require improvements in the livestock political economy. This will mean a 'good fit' between the ways in which livestock value chain actors are organized and interact, and the way government policies are structured to support the sector.

2. POLITICAL ECONOMY ANALYSIS OF LIVESTOCK

2.1. INTRODUCTION TO LIVESTOCK POLITICAL ECONOMY

Political economy is defined as the interaction between economic and political actors' interests and beliefs, which are often mediated by formal and informal institutions. Depending on the economic and public interests, national and public policies may incorporate, subordinate, or manage the interests of value chain actors, reflecting what some political economists refer to as the vertical political settlement (Kelsall 2018). This chapter explores the political economy issues in livestock production in the IGAD member states. It begins by introducing the actors in the livestock value chain in the region, their roles, relationship, and challenges and thereafter highlights historical and contemporary policies and key policy reviews and their implications on the sector.

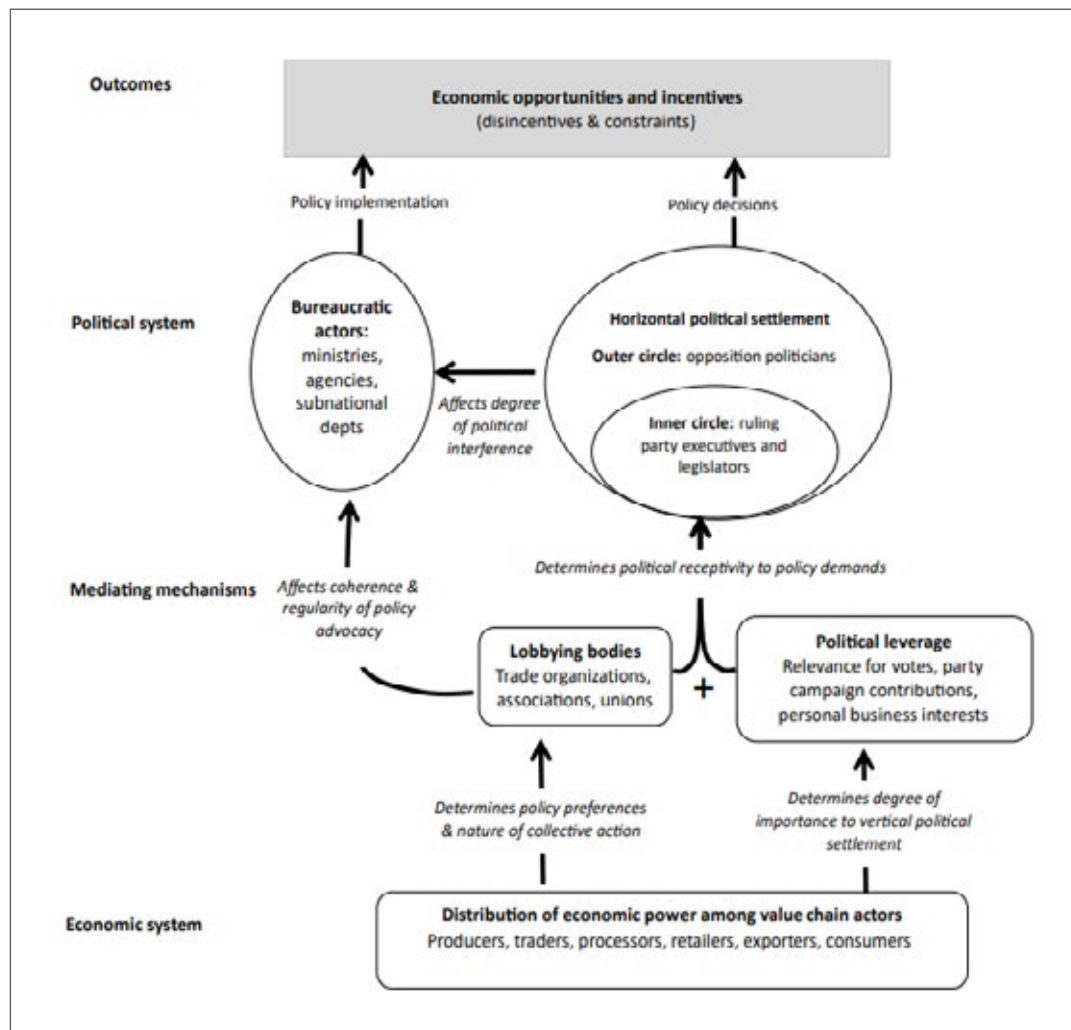
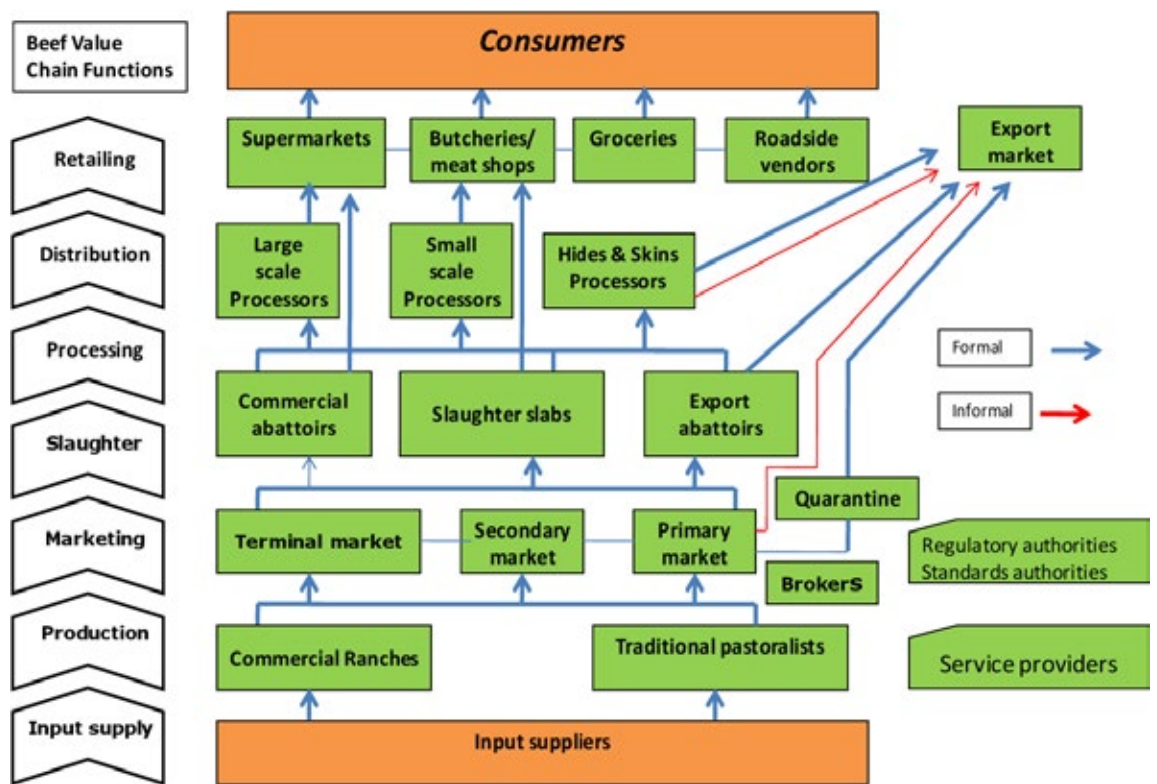


FIGURE 3: POLITICAL ECONOMY OF VALUE CHAINS FRAMEWORK.

2.2. PRIMARY ACTORS IN THE LIVESTOCK VALUE CHAIN

The value chain map depicts the full range of activities that the live animal and associated products go through from production to consumer and the actors. With reference to export markets depicted in the map, the formal cross-border trade entails the movement of goods into or out of a country through channels that are subject to official control or oversight, usually with some form of declaration to the government authorities on both sides of the border about the consignment in transit. 'Informal trade' infers to unorganised, small-scale, local trade which does not appear in the Customs record. The roles of the various actors at the different segments of the value chain have been discussed thereafter.

FIGURE 4: VALUE CHAIN MAP OF LIVE CATTLE AND ASSOCIATED PRODUCTS



Source: Kurwijila and Mtenga (2011)

The primary actors in the Livestock Value Chain are described below:

a) Producers: The primary actors in the livestock production are the smallholder pastoralists and agro-pastoralists mostly located in arid and semi-arid areas of the IGAD region which covers about 70% of the region's landmass. Ranches and fattening farms (feedlot operators) account for a very small proportion of the livestock in the region. Private ranchers and feedlot operators are few and located in peri-urban settings and are located mainly in Ethiopia, Kenya and Uganda, although some cattle feedlot operators are emerging in other countries including Sudan.

The majority of livestock producers in the IGAD region are often located in rural areas with limited access to market and infrastructure, lack of market and pricing information. Many producers only go to the market whenever they have financial difficulties or face drought. In Kenya, for example, while it would be ideal for pastoralists to sell their production at the end of the rainy season, when animals have reached optimal body condition and weight. They however, often sell during dry seasons (despite their animals' poorer condition and lower body mass) due to the need for cash to purchase grain and at times animal feed. This practice keeps livestock off the market and represents sub-optimal production management, while at the same time limiting the producers' bargaining ability.

The implication for this occurrence is that pastoral producers in such areas feel marginalized by the government in service and infrastructure provision and economic opportunity. They are less likely to engage in commercial livestock production. Rather, they are more likely to engage in livestock production for precautionary savings and insurance. Furthermore, such uncertainties influence livestock portfolio allocation toward those which can be easily liquidated while also discouraging investment in modern livestock inputs.

Feedlot production system. The system is relatively common in Ethiopia. There are more than 300 feedlots operating in Ethiopia, predominantly in East Shoa (Oromia). Animals are entirely confined in a yard with watering and feeding facilities for a finishing duration of 3-6 months. This production system comprises a minor share (<1 %) of the cattle population. The average number of animals kept per batch varies between 100 and 500 heads, mainly consisting of the Borana breed . Feed is based on agro-industrial by-products. Carcass weight is around 110 kilograms, with a dressing percentage of 45-48%.

b) Small-scale Livestock Traders & Brokers: The small traders operate mainly where formal regulations are weak or absent. Brokers don't own animals; they only act as a link between the buyer and seller. Besides producing social capital based on trust, brokers facilitate the formalization of livestock trading by linking livestock producers to markets .

Smaller scale traders and brokers dominate the livestock sector and provide markets for numerous smaller collectors. Some small traders provide animals for the larger traders' networks, especially for the export market. Small traders have little working capital, leading to reduced purchase capacity. They also often do not own transport vehicles and access to detailed market information. They also act as brokers of livestock. While the small traders are critical links to the markets for smallholders in remote areas, they are too many and they distort the market in their favor. Most small traders operate in the informal markets, they lack the necessary licenses to operate, and the regulatory authorities do not enforce the licensing requirements.

Small scale traders are often forced to operate without licenses when state officials engage in unauthorized practices of over-charging on license fees and its lengthy and rigorous process. This encourages their participation in informal livestock trade. Whereas informal trade in livestock contributes to people's livelihoods and food security, especially in low- and middle-income countries, there is a risk of spreading animal and human diseases .

Some of these livestock traders rely on clan connections for protection and management of the flows, and if conflicts occur at smaller source markets in the borderlands, elders' councils, sometimes in collaboration with the local police officer, will mediate and seek immediate solutions (Ng'asike 2019).

c) Large-scale Traders/Wholesalers/Exporters: They normally buy from the small traders or ranches. Most of the fattening farms also act as wholesalers. The wholesalers or exporters handle about seventy animal units at a time. Some of the wholesale traders of live animals operating in the region include Livestock Stakeholder Self-Association (LISSA) in Kenya and Uganda Meat Industries. Wholesalers also do bulk the live animals and provide trucks to transport them for long distances. However, most of the livestock is transported on hoof. The Ethiopian Live Animals Exporters Association (ELAEA) support investors in enhancing livestock export.

Large-scale livestock traders are few and they purchase large numbers of animals from a variety of sources to supply their key buyers (abattoirs and exporters). Usually, just one or two big traders operate in a certain area and may often collude to share the markets to avoid competition and increase profit margins.

Large-scale Traders/Exporters experience high cost of transport and inadequate transportation facilities. The cost of cattle transport is high due to long distances to the markets. The movement of cattle across the borders is mainly through trekking. This is because there are inadequate processing plants/abattoirs in the production areas for slaughtering cattle so that they are transported in processed form. Additionally, there are limited modernized specialized trucks for ferrying sheep and goat and camels.

The cumbersome system of export licenses and taxes, inability to meet quarantine requirements, as well as circumvention of foreign currency controls is another ongoing problem and thus has constrained the exporters of livestock and livestock products.

Bans on the importation of livestock and livestock products due to outbreaks of diseases also significantly affect large-scale livestock traders. The usual market response on cattle disease outbreaks is imposing a ban on the trade of live cattle and meat from the affected countries. An example is the ban of Kenyan beef exports to European Union and Middle East countries in 2015 due to food safety concerns because of cattle diseases especially from the arid and semi-arid areas.



d) Meat Processors: About 85% processing of livestock products is done by community owned slaughterhouses and abattoirs. There is a limited number of large-scale slaughter and meat packing factories in the region. Slaughter slabs are linked to butcheries in the rural areas and small towns. Abattoirs or slaughterhouses are in large towns and cities. Examples of large-scale beef processors are Kenya Meat Commission, Kenya Meat Processors (KMP), Quality Meat Packers (QMP), Neema Livestock and Slaughtering Investments, Farmers Choice Limited in Kenya, and Uganda Meat Industries Ltd, and Pearl Meat Industries Limited (Uganda). The Ethiopian Meat Producers and Exporters Association (EMPEA) support investors in the meat industry and promote Ethiopian Meat Exports. Organic Meat Export Private Limited, Jijiga Export Slaughterhouse, Abyssinia Export Abattoir, Elfora Agro Industries PLC, Helimex Export Abattoir Plc, Mojo Modern Export Abattoir Plc and Luna Export Abattoir, and Alana Export Abattoir are among the major export meat processors in Ethiopia.

Meat processors have inadequate primary processing facilities. Within the IGAD region, presence of slaughter infrastructure is registered in urban, peri-urban and service towns; while in rural areas, backyard slaughtering, or slaughter slabs are popular scenes (EAFF 2016). Use of standard technologies and compliance to Good Manufacturing Practices (GMPs) is another constraint affecting meat processors driven by exports and high-end consumer markets e.g. Fresh Cuts (in Uganda), Meatons Kenya Limited. The use of inappropriate technology, poor processing practices and sub-standard facilities impact meat processors, especially those serving local markets, e.g., butchers and food processors. This increases risk of contamination by hazards like airborne diseases, stray particles (like wood and glass), which may lead to product rejection and loss of business. Other constraints in meat processing are inconsistent supply of livestock and limited investment capital .

e) Meat Retailers: Retailing of livestock products is the service that provides the products to the final consumer. For livestock products in IGAD countries, retailing occurs in four types of enterprises: (i) local markets (for retail selling of live animals), (ii) butcher shops (iii) supermarkets of all types, and (iv) cooked meat outlets, such as roasted or cooked beef.

The main challenge in meat retailing is the low purchasing power of consumers compiled by low per-person consumption of livestock products as a result of dietary changes and preference to plant-based protein foods. Another major constraint affecting the meat retailers is poor hygiene. The National Bureau of standards require that meat be handled in safe, clean and hygienic manner but this is not the case in some places. In Ethiopia, for instance, most butchers are located on the main road for their products to be easily displayed to clients, and they hang meat on the open shelf without packing, which exposes the product to aerobic spoilage by bacteria and yeasts (Birmaduma 2022) .

f) Meat Consumers: They are divided into two major categories; (i) consumers at home in both rural and urban areas where it is estimated that 80% of beef is consumed, and (ii) consumers away from home including local and foreign travelers who visit meat outlets for roasted/cooked beef.

The increasing consumer demand for hygiene and quality meat has posed a challenge to other meat value chain actors to adhere to export requirements for HACCP and phytosanitary compliance. This calls for investment in modern slaughter facilities that will boost production and marketing and induce consumer confidence.

g) Local Agro Dealers: They include local businesspeople who supply inputs such as veterinary drugs, animal feeds, and production equipment.

Agro-dealers continue to play a critical role in the livestock supply chain by selling livestock input to farmers. Agro-dealers also act as agents for buyers of livestock. The key challenge in the supply of inputs is the weak enforcement of existing regulations in animal breeding services, feed production and veterinary pharmaceuticals. To address this challenge, a review of the legal and institutional framework of the relevant legal statutes and related instruments in the livestock subsector should be undertaken.

h) Extension Service Providers: They are either Government departments or private firms that are involved in providing veterinary services and extension to local producers. They also include Community-based Animal Health Workers (CAHWs) who provide basic services and give husbandry advice to livestock keepers.

Limited extension of animal health services among pastoral and agro-pastoral areas are one of the constraints that affects livestock production. In IGAD countries, extension services are centred in towns and do not reach to the rural farmers. A move away from the towns further into rural areas means inaccessibility of extension services. Absence of veterinary service providers leads to reliance on ethno-veterinary medicine which is sometimes ineffective.

i) Organizations in Livestock Value Chain: They provide an avenue for value-chain actors to come together: either as homogenous, multi-stakeholder groups that address issues affecting specific nodes; or collectively as value-chain actors. Include cooperatives and commodity associations. Examples of these organizations are South Sudan Pastoralist General Union, Kenya Livestock Marketing Council (KLMC), Kenya Livestock Producers Association (KLPA), Kenya Camel Association (KCA) and Meat and Livestock Exporters Industry Council of Kenya (KEMLEIC). In the Eastern Africa region, there is North-Eastern Africa Livestock Council (NEALCO).

The national livestock associations/organizations have contributed greatly to the development of the livestock sector. A good example is KLMC in Kenya which has been supported eight County Governments in developing Livestock Sale Yard legislations and regulations for effective service delivery and sustainable livestock market infrastructure.

KLMC has also developed the National Livestock Marketing Information System that is used for dissemination of livestock market information using the mobile phone and a Livestock Identification and Traceability System (LITS).

The strengths in these organizations lie in their strong membership base. KLMC has a membership of 15,000 livestock farmers and entrepreneurs spread across 15 ASAL counties in Kenya. The organizations have adequate personnel who make it possible to effectively implement development projects in the hard-to-reach pastoral areas. Due to their unwavering level of integrity when it comes to executing development projects with the necessary financial discipline, the organizations can attract funding and partnerships with entered governments and development agencies.

Whereas these organizations exist, they have weakness of inability to generate sufficient funds to deliver valuable services to their members hence over-dependency from donor funding, a situation which constraints the accessibility of resources required to implement livelihood projects. Except for the large traders/exporters, the pastoralists (small holders) are generally organized into communities grazing their livestock on communal grazing land belonging to the community; each household takes care of its own livestock. The decision to sell or slaughter is taken at the household level and once at the market, each pastoralist will negotiate the price of his animal individually. Ineffective and obsolete sector related policies and laws are also a challenge and in as much, the associations try to influence the national governments on the need to review such policies; massive resources are needed for immediate and effective multi-stakeholder engagement.



Text Box 1: Examples of Livestock Associations in Somalia

Some of the livestock associations working towards the betterment of the livestock sector in Somalia include:

- South-West Livestock Professional Association: a non-governmental association that comprises of vet/vet assistant, zoo-technician professionals from six regions of Southwest Somalia-namely Bay, Bakol, Gedo, Lower Juba, Middle Juba and Lower Shebelle.
- Benadir Livestock Professional Association: a non-governmental association that engaged in developing livestock health and production services as well as marketing systems and environmental protection with collaboration of key stakeholders in order to improve socio- economic conditions of urban livestock community in Benadir Region.
- Central Livestock Professional Association: a national umbrella organization for all Somali livestock professionals and comprises of vet/assistant, zoo-technician professionals from two regions of central Somalia—namely Hiiran and Middle Shebelle.
- Puntland Livestock Professional Association: an association that supports the development of healthy livestock and healthy people through livelihood support and provision comprising of vet/vet assistant, zoo-technician professionals from five regions of Eastern Somalia, namely Nugal, Bari, Mudug, Sanag, Sool regions.
- Somaliland Livestock Professional Association: comprises of vet/vet assistant, zoo-technician professionals from four regions of Southwest Somalia, namely Togdheer, Marodi-Jex, Awdal and Bocame regions.
- Somali Meat Association: composed of different meat business traders, succeeded to export meat to Middle East countries fulfilling all required meat standards.

These associations have increased access to veterinary services such as vaccinations and trainings on animal husbandry, vaccinated millions of animals and trained thousands of agro-pastoral communities. They have also played a key role in the revival and restoration of the collapsed livestock industry through delivery services in the absence of the central government of Somalia.

Despite their impact in the livestock sector, the associations are weakened by inadequate financial resources since the communities they serve are faced by livestock production problems attributed to drought and political instability.

2.3. KEY FACTORS THAT INFLUENCE THE PREVAILING POLICY LANDSCAPE

a) Livestock Brokers: Brokers are important market actors who mediate formal and informal transactions within and between livestock markets in Eastern Africa, thereby facilitating the flow of livestock across international borders. According to Ong'ao P. Ng'asike, et al (2020) , brokers are key actors in the cross-border livestock trade between Kenya and Somalia, where formal regulations are weak or absent. With a particular focus on Garissa livestock market in north-eastern Kenya, brokerage aids in formalizing Somali livestock as it moves along the value chain, from unregulated southern Somalia to more regulated central and coastal Kenya. Livestock brokers facilitate business transactions that are essentially interethnic – from Somali producers to consumers from various Kenyan ethnic communities.

The brokers are therefore an important aspect of the livestock value chain. In remote rural areas, brokers are critical links to the markets for smallholders' requirements. As 'network specialists' they actively negotiate and shape transactions between borderlands and the political and economic centre, between bush and terminal markets, between market and the state as well as among communities. They take on various roles and functions that contribute to integrating markets across fragmented territories. Besides producing social capital based on trust, brokers facilitate the formalization of livestock trading by linking livestock production sites to consumer markets. Brokers are prominent in the informal sector, and they are believed to undermine the development of the formal economy. Their involvement in informal livestock trade is a risk of spreading animal and human diseases.

b) Small-scale Livestock Producers and their Political Associations: The lack of involvement of pastoralists' capacities, interests and needs in societal development and policy dialogue is a main acknowledged shortcoming. Therefore, they are unlikely to engage in effective proactive political action on issues related to their collective interests as producers. So, part of the solution undoubtedly depends on providing pastoral communities with full political and legitimate representation.

c) Clan-based Frameworks: These are frameworks grounded on clan-related practices of trust-based and socially sanctioned forms of exchange. They are to a large degree responsible, in practice, for the conveyance of livestock through trust-based networks that provide contacts, conflict mediation and access to (some) security, water, pasture, information and (informal) credits. Such frameworks are found in Somalia where they overlap and interact as when elders and police mediate conflicts together in small markets, when brokers facilitate the work of tax officials in the saleyards. Participation in clan-based frameworks is encouraged by unauthorized practices as when state officials over-charge for services and licences, when police agents use roadblocks to supplement their meagre wages or when veterinary officials turn a blind eye to unhygienic practices in abattoirs or fail to control for diseases for various reasons .

d) Livestock Marketing Associations (LMAs): LMAs have been established in different interior primary and secondary livestock markets to promote ownership of these markets by the local communities and enhance effectiveness and sustainability. These associations comprise of local community representatives (producers, traders, brokers, butchers, local administration and leadership). LMAs derive their mandate from the community and are linked to county livestock marketing councils (CLMCs) and other government bodies. In conjunction with the county government, they are involved in managing the livestock markets, promoting market awareness (like destocking in the face of drought), recording of livestock sales data, cess collection, security, collection and dissemination of livestock market information and conflict resolution. The LMAs work with different value chain players (producers, traders, brokers, transporters, etc.) International Livestock Research Institute (2017) argues that LMAs play critical roles and functions in livestock markets through co-management models involving sharing of authority and responsibility among government and stakeholders.

These models are quality oriented with quality improvement being the driving agenda to benefit all stakeholders. According to the study, the co-management models have recently been adopted in a number of livestock markets in Kenya to help mitigate challenges like poor market infrastructure, conflict, animal thefts, non-existence of market information system, etc, that are faced by pastoralist communities. The models are a form of public-private partnerships where market management committees and the local county governments agree to share revenue and responsibilities in the markets. Communities manage markets jointly with the county governments. This is aimed at promoting ownership of livestock markets by the local communities in order to advance efficiency and sustainability. A good case is Oldonyiro market in Isiolo County where the implementation of the co-management model has spurred revenue collected from livestock markets. In Uganda, the equivalent of a LMA is the Uganda Meat Producers Co-operative Union that ensures that its members access good markets for livestock and livestock products through collective marketing, access to quality animal health services, breeding and advocacy for better animal industry laws and regulations.

e) Civil Society and Non-State Actors: They exercise significant economic, political, and social roles in development at sub-national, national, and in some cases without any direct, obligatory directions from a state. However, according to IGAD, civil society and non-state actors in pastoral areas are not playing their role. They attribute this to lack of a resource mobilization strategy, insufficient networking among members, low membership, lack of clarity of the benefits of paying up membership fees hence low payments, inactive members among others. This is the reason IGAD established Civil Society and Non-Governmental Organizations Forum to serve as the mechanism to involve civil society organizations appropriately in the regional policy formulation and strategic planning discussions, and the planning, designing and implementation of IGAD programmes and processes .

f) Business Membership Organisations (BMOs): BMOs act as key intermediaries between the public and private sector. When they work effectively, BMOs identify pressing constraints in the business environment, formulate evidence-based policy proposals, advocate for business-friendly laws and regulations, and engage governments in substantive and constructive dialogue. Examples of BMOs in livestock value chain in IGAD region are Meat and Livestock Exporters Industry Council of Kenya (KEMLEIC), and North-Eastern Africa Livestock Council (NEALCO).

The influence of these associations derives from their multi-faceted and tactical lobbying strategies. Sometimes they will rely on personal relationships with technocrats or ministerial principal secretaries to identify when and how they should approach the relevant minister. These exchanges can reveal that an audience with key decision makers necessitates a broader range of stakeholder groups being brought to the table. In cases that require engaging with parliamentarians, such as when a legal amendment is needed, individual associations prefer to aggregate into larger umbrella bodies. Part of the reason is the expense of lobbying parliamentary committees or politicians directly (USAID 2022) .

g) Policy and Regulatory Actors: They include local government authorities that enforce regulatory requirements and regulate local markets, national governments, the ministries responsible for setting the overall legal, policy, and regulatory framework for the development of value chains. Policy think-tanks are responsible for providing policy solutions to livestock sector challenges. They can be national or regional institutions.

The key regional institutions responsible for setting the integrated regional development agenda including livestock value chains include the African Union's Inter-African Bureau for Animal Resources (AU-IBAR), the African Livestock Platform (ALive) EAC, COMESA), and the Intergovernmental Authority on Development (IGAD),

2.4. CONTINENTAL AND REGIONAL LIVESTOCK POLICY AND STRATEGY FRAMEWORKS

2.4.1. REGIONAL LIVESTOCK POLICIES

Regional coordination and integration are critical in supporting livestock production and trading. They can help harmonize policies and facilitate trade and exchanges between countries. Cross-border mobility, migration, and commerce are necessary for the survival of both sedentary and transhumant populations. At the regional level, the relevant policy efforts in livestock sector development include the COMESA Regional Livestock Policy Framework (2015); Regional Policy Framework on Animal Health (2009), the East African Community Livestock Policy (2016) and IGAD Strategy for Sustainable and Resilient Livestock Development in View of Climate Change (2022 - 2037). These frameworks, which

cover some IGAD member states, have been incorporated by the states and integrated into their respective policies and legislative frameworks:

a) COMESA Regional Livestock Policy Framework: The framework was drafted with the intention to strengthen COMESA member states to attract public and private investments along the different livestock value chains, enhance livestock production and animal health to increase productivity and resilience of livestock production systems. In addition, it would stimulate innovation, generation and utilization of technologies, capacities and entrepreneurship skills of livestock value chain actors and facilitate access to markets, services and value addition.

With the implementation of the framework, it is expected that COMESA will promote competitiveness, value addition, trade and investment in livestock sector, by increasing livestock productivity, and offering competent veterinary and livestock extension services and their governance along with capacity for livestock product value addition and inputs and products trade to address the presence of trans-boundary animal diseases (TADs) and zoonosis which have often been restrictive and act as barriers to market participation of livestock producers and traders.

b) Policy Framework for Pastoralism in Africa : Africa Union has a Policy Framework for Pastoralism that aims to secure, protect, and improve the lives, livelihoods and rights of African pastoralists. The policy framework is a platform for mobilizing and coordinating political commitment to pastoral development in Africa. It emphasizes the need to fully involve pastoralist women and men in the national and regional development processes from which they are supposed to benefit. The framework also emphasizes on the regional nature of many pastoralist ecosystems in Africa and therefore, the need to support and harmonize policies across the Regional Economic Communities and Member States. The Policy Framework aims to secure and protect the lives, livelihoods and rights of pastoral peoples and ensure continent-wide commitment to political, social and economic development of pastoral communities and pastoral areas. It also aims to reinforce the contribution of pastoral livestock to national, regional, and continent-wide economies.

c) East African Community Livestock Policy : In 2016, EAC developed the livestock policy to foster focused and coherent set of strategic policy decisions and actions relevant to propelling and transforming EAC Partner States livestock industry beyond the outcomes attained with the past and current livestock subsector policy instruments. The goal of EAC livestock policy is to attain an annual growth rate of at least 5.0% with significant livestock contribution to the agricultural GDP surpassing 50% and to contribute to the reduction of poverty, hunger, unemployment, and degradation of natural resources. The policy covers four thematic areas including securing access to basic production inputs, building resilience to risks and shocks, enhancing growth in livestock productivity and competitiveness for livelihood benefits, and sustaining growth in livestock productivity and competitiveness adaptable to dynamics in the livestock value chains.

d) Regional Policy Framework on Animal Health: This was in the in the context of trade and vulnerability of the member states of the Intergovernmental Authority on Development (IGAD). The framework asserted the importance of Member States to launch a process of harmonization of livestock policies and regulations at the IGAD level, with a view to addressing their common challenges in a coordinated manner. Specifically, it was to address aspects of: Trans-boundary Animal Diseases (TADs), Diseases of Production, Animal Welfare and Livestock-related Emergencies; IGAD Representation and Participation in International Standard-Setting Institutions; Regional and National Capacity Building and Provision of Livestock Services and Intra-regional Trade in Livestock and Livestock Related Products, Inputs and Services.

e) IGAD Strategy for Sustainable and Resilient Livestock Development in View of Climate Change (2022 - 2037): This is a holistic and comprehensive plan designed to build a livestock sector resilient to the effects of climate change, while promoting simultaneous growth and sustainable development throughout the region. It seeks to provide IGAD Member States (MS) with a framework to support the identification and prioritization of policies and actions to enhance the resilience and sustainability of the livestock sector to climate change. It focuses on pastoral and agro-pastoral production systems in Arid and Semi-Arid Lands (ASALs) because they are often the most exposed and vulnerable to the impact of climate change.

Gaps in Regional Policy Frameworks

A review of Pastoralism, Policy and Law in the EAC and IGAD Regions (AFSA 2017) shows that regional policy frameworks face many challenges, including:

- Lack of political institutional framework for implementing policies, so that at best the policies they formulate constitute international soft law.
- Articulating general consensus among states on what needs to be done, while leaving it to the member states to take steps at national level to operationalize them by translating them into binding national policies, laws, strategies and plans has led to various degrees of implementation across the countries.
- Regional frameworks do not develop policies in any systematic manner. Policy priorities are informed by political consensus and in some cases by what donors are funding at any given moment.
- Member states sign on to the policy frameworks as a buy-in into the imperatives of the policies, but there is no automatic translation of the frameworks into actions and obligations at the national level. Besides, there is limited follow-up and monitoring.
- Domestication of regional policy imperatives is determined by the complexity of issues and entrenched interests that drive and maintain the dominant narratives on ASALs.
- The opportunities within each country for pastoralists is determined by the governance framework existing at the national level and the situation of pastoralists within it. The political leverage that pastoralists hold as a political constituency at the national level determines the responsiveness of policy actors to their needs and concerns.

- A review of livestock policy landscape in Africa (AU-IBAR, 2016) recommends a deliberate effort to harmonize the various national policies under regional frameworks to reduce gaps and divergences. This could be achieved more rapidly through the establishment and funding of coordinating bodies at the national and regional economic community levels.



3. EFFECTS OF POLITICAL ECONOMY ON THE LIVESTOCK SECTOR

Political-economy dynamics play a major role in policy decisions related to livestock development in IGAD countries. However, serious challenges remain in the livestock sector due to lack of real policy change or implementation, particularly the ASALs. This chapter examines the key challenges faced in the livestock sector in the IGAD region.

3.1. CHALLENGES FACED IN THE LIVESTOCK SECTOR

a) Outbreak of Trans-boundary Animal Diseases (TAD) and zoonoses: TADs are a threat to national livestock industries due to huge losses incurred through high number of sick animals, high death rates and costs of treatment and vaccination as well as trade restrictions imposed on livestock and livestock products from infected areas. Since these diseases are transboundary in nature and some of them are zoonotic, occurrence of them in one country will affect neighboring countries making TADs key to social and economic life of people both at national and regional scale. The porous nature of boundaries makes it difficult to enforce rules and regulations governing livestock movement. On the other hand, in cases where border clearance and issuance of licenses is costly, lengthy and rigorous, the livestock traders opt for informal trade. Uncontrolled cross-border livestock movement is a risk of spreading Trans-boundary Animal Diseases (TADs) and zoonoses. The most common TADs are Foot and Mouth Disease (FMD), Peste des Petits Ruminants (PPR), Contagious Caprine Pleuropneumonia (CCPP), Contagious Bovine Pleuropneumonia (CBPP) and Newcastle Disease (ND). These diseases are also disseminated during dry spells through livestock movement in search of water and pasture.

Though the most current figures on losses are not available, the Somalian livestock industry previously lost an estimated US\$ 435 million when importers in the Arabian Peninsula imposed trade bans in 1997/1998 and 2000/2002 because of Rift Valley Fever (RVF) outbreaks in the Horn of African countries. It was estimated that Kenya and Tanzania lost an excess of US\$ 54 million and US\$ 10.3 million respectively during the 2006 -2007 RVF outbreak . Ethiopia losses were US\$ 0.8 - 1 billion annually due to livestock mortality associated with diseases and other causes.

b) Low Livestock Offtake: Annual livestock offtake in the IGAD region is low compared to the large number of livestock population. For example, the IGAD region exports 50% of live animals and about 10% of the meat required annually in Middle East and Northern Africa (MENA) countries, which prefer livestock and meat from the region. The low export levels compared to the high demand in MENA countries has partly been due to poor coordination between exporters and government institutions , limited compliance to sanitary and phytosanitary standards, inconsistent marketable supply, inadequate knowledge on the market requirement, and poor infrastructure, amongst others.

c) Absence of Sustainable Livestock Breeding Initiatives: The failure to maintain previously existing breeding centers and ranches has led to high cost of startup due to lack of initial stock of improved, high value animals. This limits the potential to select elite animals from the huge genetic potential that exists in the countries. Besides, limited access to breeding technologies i.e. weak and limited AI services amongst other technologies, is contributing to very slow progress towards genetic gain and thus slow breed improvement that is unable to cope with impacts of climate change. Growing market requirements and standards can only be achieved if production is supported by breeding technologies.

d) Low Motivation of Pastoralist to Participate in Livestock Trade: The trade chain is considered from exchange of live animals for money or in-kind payment, sale of fresh meat to sale of value-added products. Herders actively participate in selling livestock when prompted by environmental stress albeit almost entirely as sellers rather than buyers. This is exacerbated by the high cost of trading in livestock contributed by high cost of transport and inadequate transportation facilities. The cost of transport is high due to long distances to the markets. The movement of livestock across the borders is through trekking.

e) Market Disincentives: Absence of quality-based pricing incentives, unstructured, unregulated, and long market value chains, and insufficient efforts to promote international market linkage and compliance have reduced the livestock offtake rate and also reduced the potential incomes of producers and processors.

f) Poor Rural Infrastructure (physical structures or networks) and Limited Investments: Most pastoralists live in rural areas with very poor infrastructure and information networks. The lack of adequate primary processing facilities has discouraged private sector participation which has impeded the sector's development. There are also limited modernized to specialized trucks for ferrying livestock in some countries. The provision of information about market prices for the different types of animals at various marketplaces is currently very weak or incomplete. Most importantly, the information is not properly targeted as it is mainly aimed at informing traders on prices at the various markets where they can sell cattle to maximize their profits instead of informing cattle producers to enable them to negotiate a fair price with the traders, hence the pastoralists are price-takers, and the price is arbitrarily decided without consideration of live weight of the animal, which disadvantages them.

g) Trade Barriers: Unharmonized customs regulations and procedures, lack of harmonized grades and standards, low enforcement of national standards where they exist e.g. in Kenya, and unharmonized animal identification and traceability systems in the IGAD region restrict cattle, camels, sheep and goats trade . The cumbersome system of export licenses and taxes, inability to meet quarantine requirements, as well as circumvention of foreign currency controls lead to informal trade of livestock which is an



ongoing problem and thus has constrained formal exports. Although it is nearly impossible to quantify informal trade, it is estimated that informal trade in live animals from Ethiopia accounts for 75-80%.

The immediate destinations of this illegal export are the surrounding countries of Djibouti, Somalia, Sudan, and Kenya, which further re-exported to the Middle East countries after domestic demands are met . Bans of meat imports (both live animals and processed products) due to outbreaks of diseases also significantly impact on livestock trade. The usual market response on livestock disease outbreaks is imposing a ban on trade of live animal and meat from the affected countries. A good example is the Ugandan government that had imposed ban on beef products from Kenya over safety concerns following the outbreak of rinderpest diseases (ban lifted in 2019). Another example is the ban of Kenyan beef exports to European Union and Middle East countries in 2015 due to food safety concerns because of cattle diseases, especially from the arid and semi-arid areas.

h) Low-Productivity: The growth in livestock production, milk, and meat in the IGAD region is low compared to the growth in demand of animal products. This is mainly due to poor animal health services, inadequate availability of feed, poor nutrition, low yielding breeds of animals and inadequate access to markets . For instance, the beef yield levels in IGAD countries are low in comparison with the world leading beef producers. Kenya beef yields, which were the highest in 2017 (227 Kg/An) , are lower than that of the second world beef producer - Brazil (250 Kg/An), and the 6th world beef producer-Argentina (228 kg/An). Kenya's yield is also much lower than that of South Africa, which is 293 kg/An. Apart from Kenya, the yield levels for Ethiopia (108.5 kg/An) are the least competitive because most cattle breeds used for beef production are Zebu which have low (less 60%) carcass yield.

i) Pasture and Water Stress: The agro-pastoral and pastoral systems in IGAD countries are confronted with extremes climatic events such as droughts and floods because of climate change and climate variability. Increasingly, pastoralists are traveling more frequently and for longer distances to access water. The change in water provisioning has reduced the carrying capacity of arid and semi-arid landscapes and hastened the rate of land degradation and erosion.

Fragmentation of rangelands, coupled with over or under grazing of the biomass and expansion of invasive plant species, have also led to severe degradation of the rangeland and loss of biodiversity. Invasive plant species reduce the amount of palatable forage available for livestock.

j) Cattle Rustling: Cattle rustling is another major threat to security in pastoral systems that have adverse effects on livestock production especially in North-Eastern part of Uganda and in Northern Kenya. Inter-community cattle rustling results in cattle raiding which practice is associated with deaths of both livestock and the youth. Between 2014-

2016 the estimated economic loss of cattle rustling in Kenya was 51.78 billion . The major contributing factors were political instigations, idleness, unemployment and poverty amongst the youth, cultural motivation, and environmental conditions such as drought.

k) Limited Extension Service Support to the Pastoral and Agropastoral Communities:

The knowledge and skill on improved husbandry requires adapting to the changing climate, policy, market and economy which requires appropriate extension services.



4. OPPORTUNITIES/RECOMMENDATIONS TO ADDRESS THE EFFECTS OF POLITICAL ECONOMY

Despite the many obstacles associated with the political-economy of the livestock sector in ASALs of IGAD region, several opportunities to address them currently exist. This section covers opportunities that have the potential to address the negative effects of political economy in the livestock sector in the IGAD region:

a) Enhance Offtake Through Regional and International Livestock Markets: In order for pastoralists to improve their livelihood, livestock marketing systems need to be improved by creating better market linkages within IGAD through forums where buyers and sellers meet face to face, negotiate deals, trade, and share insights. Such forums provide an accessible platform for producers as well as traders who source livestock from surplus to deficit countries. There is also an opportunity to transform the livestock sector—by effectively connecting livestock products to international markets considering the region’s proximity to and longstanding tradition of trading with the Middle East. Ethiopia and Somalia are chief exporters and this represents an opportunity to deepen these trade relations.

b) Improve Market Information Systems: Strengthening market information platforms for knowledge sharing and networking among livestock actors will facilitate increased trade in livestock and livestock products. It should be ensured that markets are functioning properly for efficient resource allocation in the free market economy. Real-time and reliable market information should be available and easily accessible to all mainstream stakeholders. This will enhance price discovery for all the actors and curtail the predatory behavior.

c) Review, Develop and Enforce Policies. Some key policy areas that can contribute to enhancing the political economy in pastoral areas include:

- i. Specific policies that address the unique challenges and opportunities faced by these communities. Secure communal land rights for pastoral communities to ensure their access and sustainable rangeland management, including rotational grazing systems and conservation practices, to prevent overgrazing and land degradation; and encourage the establishment of community-based natural resource management institutions that involve pastoral communities in decision-making processes.
- ii. Facilitate the development of livestock markets and infrastructure, including marketplaces, slaughterhouses, and cold storage facilities, to enable pastoralists to sell their livestock at fair prices.

- iii. Promote fair trade practices, transparency, and market information dissemination to empower pastoralists in negotiations and transactions.
- iv. Introduce asset protection schemes to mitigate risks associated with droughts, diseases, and other disasters that can significantly impact pastoral livelihoods.
- v. Develop/update/enforce policies that promote disease surveillance, prevention, and control measures, including vaccination programs and disease-free zone designations, to safeguard livestock health and productivity.



5. CASE STUDIES

5.1. IMPLICATIONS OF KENYAN DEVOLUTION ON THE LIVESTOCK VALUE CHAIN

Introduction

The 2010 Constitution of Kenya devolved power and responsibilities from the national government to county governments. Devolution created local governments that are elected by the citizens and make autonomous decisions on service delivery. Devolution has had some implications on the Kenyan international cross-border livestock trade by increasing the reach of public services and making them more accessible in traditionally marginalized counties like Garissa, as in the case of veterinary assistance, registration and certification of livestock and licencing of traders. In addition, trade operators now consider the county an ally in lobbying against increased harassment and extortion by security forces in the borderlands (Philemon Ong'ao Ng'asike et al 2020).

The Challenge

Contrary to some positive effects of devolution on Kenyan livestock trade, devolution has produced various unintended consequences when seen through the lens of livestock trade. The definition and hardening of county boundaries have increased conflicts over land and pastures (including a strong dimension of ethnic/clan-based strife), has blocked trade routes and has increased the burden of taxation because of increased rates and double taxation, both of livestock and abattoirs. Confronted with the need to increase county revenues, they have opted for taxation of trade flows as an administratively very simple form of taxation.

Furthermore, due to the limited economic and human resources, counties have lagged behind in terms of developing their regulations on trade and marketplaces, developing information systems to reach farmers and make them less vulnerable to brokers who are at an advantage by having access to market information, and helping the Livestock Marketing Associations (LMAs) in developing their monitoring, registration and statistics. It also seems that the counties' veterinary service, despite improvements, has some way to go in terms of scope, capacity and quality, and the mechanisms for controlling disease outbreak are weak. Adherence to international standards is also compromised due to the decentralization policies that sabotaged the chain of command.

Finally, it seems that the devolution of power and functions to the counties has reinforced oligopolistic power around leading political figures in county politics, thus concentrating resources among families and friends of the executives. In livestock trade, this means for example a concentration of trucks and increased control over the supply chain. Also, the lack of feasibility studies, transparency and accountability and consultation in the construction of county abattoirs speaks to such unfortunate implications of devolution.

The Interventions Needed to Address Constraints/ Scale-Up Existing Opportunities.

- a) Recognizing the interdependency of two levels of government while managing issues at the intersections of county and national governments and administrations. For instance, since the national government is responsible for international trade, it should coordinate with counties on how to implement a cross-border disease control system, improve roads and transport network, developing drought response programs such as destocking by the Kenya Meat Commission, and decreasing the oligopolistic power concentrated around county executives, including in the livestock supply chains.
- b) Coordination of developments in livestock trade regulations between national and county governments. This coordination will require engagement of the Private Sector Associations.
- c) National and county governments to jointly fund the improvement of infrastructures and formal services to smoothen supply chains of livestock and other commodities, and ultimately expand their capacities and space in the Kenyan economy.

5.2. THE OROMIA PASTORALISTS ASSOCIATION (OPA)- A RECIPROCAL COMMUNITY-LED MODEL BACKGROUND

The livestock sector in Ethiopia is the largest in Africa with 70.3 million cattle, 42.9 million sheep, 52.4 million goats, 8 million camels and 57 million chickens (CSA 2021 survey). The country is well known for being the top livestock producer in Africa. The sector contributes 40% of the countries agricultural Gross Domestic Product (GDP), about 20% of total GDP, and 20% of national foreign exchange earnings . Pastoral and agro-pastoral livestock production are the second most dominant systems in Ethiopia, and they are mainly in southern and eastern parts of the country in Afar, Somali, Southern Oromia (Borana and Bale), Kereyou in East Shoa and South Omo in SNNPR. These are the Arid and Semi-Arid Lands in the country and a bigger livestock population comes from these regions .

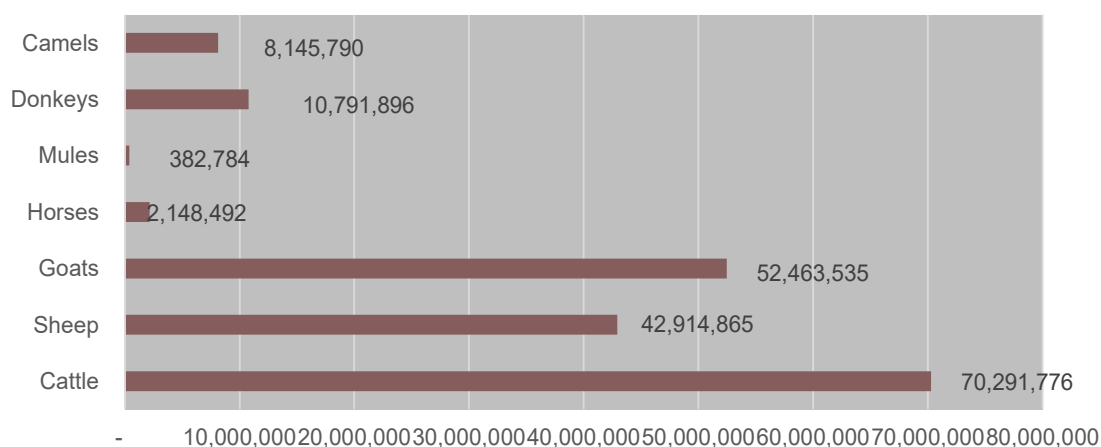


FIGURE 5: NUMBER OF LIVESTOCK BY TYPE OF ANIMAL, (2021) IN ETHIOPIA

Source: Ethiopia Central Statistical Agency (CSA) 2021

Markets for live animals and livestock products are mainly informal. Formal markets are dominated by livestock products such as milk, meat, eggs etc. while informal markets

are dominated by live animals' trade. The actors in the live animal trade are producers, local traders, middle or larger scale traders, butchers, and consumers. The main animal collection points for most export abattoirs and live animal exporters are purchasing agents assigned in major marketing areas, small- and large-scale traders, and livestock trading cooperatives. Market challenges facing the ASAL communities include⁴⁸:

- Long market chains for live animals. Live animals follow four market levels i.e. (1) farm level -trade between producer and trader while (2) primary markets, (3) secondary markets, and (4) tertiary/terminal markets which involve the smaller rural traders, larger traders, butchers, and consumers. Presence of complex long chain affects the domestic and export markets for the live animals.
- Lack of market-oriented production. Producers are not producing for market, rather for social and cultural activities. This consequently contributes to the huge market gap in the sector.
- Lack of market information and infrastructure. Poor market infrastructure such as lack of watering, feeding, resting, and quarantine facilities result in inefficiency in livestock markets.
- Informal cross-border trade. Live animal trade is mainly at the borders between the country and its neighbors Somalia, Kenya, Sudan and Djibouti for 80-90% of the country's export market.

This case study focuses the impact of Oromia Pastoralist Association, a community-led initiative in Oromia Region in central Ethiopia. Oromia is among Ethiopia's largest livestock populations, with the highlands accounting for 60-70% of and 75% of the total sheep flock.

Problem/Issue

To ensure survival for their livestock, the Oromia community pastoralists adopted seasonal mobility (transhumance) to cope with scarce water supplies and seasonal fluctuations in pasture quality. Particularly during droughts, pastoral groups have been known to move across both customary and national land borders in pursuit of greener pastures and more reliable water sources. Increased demand for natural resources can lead to competition among pastoralist groups – and on occasion, resulted in conflicts among communities and land degradation in the region. This necessitated the creation of community-driven initiatives such as the Oromia Pastoralist Association that would see sustainable peace and market solutions.

Intervention

In 2006, a group of 72 pastoralists from different communities in Oromia i.e., Borana, Bale, Guji, East Shewa, West Hararghe, and East Hararghe, came together to establish the Oromia Pastoralists Association (OPA) to facilitate the cross-border mobility of pastoralist tribes between southern Ethiopia and northern Kenya and is helping to address land

disputes, resource conflicts, and the barriers these vulnerable groups face to coping with climate change.

OPA facilitates cross-border mobility of pastoralist between southern Ethiopia and northern Kenya addressing land disputes, resource conflicts, and the barriers these vulnerable groups face to coping with climate change. Cross-border community dialogue and the co-creation of conflict resolution strategies, including 'reciprocal resource use agreements', overgrazing and soil erosion, improve market access for pastoralist products, and build resilience to climate-related stresses. Although OPA has an executive team they work with elders and traditional leaders to ensure free, prior, and informed consent of community groups.

Key Partnerships for Collaboration Include:

- **Local and National Authorities:** OPA has built strong relationships with local political actors, regional governments, and the Ethiopian government to advocate for the rights of pastoralists within policy spheres. Immediate results of this are the establishment of local government line departments working on pastoralism. Additionally, the partnership has enabled POA to participate in land certification providing a chance to table pastoral land rights.
- **Community Groups:** POA engages members of the community (pastoral groups) in discussions aimed at highlighting the key challenges and devising solutions in key issues such as natural resource management, climate change and drought etc. As a result, members of the community have resuscitated sustainable traditional grazing practices, such the rotational use of dry and wet season grazing areas and water, careful breeding as well as a return to nomadic grazing.
- **International Union for Conservation of Nature (IUCN):** OPA has partnered with IUCN to strengthen local participation in policy processes that would improve food security in Ethiopia.
- **Pastoralist Forum Ethiopia (PFE):** Supported an initial study that led to the establishment of OPA. In addition, the organization provided OPA with financial and material support, as well as membership in its consortium.
- **Action for Development (AfD):** Supported initial study that led to the establishment of the association. Provided initial financial and material support.
- **German Cooperation (GIZ):** Supported its activities and administrative work through financial support and by assigning technical staff.
- **Pastoral Areas Development Commission:** Provided political backup for OPA's local intervention. Renews OPA's license on annual basis. Regularly supports OPA as requested.



- **Oromia Bureau of Administration and Security:** Closely supports OPA's local conflict resolution interventions. Gives political backup for OPA's overall organizational work.

Challenges Faced

The implementation of the model is faced by several challenges such as:

1. **Climate Change:** Climate change impacts are felt in the region largely affecting production and distribution of livestock. Such impacts include temperature increase, desertification and extreme weather events. Increased temperature, for example, burns livestock hooves while increasingly erratic rainfall will pose a problem for pastoralists. Heavy rainfall will wash away grass seeds, damage crops, and chill the body temperature of weakened cattle. The result of this challenge is unprecedented livestock losses.
2. **Conflicts:** In times of conflict, pastoralists lack access to markets, inhibiting the growth of their economic livelihoods. Approximately 15% of Borana pastoralists are food insecure throughout the year due to conflicts and poverty.
3. **Land Tenure Issues:** In pastoral communities, land is customarily owned and shared. In some cases, groups restrict access and utilization resulting in conflicts. On the other end, the land is prone to being grabbed by private and commercial investors, resulting in the displacement of millions of pastoralists. Commercial ranches established are Dambala Wachu Ranch (12,000 hectares), Sarite Ranch (17,000 hectares), Walensu Ranch (25,000 hectares), Dida Liban Ranch (4,000 hectares), Dida Tuyura Ranch (over 4,000 hectares), and Agirte Ranch (8,000 hectares).
4. **Land Degradation:** Due to over-exploitation as a result of overgrazing and tree felling, the region is vulnerable to land degradation. The result of this is soil infertility translating to reduced grass vegetation and food production.

Lessons Learnt

Lessons learnt during the implementation of the Oromia Pastoral Association is that the success of the intra and inter-community peace committee structure the key to OPA is hinged on homegrown/traditional approaches. These approaches have been instrumental in spreading and building the communities knowledge on ecosystems resulting in regeneration of areas previously affected by soil erosion. Additionally, market information delivered through the community dialogues has greatly helped obtain information on economic fluctuations and develop selling strategies.

Opportunity for Scaling Up in the IGAD Region

- **Cross border partnership:** The case study has established the need to establish cross border pastoral commissions to facilitate cross-border pastoral movement and economic integration.

- **Development of land registration and certification system:** Since pastoral land is based on the communal holdings of pastoralists, establishment of land tenure systems are necessary to ensure pastoral communities are protected from the encroachment of private developers.

5.3. THE MODERN LIVESTOCK MARKET STRUCTURES- SAMBURU COUNTY IN KENYA

Background

The Kenyan livestock subsector accounts for 42% of the country's Gross Domestic Product, creating nearly 95% employment in ASALs and 90% of the household's livelihood. 60% of livestock practiced in Arid and Semi-Arid lands in pastoral communities. Livestock trade dates back 200 years when the main mode of trade was barter trade in exchange for food crops. During the British colonial era in the 1880s, the trade shifted from the traditional (barter trade) to a more regulated livestock trade which involved monetary systems as form of exchange. This led to increased demand for destocking to meet the demand capacities. The sector continued to advance with development of institutions such as Kenya Meat Commission in 1950, enactment of policies supporting local and export livestock trade such as the agricultural intensification strategy of 1954 which led to establishment of the Livestock Marketing Division as well as permitting Africans to keep and trade in exotic livestock breeds .

Livestock markets in ASALs areas are a significant economic driver through revenue generation for the county governments. However, this market is faced by challenges such as fluctuating market prices, livestock diseases, droughts, limited capital, insecurity etc. as revealed by a study conducted in six livestock markets in Marsabit County: Turbi, North-Horr, Kalacha, Marsabit, Korr, and Merille

Challenges	Markets%					
	North-Horr n=10	Kalacha n=10	Turbi n=10	Marsabit n=10	Korr n=10	Merille n=10
Limited capital	50	50	20	40	40	40
Livestock diseases	0	0	0	0	10	10
droughts	20	40	40	20	20	20
Cess	0	0	0	10	10	0
Fluctuating market price	20	10	10	20	10	10
quarantine	0	0	0	0	10	10
Insecurity	10	0	10	0	0	10
Lack of water	0	0	20	10	0	0

Source : Tura Isako et al, 2019

This case study focuses on a specific pastoral community - the Baragori livestock market located in Samburu Kenya. Samburu County is located in the Arid and Semi-Arid Lands (ASALs) of Kenya and covers an area of approximately 20,089km². It borders Baringo and Turkana County to the west, Marsabit County to the north, Isiolo County to the east and Laikipia county to the south. Climate in the county varies with the altitude of the geographical region with annual rainfall ranging between 400 in the lowlands to 1250 in the highlands. Only 8% of the county has enough rainfall to support arable agriculture, with the rest of the county focusing on livestock production.

According to the 2009 population census, the county's livestock population is as follows: 184,666 cattle, 550,750 goats, 387,698 sheep, 32,824 camels, 26,822 donkeys, 37,749 indigenous chickens, 962 commercial chickens, 21,057 beehives, and 187 pigs. Livestock plays a crucial role in providing alternative employment, food, and income security for the county's residents. Over the years, there have been conflicts between the Samburu and Turkana communities, mainly driven by competition for resources such as water, grazing land, and markets for their livestock. These conflicts have led to a decrease in cohesion among pastoralist neighbors.

To address the challenges of livestock market access and conflict resolution between the Samburu and Turkana communities in Kenya, a case study focuses on the Baragori market. This market was constructed and structured with the aim of facilitating livestock trade and easing tensions between the two communities. Located in Samburu, the market serves traders not only from Turkana and Samburu but also from Somali and other nearby communities in the Baragori area.

Problem / Issue

Up to the 1980s, the government supported livestock marketing in Samburu through the Livestock Marketing Division that enabled access to markets with competitive prices. However, this collapsed after the 1980s, resulting in chaotic open-air markets such as the one in Baragori. Apart from price fluctuations, the open-air market struggled to coordinate the collection and utilization of cess and other important fees in the markets.



Livestock Cess revenue trends in Samburu County

Source: Kenya School of Revenue Administration 2021

The result of this is loss of county revenue which would have been key in contributing to the counties' economic growth by investing the revenue collected in construction of roads, markets, schools and water projects. For example, data from the county indicate a county revenue fall in the case where there is no clear designated revenue payment points and livestock trade is done outside the markets as was the case in FY 2019/20 revenue from livestock cess decline by 12.3%.

Intervention

To restore order in the market, the County Government of Samburu collaborated with various organizations, including the Regional Pastoral Livelihoods Resilience Project (RPLRP), the National Drought Management Authority (NDMA), Caritas Maralal, and the County Special Programmes Department, to initiate and construct a modern market. This new market features confinement stalls for camels, cattle, and small stock, a designated community area for purchasing food supplies, and an office for livestock officers and livestock market associations.

The success of this initiative has been attributed to the active involvement of stakeholders through engagement meetings. These meetings have played a pivotal role in improving livestock marketing, establishing livestock marketing structures in Baragoi, and facilitating the joint collection of cesses from livestock sales in collaboration with the County Government.

Each partner had a specific role for collaborative action.

- **County government and National Drought Management Authority (NDMA):** Were key in coordinating peace meetings to strengthen market operations. Given that there have been conflicts between Samburu and Turkana communities in Baragoi, there was need for national and county governments to promote peace to prevent a distorted market as a result of mistrust, insecurity and theft.
- **Caritas:** Purchased small stock (135) to stimulate restocking for the drought-affected families. The Baragoi residents are prone to livestock loss mainly as a result of drought and bandit attacks frequently experienced in the town. To encourage continuity in production and distribution, there was a need to partner with a development agency that would boost community recovery process.
- **Government of Kenya (Regional Pastoral Livelihoods Resilience Project):** Aided by the World Bank, the Government of Kenya has a focus on enhancing livelihoods' resilience of pastoral and agro-pastoral communities in cross-border drought-prone areas and improve the capacity of the government to respond promptly and effectively to an eligible crisis or emergency. Specifically in Samburu, the RPLRP facilitated community and stakeholder participation forums to promote ownership of the project. This is key to ensure sustainability of the project even in the absence of government project.

- **Livestock Market Associations** : For a sustainable and strengthened operationalization, the management of the market is overseen by a Livestock Marketing Association and the County Government (through the livestock department) who are responsible for revenue collection and dissemination of livestock market information to various actors, provision of security for market actors, etc. The end result of this model could be increased efficiency in the management of livestock markets, revenue growth, increased transparency and accountability and, subsequently, vibrancy in the livestock markets.

Beneficiaries

The intervention benefits 6,000 households, several producers, traders and service providers. The community utilizes revenue from cess for various development interventions such as supporting school-going children through bursaries and food for households, especially during droughts.

Challenges

Although the model has been successful, some challenges have been faced during and after implementation. These include:

- **Differing stakeholder strategies**: Since the project is implemented and managed by different stakeholders, difference in strategies has been one of the challenges facing budgeting and decisions making process causing delays in important investments such as construction of a link road and the slaughter slab.
- **Unmet community needs**: Even though there has been general improvement in the capacity among community members, the committee leadership is still weak and sometimes dotted with infighting. These leadership challenges are yet to be addressed by the project.

Lessons Learned

Among the lessons learned while implementing and managing the project include:

- **Community and stakeholder engagement is a key to success factor**: The success of the project was largely attributed to community stakeholders and partner engagements.
- **Integrated stakeholder management is key to project sustainability**: The integrated management by the community, peace committees, water committee's animal health committee, Livestock Market Committee has been instrumental in strengthening project coordination mechanisms.
- **Increasing community resource mobilization**: The primary goal of the project was to enhance market accessibility and competitiveness, leading to increased incomes for the community. Additionally, the project integrated resource mobilization components by collaborating with the county government's revenue department to

collect market cess. The revenue generated from this collaboration was reinvested in various community projects, such as water initiatives, school construction, and road development. This approach highlights that community revenue resources are more effectively utilized when there are incentives tied to the community's welfare, such as the income generated from livestock sales.

- **Peace promotion:** The project has been key in promoting peace between the Samburu and Turkana communities due to increased business interaction, sharing of core management responsibilities and equal representation in market. This resulted in the reopening of Losurkoi, Kawap, and Marti schools which had earlier been closed due to conflict.

Opportunity for Scaling Up in the IGAD Region

- **Diversification of income generating activities:** The case study points to opportunities related to the diversification of sources of revenues for pastoral communities in ways that incentivize them. Interventions could include fodder production during rainy seasons, value addition to curb over reliance on livestock sales as a way of addressing high poverty level.
- **Development of management structures:** With the opportunity to crowd in several partners and stakeholders, IGAD can play a pivotal role in leading and developing guidelines for collaborative engagement. Such will be paramount to ensuring prioritization in budgeting and implementation of key projects. Additionally, defined roles, responsibilities and mandate of stakeholders including local LMAs would make interventions easily acceptable and workable because the stakeholders can easily relate to them.



6. RECOMMENDATIONS FOR FURTHER WORK

6.1. FURTHER RESEARCH

Capacity of National Statistic Agencies of IGAD Members States in management of livestock data

Objectives

1. To establish the existing standardized protocols and methodologies for collecting livestock data, ensuring consistency and comparability across member states.
2. To ascertain the prevailing quality control mechanisms that ensure accuracy, completeness, and reliability of livestock data at every stage of the data collection process across the member states.
3. To determine the current capacity of staff in modern data collection techniques, including digital data collection tools, to improve efficiency and accuracy.
4. To explore the integration of livestock data with other relevant datasets, such as agricultural, environmental, and economic data, for holistic analysis and policy formulation.

6.2 IMPACT OF LIVESTOCK TRADE INFORMALITY ON DATA AVAILABILITY FOR POLICY AND MARKET SYSTEMS DEVELOPMENT

Objectives

1. To provide a baseline understanding of the scale and prevalence of informal trade across IGAD clusters, and how this impacts the quantification of trade volumes and value.
2. To analyze actual data gaps in terms of specific types of data that are lacking or limited due to trade informality. To further isolate existing data sources and identify areas where data on informal trade activities are scarce or non-existent, as well the conditions that propagate such scarcity/non-existence.
3. To investigate what innovative data collection methodologies could be used to collect data on informal trade, including the use of modern methods like blockchain, satellite imagery and others such as use of digital platforms, machine learning algorithms, or big data analytics to capture and analyze informal trade patterns and trends.
4. To explore how trade informality and associated data scarcity impacts implementation of policies and other policy work at regional, cluster and member state level. Further,

to highlight current policy interventions on reducing informality, enhancing data collection mechanisms, and improving market systems, and available opportunities for augmentation.

5. To explain the interactions between formal and informal trade sectors and how these impede market efficiency and stability. Further, to create an understanding of how trade informality and associated lack of comprehensive data affects market systems, to include but not be limited to pricing, competition, and market structure.
6. To identify potential strategies for integrating informal trade activities into formal systems such as mechanisms to incentivize informal traders to participate in formal data collection processes such as providing benefits or improved market access.
7. To provide experiences, strategies and lessons from other regions or countries on how they have trade informality and its impact on data availability.
8. To recommend policy and market-based reforms to address trade informality and enhance data availability.

6.3 OPTIMIZING THE ROLE OF PRIVATE SECTOR IN LIVESTOCK DEVELOPMENT – WHAT ENABLING ENVIRONMENT REQUIRES CREATING FOR VALUE ADDITION AND ACCESS TO COMPETITIVE MARKETS?

Objectives

1. To isolate the current roles played by the private sector in various livestock value chain activities, including an examination of the current dynamics and efficacy of the processes and opportunities for value addition by the private sector.
2. To examine the level of competitiveness in livestock markets with a view of isolating the challenges that may crowd out private sector participation to include but not be limited to those related to unstructured markets, market information asymmetry, pricing challenges, policy, legal and regulatory barriers, administrative barriers, trade obstacles and others. Further, to propose policy and market reforms to address these challenges.
3. To identify current and prospective value addition opportunities along the livestock value chains that can be enhanced to diversify products and increase competitiveness.
4. To explore infrastructural and logistical arrangements (such as transportation systems, cold storage facilities, processing units, and packaging facilities required to support value addition, product quality, and safety) available or needed to facilitate competitive market access for value-added livestock products.



5. To examine financial challenges that the private sector would face in providing a fair share of value-added products to the market. Further, to assess the access to credit, investment opportunities, and financial instruments available to support value addition initiatives, and recommend innovative financing models and mechanisms to encourage private sector investment in value addition and market development.
6. To identify skills, knowledge and other capacity gaps that may erode the competitiveness of the private sector and propose strategies to enhance their technical, managerial, and entrepreneurial skills.
7. To recommend policies and action plans to create an enabling environment for value addition and access to competitive markets.

7. ANNEXES

7.1. ANNEXE 1: DJIBOUTI LIVESTOCK POLICIES AND INSTITUTIONAL FRAMEWORKS

National Livestock Policies

The Directorate of Livestock of Veterinary Services is yet to develop a National Livestock Policy. Notably, the livestock department is under development and uses the National Agriculture investment plan as the Livestock Strategy.

Livestock Regulatory & Institutional Frameworks

Regulatory Framework: IGAD (2020) did a legal assessment on pastoral livestock development & mobility in the IGAD region and found that in Djibouti, the Agriculture Code (Law No.200/AN/07/5th L on the Organization of the Administration of the Ministry of Agriculture, Livestock, Fisheries and Water Resources) is the law that regulates the livestock sector. The trading of imported or local animal products is regulated by Orders No. 2000-0727/PR/MAEM on chemical criteria of animals or food of animal origin and No. 2000-0728/PR/MAEM on microbiological criteria for animals or food of animal origin. The import or export of animal products still requires the submission of a sanitary certificate issued by the National Directorate Livestock and Veterinary services (DESV). If an animal disease breaks out, measures are taken immediately by ministerial order.

Institutional Framework: In Djibouti, the Ministry of Agriculture, Livestock, Fisheries and Water Resources oversees agricultural policy, water policy and rural development. Under this Ministry is the National Directorate of Livestock and Veterinary Services (DESV) which deals with production, animal health, and veterinary checks. This includes controls relating to SPS standards with support from the National Codex Alimentarius Committee (CNCA) within the Ministry responsible for trade, which is tasked with aligning its SPS measures with international standards (created by Decree No. 2011-0204/PR/MDC). Key institutions supporting the sector are tabulated below:

TABLE 5. DJIBOUTI INSTITUTIONS AND THEIR MANDATE

Name of Institution	Main Mandate
The Ministry of Agriculture, Livestock, Fisheries and Water Resources	The Ministry oversees agricultural policy, water policy and rural development.
National Directorate of Livestock and Veterinary Services (DESV)	The directorate deals with production, animal health, and Veterinary Public Health and international certification
National Codex Alimentarius Committee (CNCA)	It's within the Ministry responsible for trade, which is tasked with aligning its SPS measures with international standards (created by Decree No. 2011-0204/PR/MDC), hence works closely with DESV



Djibouti Regional Livestock Quarantine	Applies sanitary requirements for export of disease-free livestock according to importing countries' requirements.
Djibouti Agropastoral Association (DAPA):	The main objective of this Association is to strengthen the institutional, managerial, productive and commercial capacities of agro-pastoral organizations. Today, the federation brings together some forty organizations whose members number over 750 smallholders.

Regulatory & Institutional Gaps

- *Most of the rural dwellers in Djibouti are pastoralists. However, the country has no formal law or policy for pastoralism.*
- *The country has no national tenure legislation that favours agriculturalists' rights over pastoralists' rights. Additionally, the increasing droughts and the draw of urban-based amenities and services has heightened the trend towards sedentarisation . Thus, the common tension between pastoralists and agro-pastoralists, as well as state alienation of pastoralist land, is largely absent. Thus, the outlook for the implementation of the Protocol on Transhumance is positive as none of the laws reviewed present an obstacle.*

7.2. ANNEXE 2: ETHIOPIA: LIVESTOCK POLICIES AND INSTITUTIONAL FRAMEWORKS

National Livestock Policies

Ethiopia endorsed a pastoral policy framework in 2020, which was formulated as Pastoral Development Policy and Strategy 2018. The main purpose of the Policy is to improve the livelihoods of the pastoral community through sustainable development by enhancing the pastoralists' resources and other material and intellectual wealth. The policy takes a holistic approach by addressing all facets of pastoralism life. It aims to increase the income of pastoralists and improve their living standards, expand the social and economic infrastructure and urban centres and industry to modernise the lives of pastoralists, ensure the greater participation and benefits for the pastoralists in governance by building their capacity in good governance and constitutional democracy, and ensure the sustainability and reliability of pastoral development.

Livestock Master Plan (LMP) developed in 2014 presented roadmaps to guide the actualization of the sector in Growth and Transformation Plan II. LMP informed the Government of Ethiopia (GOE) policymakers, as well as development investors involved in livestock development, on the current status of the livestock sector and the future potential of priority investment options for poverty reduction and economic growth. The road maps

were to be implemented by the MOA, Livestock State Ministry, together with other GOE ministries and agencies, at the federal and regional levels, as well as development partners (donors, development banks, international and local NGOs, CSOs, etc.) and the private sector, with technical backstopping from international and local research organizations. However, the plan missed out on technical details on implementation and lacked required resources for implementation.

Observations: Segel (2018) argues that the Federal Government and the Regional States have been slow to give effect to the constitutional rights of the pastoral communities. The Ministry of Lowland and Irrigation, overseeing pastoralism affairs, has been working without proper policy direction and has thus failed to deliver results in implementing pastoralism programmes. The Pastoralism Policy still supports the villagisation programme despite criticisms. Stakeholders insist that the core targets of the Policy should be livestock, pastoralists and their way of life and it should aim at reducing vulnerability and building resilience, something that the proposed sedentarisation may fail to work in the dry land regions.

Livestock Regulatory & Institutional Frameworks

Regulatory Framework: IGAD (2020) review observed that the Constitution guarantees special support for pastoralists (art. 89), and equal opportunity for development (art. 40). It provides constitutional guarantees for self-determination including the right to secession, self-government and participation in development (art. 39, 44).

Animal Diseases Prevention and Control Proclamation No.267/2002 prevents and controls animal diseases to maximise the benefits from the livestock sector. It provides for the mechanisms for prevention and control of animal diseases, registration of animals' health professionals and delivery of services, and movement of animals, animal products and by-products.

Veterinary Drug and Feed Administration and Control Proclamation No.728/2011 regulates veterinary drugs, feed and veterinary drug professionals' activities. Under this law, the Federal Government is responsible for setting standards and regulating trans-regional veterinary drug and feed production, distribution, promotion, storage and quality control and veterinary drugs and feed import and export activities. Regional state regulatory bodies carry out other functions. It also outlines the powers and duties of the Veterinary Drug and Feed Administration and Control Authority.

Trading and Marketing Regulations in Ethiopia are covered by Livestock Market Proclamation No. 819/2014 which aims to develop efficient and cost-effective live animals market structure supported by up-to-date information that yields proper benefits to live animal breeders, traders, consumers and the country. There is also the 'Petty Periphery Cross-Border Trade' initiative that aims at curbing illegal and informal trade across the border by making it possible for local traders to import basic commodities that do not reach the border area or are expensive because of the distance of border communities

from the centre. Directives to regulate this cross-border trade with Djibouti, Kenya, Somalia, and the Sudan have been passed .

Institutional Framework: Historically, the livestock sector has been institutionalized in different organizations in the past decades. It has been the Livestock Marketing Authority, the Livestock Department under MoA, Ministry of Livestock and Fisheries and currently the State Ministry of Livestock under MoA. While at the Ministry of Livestock and Fisheries and before reunification with the Ministry of Agriculture, it was well organized to execute its livestock related mandates across the regions.

The frequent shift of livestock sector leadership around different Government institutions in the immediate past has resulted in inconsistent institutional arrangements across regions, leading to poor coordination and harmonization efforts across the country. Lack of vertical and horizontal linkage between federal and regional institutions, fragmentation of mandates and responsibilities among key institutions, have had a negative impact on the livestock sector of Ethiopia . As a result, core duties of providing livestock services including fodder and forage development, rangelands management, veterinary services and regulation of livestock breeding, trade and movement control are all very limited. The key institutions supporting the sector in Ethiopia are tabulated below.

TABLE 6. ETHIOPIAN INSTITUTIONS AND THEIR MANDATE

Name of Institution	Main Mandate
Ministry of Agriculture's State Ministry of Livestock	Provide leadership to livestock sector; sector development through improving production, productivity, quality and safety, and facilitate the international trade of livestock and livestock products.
Ministry of Lowland and Irrigation	Derives mandate from Proclamation 1097/2011, to oversee the pastoralist development affairs. It advises and supports pastoralist-related issues in the country; promotes equitable development in emerging regions; prevents and resolves conflicts; strengthens Federal systems; upholds Federal-Regional relations in the country, and maintains good relations, peace and tolerance among different religions and beliefs.
Ethiopian Agricultural Authority (EAA)	It is a recent authority established to conduct all agricultural regulation including the registration, certification, quality control post marketing surveillance, clinical and pre-clinical tests, standards of packaging and labelling and quality assurance of inputs such as seeds, feeds, drugs, biologicals, etc. residue monitoring, etc.

National Animal Health Research Institute (NAHRI)	Provide veterinary diagnostic services, outbreak investigation, and diseases surveillance.
Livestock development institute	To ensure sustainable breed productivity, product quality, and market competitiveness of the livestock sector.

Regulatory & Institutional Gaps:

- *The Constitution of the country reflects the understanding and need to protect the pastoralists and their livelihoods and lifestyles. However, the federal government and the Regional States have been slow to give effect to the constitutional rights of the pastoral communities.*
- *The Ministry of Lowland and Irrigation, which oversees the pastoralism affairs, has been working without proper policy direction hence limiting delivery of results in pastoralism programmes .*

Implementation of key livestock policies and regulations

The 2014 regulations and rules on live animal marketing that were passed by the Ethiopian government (Council of Ministers Regulation No. 341/2015) and rules (Rule No. 004/2015) aimed at putting in place a modern and efficient market structure that facilitates the supply of live animals, competition in quality and price in both domestic and export markets and the development of efficient and cost-effective live animal market structure. In addition, the country also has a Proclamation for Raw Hides and Skins Marketing (Proclamation No. 813/2014) in place for an improved system of raw hides and skins collection, processing, storage, and transportation.

The government recently implemented the Livestock Master Plan (2016-2020) which aimed at improving the health, feed, and genetic aspects of the dairy, meat, and poultry livestock sub-sectors and to overhaul related policies and institutions to create an enabling environment for private sector investment .

The government of Ethiopia, through the Ministry of Agriculture and Rural Development (MoARD), issued a country position paper in 2010 (MoARD, 2010), in compliance with the Regional Policy Framework on Animal Health as agreed and ratified by IGAD member states in December 2009 (IGAD, 2009) to fulfil the IGAD Minimum Integration Plan. Accordingly, the country expressed its recognition of the need for an IGAD-wide approach to address the impact of TADs and facilitate the harmonization and coordination of disease surveillance, prevention, and control measures against TADs; support the principles and ultimate goals of regional economic integration; and establish an IGAD-wide Free Trade Area by which the movement of livestock, livestock products and livestock inputs across borders is facilitated. In the interest of promoting agricultural export, Ethiopia has exemptions on export tax on live animals.



Ethiopia has entered Memorandums of Understanding with different IGAD member countries on issues related to livestock health and trade, among others. These MoUs are critical for enhanced cross-border trade in live animals and animal products. For instance, the customs regulations between Ethiopia and Kenya which led to the establishment of a One-Stop Border Post at Moyale would result in harmonization of trade policies and fasten the border clearance .

Despite the existing policies, regulations and bilateral agreements, there are livestock policy related gaps and challenges in Ethiopia, and they include:

- Lack of awareness among some experts and officers at zonal and district levels about the Livestock Marketing Proclamation, Regulations and Rules issued by the Ethiopian Ministry of Trade.
- Lack of currency exchange management system. The Kenyan Shilling is converted to Ethiopian Birr and the vice-versa only in the black market. The banks on both sides do not provide official currency exchange services.
- Issuance of livestock export license by the Federal Government discourages traders in the pastoral areas who stay far away from Addis Ababa.
- Requirement by livestock exporters to have a certain amount of bank deposit to get the license which discourages formal livestock export. This is further complicated by the Customs officials who determine the export price which is often below the livestock price in the black market.
- As official exports are supposed to be made in US Dollars, exporters paid in currencies of an importing country (for example, Kenyan Shilling) are obliged to convert it to US Dollars, which is difficult to get in the absence of official exchange services for such currencies in the Ethiopian commercial banks.
- Enforcement and compliance constraints including difficulty in implementing regulations to curb informal livestock trade mainly due to a wide expanse of border areas to control informal livestock trade, high cost of compliance encouraging informal trade (for instance there is no formal livestock exporter in the Ethiopia-Kenya trading route in Moyale due to high-cost compliance), lack of grades and standards for live animals, presence of many traders which has led to oligopolistic trade in the livestock market structure, and domination of brokers who operate without much value addition role, among others.

7.3. ANNEXE 3: ERITREA: LIVESTOCK POLICIES AND INSTITUTIONAL FRAMEWORKS

Livestock Regulatory & Institutional Frameworks

Regulatory Framework: The proclamation No 170/2012 in November 2012 established the Eritrean Crops and Livestock Corporation with the aim of engaging in the investment undertaking for the acceleration and development of the agricultural and livestock domain of Eritrea (IGAD 2020). It targets investments in production of various types of consumable agricultural crops and livestock, including cattle, sheep, goats, chickens, pigs and processing of related by-products; to enhance domestic supply and export of the same .

Institutional Framework: The Ministry of Agriculture is responsible for maintaining food security through the provision of Extension and Research Services both Livestock and Crops, provide extension services to farmers and organize capacity development activities. Key institutions supporting the livestock sector in Eritrea are tabulated below:

TABLE 7. ERITREA INSTITUTIONS AND THEIR MANDATE

Name of Institution	Main Mandate
Ministry of Agriculture	Maintaining food security through the provision of Extension and Research Services both Livestock and Crops, provide extension services to farmers and organize capacity development activities.
The Regulatory Service Department (RSD)	It's one of the core departments of the MoA. Its mandate is to monitor and inspect food and feed producing and processing plants to help ensure that they are working according to established regulations and standards.
The National Animal and Plant Health Laboratory (NAPHL)	It's a national laboratory that aims to: provide reliable, effective and confirmative and laboratory tests for animal and plant disease diagnosis; ensure the safety and quality of agricultural products and inputs; and produce safe and high-quality veterinary vaccines.
Ministry of Local Government (MoLG)	It's involved in the Action since it is responsible for the allocation of land and for organising and mobilising communities (settlement) in villages/farms under development activities.
National Agricultural Research Institute (NARI)	It conducts research on several topics, including crop improvement, genetic resources preservation, natural resource management, livestock development, agricultural engineering, biotechnology, and food technology.



Eritrean Crop Livestock Corporation (ECLC)	It's a public institution leading the promotion of agricultural development in potential regions. It reports directly to the Office of the President. It is responsible for running governmental development projects such as basic rural infrastructures (irrigation), clearing and levelling of land, distribution of inputs for crop production, and organization of field crop demonstrations for cereals and cash crops, dairy and livestock fattening lots.
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Regulatory and Institutional Gaps:

Despite the Government's strong commitment to Eritrea's development agenda in the sector, institutional capacity gaps exist, including:

- *Lack of suitable procedures and regulatory frameworks to guide project implementation.*
- *Weak managerial and technical capacities.*
- *Limited coordination across sectors.*
- *Inadequate financial management (FM) and monitoring and evaluation (M&E) systems, all of which affect the ability to quantitatively demonstrate development impact.*

7.4. ANNEXE 4: KENYA: LIVESTOCK POLICIES AND INSTITUTIONAL FRAMEWORKS

National Livestock Policies

The National Livestock Policy 2020 anchored in the Ministry of Agriculture, Livestock, Fisheries and Co-operatives, covers key issues relating to farm animal genetic resources, livestock feeds and nutrition, inputs, animal diseases and pests, livestock marketing, research and extension and food security. In developing this sub-sector policy, it is appreciated that over 80% of Kenya's land mass is arid and semi-arid and livestock is the main source of livelihood in these areas. It is further noted that even in the non-ASAL areas, the livestock sub-sector constitutes an important source of family income and food security. In addition, livestock directly contributes to the foreign exchange earnings for our nation through export of livestock products, live animals, and germplasm. As such, livestock development agenda in the country will be pursued towards commercialization, in addition to the National Livestock Policy and National Trade Policy (2016) that regulates trading and marketing of livestock and livestock products by maintaining the safety and quality of livestock and livestock products.

Other policies which were recently reviewed and may have an effect on livestock development include Livestock Policy (Sessional Paper No,3 2020), Agriculture Policy and National Phytosanitary Policy 2022. The policies were reviewed to align to the national

devolution. Most of the policy issues have not been implemented because there are bills and regulations including Livestock Bill 2021, Animal Health Bill 2021, Draft Food & Feed Safety Coordination Bill 2021, Kenya National Food Reserve & Trading Cooperation Bill 2022. Draft Livestock Product and Marketing Regulation and other animal health regulations are in the pipeline to support implementation of the policies. The other major constraints are inadequate human and infrastructural capacities at national and county levels.

Observations: IGAD (2020) on the Legal Assessment for Pastoral Livestock Development & Mobility in the IGAD Region notes that the need for accelerating pastoralism development in Kenya has long been widely recognised and various attempts have been undertaken to redress the imbalance. However, the actual implementation of the national livestock policy has not resulted in the desired outcomes: improving service delivery, addressing insecurity, and safeguarding their traditional livelihoods. Though pastoralists face several challenges including reduced pasture and water shortage during times of drought, they have been overlooked while commercial livestock production and ranching have enjoyed the benefits of sustained land use planning and support by the government through extension services, market outlets and access to credit.

ICPALD, (2017) cites poor coordination, and collaboration with the neighbours on disease control across the borders, a situation that leads to weak control of transboundary diseases. In addition, the lack of coordinated control on livestock movement and coordinated traceability mechanism makes disease control difficult. Furthermore, the encroachment on livestock production areas by private wildlife conservation schemes also aids in spreading of livestock diseases.

Livestock Regulatory & Institutional Frameworks

Regulatory Framework: There is an elaborate legal and regulatory framework for production, movement, and slaughter of livestock in Kenya. The Veterinary Policy-sessional paper #2 of 2020, provides a definite roadmap for the development of animal resources by addressing animal health, production, welfare, food safety and trade, among other concerns.

The Animal Diseases Act (Cap 364) provides for matters relating to animal diseases and empowers the Director of Veterinary Services with a range of sanitary measures including declaring an area to be infected by notifiable diseases, prohibiting importation of animals, directing the slaughter and disposal of diseased carcass, and prohibiting the use of vaccines or drugs, among others.

The Crop Production and Livestock Act (Cap 321) empowers local authorities to make various by-laws e.g. prohibiting the keeping or grazing of any livestock on any agricultural land in such areas; regulating or controlling the numbers and kinds of livestock which may be kept on any such agricultural land etc.; the Stock and Produce Theft Act (Cap 355)

provides for the offences of the theft of stock and the need to account for the possession of stock in certain cases, and the Control (Importation of Meat and Meat Products) Regulations, 2001 that grants import permits issued from the Director of Veterinary Services for meat products.

Institutional Framework: The main institutions in charge of the livestock sector include the Ministry of Agriculture and Livestock Development, whose role is to formulate, implement and monitor agricultural legislations, regulations and policies through the two departments of Agriculture and Crops. Under this Ministry is the State Department for Livestock (SDL) Development which carries out various initiatives covering issues of livestock production, livelihoods, water, and livelihood development programmes. Key institutions supporting the sector in Kenya are tabulated below:

TABLE 8. KENYAN INSTITUTIONS AND THEIR MANDATE

Name of Institution	Main Mandate
The Ministry of Agriculture and Livestock Development	Its key role is to formulate, implement and monitor agricultural legislations, regulations and policies through the two departments of Agriculture and Crops.
The State Department for Livestock (SDL) Development	SDL carries out various initiatives covering issues of livestock production, livelihoods, water, and livelihood development programmes.
Veterinary Medicines Directorate (VMD)	VMD is a new agency tasked with regulating the manufacture, importation, exportation, registration, distribution, prescription and dispensing of veterinary medicines and other animal health products in Kenya. VMD was established pursuant to CAP 366 (article 39) of the laws of Kenya.
Ministry of East African Community (EAC), the ASALs and Regional Development	Established under Executive Order No. 1 of 2022 with a mandate of Co-ordination of Planning, and Development for Arid and Semi-Arid Lands, implementation of Special Programmes for Development of Arid and Semi-Arid Areas, implementation of Arid and Semi-Arid Lands Programmes, Co-ordinating Research for sustainable Arid and Semi-Arid Lands Resource Management, Development and Livelihoods, Promotion of Livestock Development, Marketing and Value Addition of Resources within Arid and Semi-Arid Areas, Enhancing Livelihood Resilience of Pastoral and Agro-Pastoral Communities, among others.

Kenya Leather Development Council	The council provides leadership and policy direction in regulation, production, processing and marketing in the leather industry so as to promote equitable development and poverty reduction.
Kenya Veterinary Board	The mandate of the Board is general supervision and control over training, business, practice and employment of veterinary surgeons and veterinary paraprofessionals in Kenya and advise the government in relation to all aspects of veterinary services.
Kenya Agricultural and Livestock Research (KALRO) Act (No.17 of 2013)	KALRO provides for the establishment and functions of the Kenya Agricultural and Livestock Research Organisation (KALRO) to provide for the co-ordination of agricultural research activities whose livestock research activities are well anchored.
The Kenya Meat Commission	Established under the Kenya Meat Commission Act (Cap 363) with the objective of promoting the country's meat industry through the purchase and slaughter of livestock and to act as a strategic drought management agent as a buyer of last resort.
The Kenya Animal Genetic Resources Centre (KAGRC) Order, 2011	KAGRC creates the Centre to establish a national livestock resources gene bank and takes custody of livestock tissues, DNA, semen and embryos of all livestock in Kenya; conserves and avails livestock genetics for both research and breeding; and engages in strategic semen production.
Kenya Livestock Marketing Council	The Kenya Livestock Marketing Council (KLMC) is an umbrella organization of livestock producers and traders in arid and semi-arid areas of Kenya. KLMC is working closely with other development partners and stakeholders to source for better markets for livestock and livestock products and disseminate market information to producers and traders on a timely basis within the country, regionally and internationally.
KEMLEIC (Meat and Livestock Exporters Industry Council of Kenya)	It's an association formed in 2016 by committed and long-term meat exporters from Kenya. The group came together to create the necessary changes in the Kenyan livestock sector to enable their products to be globally competitive and the meat export sector to be profitable.
Kenya Veterinary Paraprofessional Association (KVPA)	KVPA is a body representing the welfare issues of veterinary paraprofessionals countrywide, while addressing the constraints experienced in the industry.



Regulatory & Institutional Gaps:

- *With the 2010 Constitution, the existence of various government departments, and the recognition of the pastoralists' special status in the country as a group deserving affirmative action offer opportunities to promote pastoralists' interests. However, the actual implementation has not resulted in the desired outcomes: improving service delivery, addressing insecurity, and safeguarding their traditional livelihoods. Moreover, the impact of climate change is likely to aggravate the pastoralist situation unless the laws and policies are applied.*
- *Despite the numerous livestock laws and policies, poor coordination and collaboration with the neighbours on disease control across the borders means that the control of transboundary diseases remains a major challenge. Establishment of disease-free zones is sabotaged by private wildlife conservation schemes, which encroach on livestock production areas and spread livestock diseases. The lack of coordinated control on livestock movement and coordinated traceability mechanism makes disease control difficult (ICPALD, 2017).*
- *Kenya's expansive and porous borders, characterised by a lot of cross-border movement to traditional seasonal grazing grounds and for trade, coupled with little national government presence (for service delivery), has provided a fertile ground for insecurity to thrive. The insecurity among the pastoralist border communities affects livestock production and trade.*
- *Most of the legislations done in 2012 have since expired after a 10-year lifetime, hence they need to be reviewed.*
- *With the 2010 Constitution of Kenya which devolved power and responsibilities from the national government to 47 elected county governments, there is need for a collaborative reporting mechanism between the two levels of governments in data management and disease outbreak and control.*

Implementation of Key Livestock Policies And Regulations

The livestock sub-sector in Kenya is mainly guided by the National Livestock Policy and Acts including the National Veterinary Policy, Animal Diseases Act, Veterinary Surgeons, and Veterinary Paraprofessionals Act. Others include the Meat Control Act, Hides, Skins and Leather Trade Act, the Dairy Industry Act, National Dairy Development Policy, and National Poultry Policy, among others. Although Kenya has no livestock market policy per se, the marketing aspect of the livestock sector is addressed under market-related provisions embedded in the National Livestock Policy adopted in 2008. In 2009, Kenya's Ministry of Livestock Development adopted a country position paper on the Regional Policy Framework on Animal Health as agreed by IGAD member countries.

Kenya is a signatory to the trade agreements under the East African Community (EAC) and a beneficiary of the provisions which promote free trade among the member countries, hence Kenya freely trades with the member countries, including live animals and animal products. Furthermore, Kenya has signed bilateral trade and livestock trade agreements with neighbouring countries including Uganda, Tanzania, Ethiopia, and Somalia.

Kenya's livestock trade is constrained by challenges across policy and regulations, infrastructure and institutions, and enforcement and compliance related issues. The most important problems include overlapping policies and institutions (for example, the overlap of animal health bill, veterinary and public health bill which the government is planning to correct through legislation), long process for developing policy, legislation and regulation, lack of coordinated mechanism to identify and trace livestock and to control livestock movement and disease, and non-tariff barriers from neighbouring countries (ICPALD 2016).

7.5. ANNEXE 5: SOMALIA: LIVESTOCK POLICIES AND INSTITUTIONAL FRAMEWORKS

National Livestock Policies

The National Livestock Policy was revised and endorsed by parliament and signed by the President into Somalia National Livestock Development Policy (2015). It has been validated and approved by parliament for implementation. Its key focus is to transform and commercialize the livestock sector including facilitating livestock exports, among others.

Livestock Regulatory & Institutional Frameworks

Regulatory Framework: In Somalia, the Livestock Production and Resources is currently being regulated by the Vet-Gov Act.

Institutional Framework: The Ministry of Livestock, Forestry and Range of the Federal Government and the Ministries of Livestock and Environment of the Federal States in the regions are responsible for pastoral affairs. The Ministry's mandate covers three broad areas that include agriculture, food processing and co-operation. In Somaliland, the Ministry of Agriculture manages all agricultural land while the Ministry of Environment and Rural Development oversees the management of pastoral land in conjunction with the Ministry of Water Development, Ministry of Mineral Resources and Energy, and the Ministry of Livestock .

TABLE 9. SOMALIA INSTITUTIONS AND THEIR MANDATE

Name of Institution	Main Mandate
Ministry of Livestock, Forestry & Range	The Ministry's mandate is to improve livestock health conditions, access to suitable good quality fodder, suitable markets and qualified workers. The Ministry is also responsible for protecting the land from degradation and deforestation.
Ministry of Agriculture and Irrigation	The Somali Federal Ministry of Agriculture and Irrigation (MoAI) is responsible for all agricultural and irrigation development programs in Somalia.



Regulatory & Institutional Gaps:

- *The country currently lacks the laws, policies, and the institutional framework necessary for livestock development. The civil war and political instability have destroyed public and private sector infrastructure including ministry headquarters, specialized institutions, laboratories, research centers, and livestock export and production and processing infrastructure.*
- *There is weak institutional capacity of the central and regional governments, a situation which results into limited compliance with, or enforcement of regulations, codes and standards that exist. The fragmentation of the country's governance structure without a strong and legitimate central government is another source of problem.*
- *Federalism and decentralization in the country means potentially more laws are developed by regional states that may be incompatible with national laws and hence incompatible with the regional laws. The expected multi-level laws for compliance and the plurality of the legal system constitute a burden for the pastoralists (IGAD 2020).*

7.6. ANNEXE 6: SOUTH SUDAN: LIVESTOCK POLICIES AND INSTITUTIONAL FRAMEWORKS

National Livestock Policies

The National Livestock Development Policy was revised into the South Sudan National Livestock Development Policy (2021). It has been undergoing validation and is yet to be approved by parliament. Its key focus is to transform and commercialize the sector, with emphasis being production for the market. It recognizes feed lots and ranching as options to be introduced in South Sudan to advance the sector. The National Agriculture and Livestock Extension Policy (NALEP) of 2011 aims to guide the establishment and implementation of a pluralistic extension system which is instrumental in achieving national agricultural and livestock goals through developing and improving the efficiency of sustainable agriculture, livestock, water, forestry, and rangeland resource sub-sector activities based on sound environmental practices.

Observations: There is no substantive policy framework to support the livestock development in South Sudan as observed by IGAD (2020). Although the country has attempted to enact the relevant laws required by the Constitution, the progress has been slow, partly hampered by the sporadic violent struggles in the country. This brought further confusion because the units do not have both human and financial resources to execute their mandates (Jimbo, 2019).

Livestock Regulatory & Institutional Frameworks

Regulatory Framework: The South Sudanese legal system is built on a combination of statutory and customary laws. The country has 22 draft regulations (Bills and Acts) and has attempted to enact the relevant laws required by the Constitution as per the Revitalised Agreement on the Resolution of the Conflict in the Republic of South Sudan (R-ARCSS) of 2016. The table below shows the policies which are subject for review according to the R-ARCSS:

TABLE 10. REGULATIONS & POLICIES FOR REVIEW IN S. SUDAN AS PER THE R-ARCSS

S/No.	Prioritized Bill for JICA	Prioritized Bill for EU	Prioritized Bill for AU/IBAR	
1.	Meat Control and Slaughter Facility Bill	Fisheries and Aquaculture bill	South Sudan Animal Health Bill 2019	Animal Disease and Pest Control Bill
2.	Animal Production Bill (including Dairy Development Act-2007)	Range Management and Range Fires Act Bill, 2007		Vet. Surgeon and Paravet. Bill
3.	Hides and Skins and Leather Processing Bill	Animal Welfare Act Bill		Vet Med, Biological and Chemicals Bill, 2007
4.	Livestock Marketing Board Bill	NALEP Policy Beekeeping and Bee Products Act		Cattle Cleansing Act 2007



Institutional Framework: The Ministry of Livestock and Fisheries is the lead agency for pastoralism and agro-pastoralist matters through its Directorate of Livestock Production and Range Management. The other key institutions supporting the livestock sector in South Sudan are tabulated below:

TABLE 11. SOUTH SUDAN INSTITUTIONS AND THEIR MANDATE

Name of Institution	Main Mandate
The Ministry of Livestock and Fisheries	The Ministry is the lead agency for pastoralism agro-pastoralist matters through its Directorate of Livestock Production and Range Management.
Department of Animal Production	It formulates and prepares policies, strategic plans and programs to develop livestock production in the country, and coordinates and monitors implementation of livestock production programs in the states. It is also meant to formulate legislation and regulations to ensure that the quality of inputs used in livestock production operations meet technical and safety standards as specified in the law and in international standards-setting bodies.
The Department of Range Management	It promotes and coordinates programs to improve the productivity and conservation of natural pastures and fodder plants for optimal livestock production. It provides guidance to ranchers and pastoralists on matters relating to proper livestock grazing systems. Finally, it collects livestock and environmental data, analyses and evaluates for the purpose of drought monitoring, early warning systems and contingency planning.
The Directorate of Veterinary Services (DVS)	It is responsible for preparing and enforcing the laws governing livestock diseases control/eradication and the safety of food of animal origin. It identifies priority animal health problems that affect animal and public health; and develops control plans and strategies.
The Directorate of Livestock and Fisheries Extension	The Directorate ensures and oversees the establishment of a participatory, demand-driven, and pluralistic extension system, as enshrined in the NALEP.

Name of Institution	Main Mandate
South Sudan Pastoralists Union (PU).	The PU is the trade union or guild for Pastoralists and Agro-pastoralist at the national level in South Sudan, acting as coordinator between the pastoralists, Agro-pastoralists and other relevant actors.

Regulatory & Institutional Gaps:

- *The country has attempted to enact the relevant laws required by the Constitution, but the progress has been slow, partly hampered by the sporadic violent struggles in the country.*
- *Pastoralism-friendly laws have not yet been passed and there is no policy framework in the pipeline except the Draft National Livestock Policy which is under review.*
- *There is limited legislative and institutional capacity for land administration due to the political instability in the country. The Draft Land Policy 2011 recognizes that insecure rights to land are a concern for people throughout the country and has been the major source of the ongoing conflicts in the country.*

Implementation of Key Livestock Policies And Regulations

As mentioned above, South Sudan has several laws and draft regulations that are supportive to the livestock industry. However, the implementation of the regulations has been slow, partly hampered by the sporadic violent struggles in the country. Pastoralism friendly laws have not yet been passed and there is no policy framework in the pipeline. There is also limited legislative and institutional capacity for land administration due to the political instability in the country.

7.7. ANNEXE 7: SUDAN: LIVESTOCK POLICIES AND INSTITUTIONAL FRAMEWORKS

National Livestock Policies

The Ministry of Livestock, Fisheries and Rangelands is responsible for controlling livestock diseases, regulating domestic and export trade, and formulating national livestock policy. The National Assembly's Committee on Agriculture and Animal Resources is, however, the final link in the development of livestock policies which it bases on the input of the Ministry, the Pastoralists Union, individual members of the National Assembly and other federal and state ministries. The Committee arrives at decisions on a majority basis and forwards policy recommendations to the full Assembly where the outcome is again decided on a majority basis.

Observations: A review on Sudan's Livestock Policies, production, problems, and possibilities (Trevor Wilson 2018) shows that the livestock sector does not receive sufficient attention in government policies. Despite its importance to the national economy. Political and economic forces that affect the design and implementation of livestock policies include the current armed conflict between the Sudanese Armed Forces (SAF) and the paramilitary Rapid Support Forces (RSF), the conflict in Darfur that resulted in diversion of funding and government attention away from development policies and programmes, an economic system that has historically favoured the horizontal expansion of crop production at the expense of livestock production and pastoral livelihoods, and a political system that formulates development policy without sufficient consideration of the aspirations of livestock owners and especially of poor producers.

Elements of livestock policy needed to support livestock production include: better coordination of federal/state ministries and agencies; promotion of efficient, market-based production incentives and sustainable land use; rejuvenation of agricultural research and extension to achieve technical improvements in production, particularly in traditional rainfed areas; rehabilitation and modernization of rural infrastructure (roads, railways, communications) to reduce transaction costs and improve efficiency; improvement of rural services (domestic water supplies, sanitation, primary health care and basic education); enhanced marketing and export services; and improved access to rural credit.

Livestock Regulatory & Institutional Frameworks

Regulatory Framework: According to IGAD 2020, Sudan has no law or policy directed towards the development and improvement of pastoralism or providing for the pastoral community's livelihoods. However, there are several frameworks addressing rangeland management, which are integral to the pastoralist lifestyle and productive activities (Rangelands and Forages Resources Development Act of 2015), a law that promotes the pastureland being a public natural resource, among others.

Trading and marketing of livestock and livestock products is regulated by Law No. 35 of 2004 on Veterinary Quarantine for Import and Export of Live Animals and Meat which aims

at establishing health conditions for trading in live animals and meat. Animals can enter the centres for inspections, quarantine centres and slaughterhouses only if accompanied by the Health Certificate approved by the State of origin. The Health Certificate and the seals are also needed for exporting animals.

Other laws that support investments in the livestock sector in Sudan include the Agriculture and Animal Producers' Legislative Act 2010 that aims to eliminate traditional representation of pastoralists by replacing it with a new system that supports government policies of pastoral land alienation for agricultural production and extractive activities, the Agricultural Revival Programme (ARP) 2008 that provides a strategic framework for the prioritization and planning of investments that will drive Sudan's agricultural growth and development, the Ordinance No. 4 of 2007 that established the General Authority for Veterinary Supply which defines its objectives and competencies to provide, import, process, store and deliver veterinary supply, and the Quarantine Law No. 18 of 1974 which aims to lay down regulations and rules for the management of the quarantine.

Regulatory Framework: The Ministry of Livestock, Fisheries and Range is responsible for guiding, regulating, promoting, facilitating and documenting sustainable increases in production and productivity in the livestock and fisheries sectors. Other key institutions supporting the livestock sector in Sudan are tabulated below:

TABLE 12. SUDAN INSTITUTIONS AND THEIR MANDATE

Name of Institution	Main Mandate
The Ministry of Livestock, Fisheries and Rangelands	The Ministry is responsible for controlling livestock diseases, regulating domestic and export trade, and formulating national livestock policy.
Range and Pasture General Directorate	It explicitly focuses on pastoralists' interests and its mandate includes policy formulation, monitoring the impact of climate change on the range resources, conservation and sustainable utilization of range plant genetic resources, providing technical support to States, and realizing the coordination and cooperation needed for the protection and improvement of the natural resources of the pastoral sector.
Ministry of General Education	Department of Education for Nomads within the Ministry of General Education. This department has set up sub-departments in all northern states for the education of nomads. The aim is to absorb 99 percent of nomadic children into education by paying specific attention to the education of girls .

Name of Institution	Main Mandate
Pastoralists Union (PU)	
	The PU is the trade union or guild for Pastoralists at the national level in Sudan, acting as coordinator between the pastoralists and other relevant actors.
Nomads Development Council (NDC)	The NDC is a relatively new organization and is initially focusing its efforts on the Darfur region. The strategic goal of the Council is to create a well-developed nomadic community and promote sustainable development to achieve prosperity and welfare, with particular focus on improving the status of nomadic women as an essential element in the promotion of a spirit of peace and peaceful coexistence (Young et al, 2012).

Regulatory & Institutional Gaps:

- *Sudan has no legislative framework dedicated to pastoralism in the country. Instead, pastoralism interests though acknowledged in the Constitution rely on sectoral laws to be advocated. The laws and policies that support institutions working in rangelands (including pasture and fodder) management are the closest institutional framework for the pastoralists. Sudan's pastoralists' framework is therefore not only inadequate, but the existing applicable policies do not recognize their right to maintain their pastoralism livelihood, indicated by the government policy practices.*
- *Although legislative and institutional frameworks focus on the importance of increased agricultural production at the expense of pastoralist development, upholding and protecting pastoralists' interests is not a priority in Sudan.*
- *Despite the focus on livestock in Sudan, there is little acknowledgement of the importance of pastoralist livestock production.*
- *The dispersal of rangeland resources under multiple ministries poses a challenge (Rahim, 2019).*
- *The pastoralist dilemma is worsened by the land tenure system of the country. Land contestation has been at the heart of many conflicts in the country.*
- *Sudan's pastoralists' framework is therefore not only inadequate, but the existing applicable policies do not recognize their right to maintain their pastoralism livelihood, indicated by the government policy practices.*

7.8. ANNEXE 8: UGANDA: LIVESTOCK POLICIES AND INSTITUTIONAL FRAMEWORKS

National Livestock Policies

The government of Uganda has been ambitious in developing policies and regulations to strengthen the livestock, meat, and dairy sectors. The country has put pastoralism concerns right at the forefront. This is manifested with the establishment of a ministry whose sole responsibility is to address the Karamoja region concerns, which has most of the transboundary pastoralists in the country. Additionally, the Rangelands Management and Pastoralism Policy 2017 offers a framework for sustainable management of range resources, with ideas on areas for investments, managing livestock numbers and their water and feed resources, mitigating climate change and degradation, improving agro-pastoralism, protecting biodiversity and indigenous knowledge, research and training, and engaging communities in decision-making and range development process.

Trade and marketing of livestock and livestock products is facilitated by the National Trade Policy 2007 which aims to develop and nurture private sector competitiveness, and to support the productive sectors of the economy to trade at both domestic and international levels. In implementing the Policy, the Government focuses on securing and maintaining improved market access to the regional and international and pursue regional economic integration with a view to increasing effective market access opportunities for Uganda's goods and services and continue to implement trade facilitating measures. It will boost capacities of the socially and economically disadvantaged sections of the community to trade.

The National Policy for Delivery of Veterinary Services 2001 promotes effective provision of veterinary services nationwide, including the remote areas where the bulk of animals are held and husbanded by pastoralists. It also promotes the development of an efficient system of veterinary service delivery, makes the role of public service in veterinary service provision clearer, more efficient and more sustainable, and enhances the effectiveness of all cadres of veterinary services providers.

The National Agricultural Extension Policy 2016 spells out modalities for effective management and organisation of agricultural services where both private and public service providers are active participants. The National Animal Feeds Policy 2005 was formulated to realize a vision of an animal industry that contributes significantly to improved animal production and productivity.

The National Agriculture Policy 2013 makes provisions for the promotion of domestic, regional and international trade in agriculture, including livestock. This can be achieved by providing support services such as transparent, market information and through improving marketing infrastructure such as livestock markets and abattoirs.

Uganda has been most active in addressing pastoralist development concern grounded on the constitutional provision for affirmative action in favour of marginalized groups for the purpose of redressing imbalances, which exist against them. However, Ugandan pastoralists rarely engage in cross-border mobility, hence don't benefit from transboundary transhumance support initiatives, hence an initial reluctance to embrace the Protocol on Transhumance . The country has an advantage over its neighbours in that the transhumant pastoral lands, particularly the cross-border areas in the Karamoja region, constitute a much smaller portion of the country and are thus containable and manageable. However, there is no coherent policy that addresses the broad range of development, pastoral livestock production systems, land tenure, environmental issues and transhumance of pastoralists including cross-border transhumance. So, the lack of legislative harmony and ensuring compliance with the existing laws remains a challenge.

Despite the government-concentrated focus on the Karamoja pastoralists including disarmament campaign, the incidents of cattle rustling, the use of unauthorized grazing zones and water, and night movements which is prohibited still take place. The settlement of some of the pastoral communities by adopting crop production as part of the government initiative has increased their vulnerability to climate change.

Observations: IGAD (2020) observed that among the IGAD member states, Uganda has been most active in addressing pastoralist development concerns grounded on the constitutional provision for affirmative action in favour of marginalized groups for the purpose of redressing imbalances, which exist against them. However, Ugandan pastoralists rarely engage in cross-border mobility hence don't benefit from transboundary transhumance support initiatives. Despite the government concentrated focus on the Karamoja pastoralists, incidents of cattle rustling, damage to host communities by visiting pastoralists, the use of unauthorized grazing zones and water, and night movements which is prohibited still take place. The settlement of some of the pastoral communities by adopting crop production as part of government initiative has increased their vulnerability to climate change.

Livestock Regulatory & Institutional Frameworks

Regulatory Framework: IGAD (2020) argues that the Government of Uganda has been ambitious in developing policies and regulations to strengthen the livestock, meat, and dairy sectors. Relevant livestock laws include the Animal Diseases Act (Cap 38) that provides for the procedure to be followed if a disease is detected from information dissemination, restrictions of animal movement to quarantine, slaughter and even importation, the Animal Breeding Act, 2001 that established the National Animal Genetic Resources Centre and Data Bank to promote and encourage optimal utilization of the adapted and resistant indigenous breeds, and the development and use of animal genetic resources, and the registration and issue of animal brands, the Prohibition of the Burning of Grass Act (Cap 33) that prohibits the burning of grass in the country unless authorized by the relevant authority or any other written law and finally the Cattle Grazing Act (Cap 42) that regulates and controls cattle grazing.

The Cattle Traders Act (Cap 43) regulates cattle trading within the country. Cattle traders are issued licenses by a veterinary officer in the prescribed form, and no exportation of cattle from any declared area is permitted without an exporting licence issued by the commissioner of livestock and entomology.

The Dairy Industry Act (Cap 85) establishes the Dairy Development Authority to provide for the promotion and control of the production, processing and marketing of milk and dairy products and generally to facilitate the development of the dairy industry. The Sanitary and Phyto-Sanitary (SPS) Policy 2011 brings the country in compliance with the WTO requirements.

Institutional Framework: The Ministry of Agriculture, Animal, Irrigation and Fisheries has the role of supporting, promoting and guiding production of crops, livestock, and fisheries, so as to improve quality and increased quantity of agricultural produce and products for domestic consumption, food security and export. Other key institutions supporting the sector in Uganda are tabulated below:

TABLE 13. UGANDA INSTITUTIONS AND THEIR MANDATE

Name of Institution	Main Mandate
The Directorate of Animal Resources	<ul style="list-style-type: none"> It is responsible for quality control of livestock to ensure animal welfare and public and animal health standards and concerns are discharged.
The Karamoja Affairs Ministry under the Office of the Prime Minister	<ul style="list-style-type: none"> Aims to guide the implementation of Special Programmes and Projects in Karamoja sub-region. This includes developing a food security strategy, supervising and monitoring Karamoja activities, and providing for the welfare of the Karamoja offices. One of the major ministry activities is coordination of the implementation of the Karamoja Integrated Development Program (KIDP) and the Drylands Integrated Development Project. Karamoja Integrated Disarmament and Development Programme (KIDDP) was specifically tailored to address the unique context and development challenges in the Karamoja region. The aim is to contribute to human security and promote conditions for recovery and development in Karamoja as part of the broader National Development Plan and the Peace, Recovery and Development Programme (PRDP).

Name of Institution	Main Mandate
	<ul style="list-style-type: none"> • Drylands Integrated Development Project aims to strengthen the livelihood and reduce vulnerability of pastoralists and agro-pastoralists in the Karamoja region of Northern Uganda. This objective will be achieved through (a) strengthening the pastoralist production system, and (b) improving access to basic rural production and market infrastructure as well as basic social services.
National Animal Genetic Resources Centre (NAGRC)	<ul style="list-style-type: none"> • To establish a comprehensive & sustainable National Animal Breeding program which meets the commercial & developmental interests of the actors along the livestock sub-sector value chains by enhancing sustainable livestock productivity through conservation and improvement of animal genetic resources.
National Livestock Resources Research Institute (NALRI)	<ul style="list-style-type: none"> • To enhance sustainable utilization of appropriate livestock research outputs for improved livelihoods of Ugandans.
Academic Institutions	<ul style="list-style-type: none"> • The research outputs and studies guide policy formulation, produces graduates that meet national and international standards to support the needs of the Animal industry in the Country, and researches areas that have gaps in the animal industry.
Operation Wealth Creation (OWC)	<ul style="list-style-type: none"> • To guide allocation and appropriation of funds to strategic areas in country to boost local production, productivity, market access, improve livelihoods, increase agro-processing, job creation, value addition and exportation of goods and services produced in Uganda.
National Agriculture Advisory Services (NAADS)	<ul style="list-style-type: none"> • NAADS provides support for the Management of Agricultural Input Distribution chains, promotion of Strategic commodity interventions, agricultural chain development and farmer access to Agricultural Financing.
Enforcement Agencies	<ul style="list-style-type: none"> • They enforce laws and regulations, maintain law and order and ensure peace, hence creating an enabling environment for increased production and productivity
Professional bodies	<ul style="list-style-type: none"> • To regulate professionals providing services in the animal industry. To ensure ethical compliance and conduct of professional actors in the animal industry e. g. Uganda Veterinary Board.

Regulatory & Institutional Gaps:

- *Uganda has been most active in addressing pastoralist development concerns grounded on the constitutional provision for affirmative action in favour of marginalized groups for the purpose of redressing imbalances, which exist against them. However, Uganda lacks a holistic legislative framework to support and ensure the government programmes align with the pastoralists' needs and rights (IGAD 2020).*
- *The country lacks a coherent policy that addresses the broad range of development, pastoral livestock production systems, land tenure, environmental issues and transhumance of pastoralists including cross-border transhumance (IGAD 2020).*
- *The country has a relatively well-resourced high-level pastoralism institutional framework, but lack of legislative harmony and ensuring compliance with the existing laws remains a challenge. The lack of a holistic legislative framework has caused incidents of cattle rustling, environmental damage to host communities by visiting pastoralists, the use of unauthorized grazing zones and water, and night movements which is prohibited still take place.*

Implementation of Key Livestock Policies And Regulations

The National Agriculture Policy adopted for the country in 2013 makes provision for the promotion of domestic, regional, and international trade in agriculture, including livestock. Similarly, the country has adopted a national policy for the delivery of veterinary services as early as 2001 which was later reviewed to include the promotion of national and international trade in live animals and animal products by assisting the export and import of disease-free animals and animal products. There is also a Sanitary and Phyto-Sanitary (SPS) policy adopted in 2011 in compliance with the World Trade Organization's requirement (of which Uganda is a member). Other policies include a National Drug Policy, a National Hides, Skins and Leather Policy, Animal Breeding Policy, a National Animal Feeds Policy, a National Pasture Policy, a National Meat Policy (adopted as early as 2003), Meat Export Policy, and corresponding acts for the policies.

Moreover, the country has grades and standards, including standards for infrastructure such as livestock transportation, abattoirs, and processing plants. Despite this, the country has no livestock market or a livestock trade policy. However, a Cattle Trade Act has been in existence since 1943 and has been adopted to provide for the regulation of cattle trading within Uganda (ICPALD 2016).

Uganda signed several bilateral and multilateral trade and trade-related agreements. For example, in 2012, the Government of Uganda signed an MoU with the Republic of Rwanda on the elimination of non-tariff barriers to trade. In this arrangement, the two governments through their respective Ministries of Trade agreed on a reporting and removal mechanism of all non-tariff barriers faced by traders in each country's territory. The bilateral and multilateral trade agreements also include those under the provisions of the EAC Protocol, COMESA, and the WTO agreements. All these arrangements provide Uganda with varying levels of improved market access opportunities into the respective markets for livestock and livestock products.



Uganda has the policy space necessary to promote agricultural and livestock trade at a regional and international level. However, the trade policy environment for live animals and live animal products is constrained by overlapping of livestock related policies and regulations causing a duplication of efforts.

On the climate change front which also has a major impact on pastoralist and agro-pastoralist livelihoods, all IGAD MS have developed various national strategies, policies, plans, and programs for addressing key challenges at the nexus of climate change and livestock sector development. However, their review indicated critical gaps including: no clear institutional framework exists for climate change adaptation in some MSs, which leads to overlapping mandates and responsibilities, policies and instruments, such as index-based insurance and feed and fodder banks, are inadequate in some MSs and Research and Development (R&D) into resilient and climate-smart production methods and technologies is inadequate.

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