



# **REPORT ON THE CELEP FACT-FINDING MISSION OF TWO MEMBERS OF THE EUROPEAN PARLIAMENT TO UGANDA**

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**19<sup>TH</sup> – 24<sup>TH</sup> OCTOBER 2015**



## Background information

CELEP (*Coalition of European Lobbies on Eastern African Pastoralism*) is an informal policy-influencing coalition of European organisations, groups and experts working in partnership with pastoralist organisations, groups and experts in Eastern Africa. CELEP seeks to influence policymaking in Europe to explicitly recognise and support pastoralism (and the people who practise pastoralism: pastoralists) in the drylands of Eastern Africa. The members of the Coalition work together to lobby their national governments, European Union (EU) bodies as well as other policy-formulating bodies/agencies in Europe (e.g. the European Headquarters of the United Nations in Geneva and the FAO in Rome). Currently, CELEP is composed of 25 European member organisations and 7 Eastern African partner organisations. This close collaboration with pastoralist networks, experts, partners and organisations working in Eastern Africa is pivotal, since they provide grassroots information and are able to formulate the problems/needs of pastoralists. The Eastern African partner organisations lobby their own governments, the African Union (AU) and other regional African bodies.

CELEP focuses on four priorities:

- 1) Recognition of the role of pastoralism and pastoralists.
- 2) Mobility as a crucial condition for sustainable pastoralism and for community security in (cross-border) conflict areas;
- 3) Access to and management of key natural resources;
- 4) Climate change.

The purpose of the visit of Mr Norbert Neuser (Socialists & Democrats) and Mrs Maria Heubuch (Greens-European Free Alliance) to Uganda was to raise awareness on the challenges and opportunities of pastoralism in Uganda and in the entire Eastern African region. The impact from this high-level mission is both in Uganda and in the EU. Regarding the EU, the mission drew attention to the importance of having a coherent strategy of EU policies (domestic, development and humanitarian) to support pastoralist development in the Eastern African drylands. Locally, the mission has raised awareness on the necessity to develop local policies and practices creating an enabling environment for Ugandan and other Eastern African pastoralists.

Organising the mission was one of the action points that was agreed upon in the last annual general meeting in Germany and took place in Uganda from the 19<sup>th</sup> to 24<sup>th</sup> of November. The fact-finding mission to Uganda was a combined effort of COPACSO, RECONCILE and VSF-Belgium – both Brussels and Moroto office – collaborating as CELEP members and partners and in charge of organising and preparing the mission. The fact-finding mission was funded through CELEP core funds, DanChurchAid and the Belgian Development Cooperation. The mission was successful in a broad sense, thanks to COPACSO and the VSF team who put the logistics together

### European members

ACORD  
Africa Study Centre  
Agrecol  
AgriProFocus  
Concern Worldwide  
Cordaid  
ELD  
FARM-Africa  
Future Agricultures  
HPG  
IIED  
IWGIA  
Kimmage DSC  
LPP  
Mercy Corps European HQ  
MRG  
Oxfam  
PAX  
PENHA  
Practical Action  
SNV  
Terra Nuova  
VSF-Belgium  
VSF-Germany  
WISP

### East African partners

COPACSO  
DLCI  
KLMC  
PDNK  
PFE  
PINGO's Forum  
RECONCILE



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## **1. Briefing on pastoralism in Uganda/East Africa, Tuesday 20 October, Mackinnon Suites Hotel, Kampala**

The objective of this meeting was to bring together the Members of the European Parliament (MEPs) and stakeholders in the pastoralism sub-sector to identify and highlight challenges and opportunities facing pastoralists and how these can be brought into the European development agenda. Participants were drawn from the European Parliament; CELEP members and partners; Uganda Government Ministries, Departments and Agencies; civil society organisations; representatives of the European Commission, European embassies and UN agencies; and the media. In total, there were about 40 participants. The presentations that were made during this session can be found [here](#).

### **1.1. Opening remarks**

Mr Benjamin Mutambukah, the Coordinator of COPACSO, made the opening remarks. He welcomed all the participants to the meeting and most especially the MEPs. He narrated the aims and objectives of the MEPs' visit to Uganda and introduced the MEPs Hon. Maria Heubuch and Hon. Norbert Neuser. He then requested participants to introduce themselves and to also share their expectations from the meeting.

In her remarks, Hon. Maria Heubuch revealed that, having been a dairy farmer for the major part of her life, she understood issues of sustaining cows in her country. Her expectation was to establish how cows are kept and how they help to boost the economy in Africa. She also expressed interest in finding out how the environment could be sustained in order to help many improve the food security both in Africa and Europe. She also indicated her expectation of finding out what the European Parliament could do to effect positive change.

Hon. Norbert Neuser on his part narrated his interest in seeing what is on the ground and how pastoralism could help improve people's conditions of life. He revealed that Issue 1, 2011 of the dialogue in Somalia called for a better integration of pastoralism in the region to safeguard pastoralists' lifestyle. He also indicated interest in seeing positive changes in laws and policies to empower pastoralists and the civil society for better decision-making. He looked forward to initiatives that would better the pastoralism way of life.

### **1.2. Introduction on the Coalition of European Lobbies on Eastern African Pastoralism (CELEP)**

Mr Koen Van Troos outlined CELEP's mission and the principles of the coalition. He revealed that the main foci of the coalition were on livelihoods, systems, mobility and access to and management of natural resources. CELEP aims to improve communication, budget lines, programmes and local institutions' support to pastoralist development in Eastern Africa.

He pointed out that the Coalition's agenda was to support sustainable agriculture. He added that CELEP is a communication platform, used to lobby and work closely with the European Parliament. CELEP seeks to get resolutions of the European Parliament on the Horn of Africa and amendments in key documents of the EU. Its immediate agenda was to make a fact-finding mission to Uganda and hold meetings with pastoralists.



### **1.3. Session 1: Pastoralist policies**

#### **1.3.1. A regional policy perspective on pastoralism, focusing on Uganda, Kenya, Ethiopia and Tanzania**

The presentation was made by Mr Ken Otieno, Co-Technical Advisor-Coordinator of the Rangelands Initiative<sup>1</sup>, a programme hosted by RECONCILE and ILRI (International Livestock Research Institute), and the CELEP Core Group Eastern Africa Team Leader. He explained how the rangelands connect with CELEP and the contradictions of actions and policy in the region. These include the economic trends that have increasingly made investments including extractives a reality in pastoralist territories. In addition, he elaborated the various inappropriate policies formulated, from the perspective of pastoralists in the region. However, he pointed out that there are some positive frameworks like the African Union (AU) Policy Framework for Pastoralism in Africa and the East African Climate Change Policy.

He further pointed out that, notwithstanding the availability of frameworks at regional and continental levels, these are usually “invisible” at the lowest level, thus not improving the livelihood of the communities. He advised that, for quick realisation of benefits of policy and legal frameworks, there was need to scale down interventions and amplify these conversations beyond discussions to a higher platform.

He observed that, although governments appear to be doing more for pastoralists, there is limited impact because of the huge demands required to lift pastoralism from the historically disadvantaged situation. He noted the diversity of challenges in different areas; hence, what may be applicable in Uganda may not be applicable in the other countries. Finally, he pointed out areas of possible AU assistance in linking its development support to policy frameworks and to support to long-term programmes.

#### **1.3.2. The legal and policy framework for pastoralism in Uganda**

Mr Mutambukah, the COPACSO Coordinator, pointed out that there is a close relationship between legal and policy frameworks. He expressed that most of the laws and policies in Uganda don't specifically talk about pastoralism, but have it bundled under “livestock”. He noted that most frameworks identify challenges to pastoralism to include poor infrastructure, lack of water for livestock and poor allocation of public resources to agriculture in general, despite the country's commitment under the Maputo Protocol to allocate 10% of the budget to agriculture.

He highlighted the insecurity of pastoralists' land tenure, which is made worse by government failure to operationalise the issuance of Certificates of Customary Ownership and registration of Communal Land Associations.

It was observed that Uganda has made many commitments to global conventions and protocols that would improve the lives of pastoralists but this has not been translated into action on the ground. He concluded by saying that CSOs still had a big task ahead to see that such commitments are indeed fulfilled.

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<sup>1</sup> The Rangelands Initiative is a programme of the International Land Coalition's Global Rangelands Programme



### 1.3.3. Pastoralism: EU policies and approach

Mr Bogdan Stefanescu from the Delegation of European Union remarked that pastoralism is like a religion where people need to respect the position of others. He gave highlights on the EU position and policies on regional activities on pastoralism. He said the EU works with IGAD (Inter-Governmental Authority on Development), which has a livestock policy initiative and supports pastoralism in Uganda, although there are still challenges. He narrated some of these challenges as lack of farming skills, political considerations, environmental concerns and negative practices like cattle raiding. He pointed out that, although livestock contributes 7.5% of GDP, more than tourism in Uganda, it was not given equitable attention.

He suggested that streamlining practices to improve pastoralism would require ensuring that national policies cater for the needs of pastoralists, promoting freedom of choice, securing mobility through land reforms, solving land conflicts and promoting crop production alongside livestock.

He further revealed that the EU supported the Karamoja Livelihood Programme (KALIP), that aimed at improving agro-pastoral production, which included distribution of improved seed. He also noted that, although the National Land Policy was good, it was not being implemented, yet the EU was ready to support it. Finally, he called for attention to drought management, improving livestock inputs and techniques, and water development among others.

## 1.4. Session 2: Pastoralists' practices

### 1.4.1. Pastoralism and climate change

The presentation was made by Ms Tracy C. Kajumba of World Vision. She narrated how climate trends in Uganda are likely to positively affect pastoralism, especially increased rainfall. She singled out the fact that, for once, Karamoja had received rain twice in a year, which is good for pastoralists. She stressed that, on the other hand, climate change was likely to intensify livestock-related challenges like increased incidence of tick borne diseases, Newcastle and worm infection. On a positive note, she indicated that there is an ongoing policy review to promote adaptation to climate-change effects like drought and floods.

The following challenges were pointed out: food insecurity resulting into dependency on food aid, charcoal burning, public sector under-investment, inadequate technical capacity and communal ownership of assets. She suggested the following solutions: support to government plans, dissemination of weather forecast reports in local languages, reassessing scale and scope of projects and enhancing the use of information and knowledge. She also suggested building of adaptive capacity at individual and community level, change and innovation as well as putting in place an enabling environment.

She concluded by making the following recommendations: global and national actions, climate-change financing, strengthening early-warning mechanisms and local governance as well as supporting innovations.

### 1.4.2. Karamoja's land and the management of the mineral extractive sector

The presentation was made by Mr Charles Kabiswa of the Ecological Christian Organisation. He highlighted the challenges of balancing community land management and extraction of minerals in



Karamoja. He revealed that, although there are 50 different minerals (under extraction and not yet extracted) in Karamoja, there was not much benefit for the communities. He pointed out a number of challenges surrounding the mineral extraction in Karamoja that affect pastoralism and suggested possible solutions.

The challenges include: human rights violations leading to conflict, unclear revenue collection and sharing, lack of a robust institutional mechanism to ensure compliance and the practice of companies doing revenue self-assessment for determination of royalties. Mr Kabiswa proposed a number of possible solutions including a need for institutionalising a requirement for a social license prior to commencing mining operations.

### **1.5. Dialogue recommendations**

The meeting drew out seven recommendations:

1. Increase affirmative action in resource allocation to pastoralist areas in order to elevate the development indices to catch up with the rest of the country;
2. Adopt ILO Convention No. 169 concerning Indigenous and Tribal Peoples in Independent Countries;
3. Improve market infrastructure i.e. roads, markets, power to stimulate private sector investment;
4. Increase public funding in agriculture including livestock in line with the Maputo Protocol and the Malabo Declaration;
5. Secure mobility including cross-border in order to minimise the effects of drought and actualise freedom of movement of people and capital;
6. Accelerate the pace of registration of communal lands with Certificates of Customary Ownership (CCOs) and Communal Land Associations (CLAs) to ensure tenure security of pastoralist lands;
7. Allocate more resources for climate change adaptation and disaster risk reduction in pastoralist areas.

### **1.6. Closing remarks**

Hon. Heubuch expressed her interest in gathering opinion that would elicit attention from the concerned organisations and individuals. She asked dialogue participants what they felt could be done to get a solution at the level of the European Parliament, to save what is left of Eastern Africa's pastoralism and rectify what has gone wrong.

Hon. Neuser pointed out that the discussion had shown that there are diverse aspects in pastoralism to work around. He noted that the presentation on climate change revealed that it had become a global challenge that would further be discussed at the Paris meeting in November 2015. This had also an impact in increasing the numbers of refugees going to Europe. He added that it was important to establish the real reasons for people leaving their homes because this frustrates long-term plans like pastoralism. He agreed climate change was one of the reasons and asked what could be done about it. He stressed that, although much had been done, there was still a lot to be done. He concluded by calling for drawing up an action plan focusing on pastoralism in both the European Parliament and local institutions.

Mr Mutambukah closed the meeting by thanking all who took time to participate. He called on them to continually support the pastoralist-oriented objectives of COPASCO, CELEP and the EU with a hope that this will lead to better lives of pastoralists.



## **2. Dinner meeting with representatives of the International Land Coalition (ILC)**

In the evening, a dinner had been organised in honour of the ILC secretariat representatives. This meeting had two objectives:

- for the MEPs to meet with other actors to discuss the issues of land and pastoralism; just like CELEP, the ILC has its secretariat in Europe but has a diverse membership in ACP regions.
- to share the experience of the ILC organisation with CELEP as such.

In line with the first objective, a general introduction to the MEPs was provided by the ILC team, composed of Mr Shadrack Omondi (Chair, ILC Africa), Mr Odenda Lumumba and Mr Edmond Malilo Owor (Uganda Land Alliance). They provided context to the regional and global pastoralist and land concerns, explained what ILC is doing about these issues and talked about the interventions of the members. The idea was to hear about the ILC experience and learn how ILC engages African members to directly implement activities. A clear case was provided with the Rangelands programme, which is global in coverage with specific programmes under the Rangelands Initiative that, apart from the implementation of activities, seeks to secure rangeland tenure and also supports and provides technical inputs to the members' rangelands, pastoral and land-specific programmes. A context was given in-depth with engagements in Eastern African and West African countries and specific interventions being made or proposed in the different countries. This was important not only for the MEPs but also for CELEP Focal Point coordinator in Europe, as CELEP plans to engage also in West African countries.

Secondly as CELEP, we wanted to discuss the experiences of ILC in managing a global network and what lessons can be learnt and how these can be adapted to improve the organisation of CELEP. This was a discussion between Shadrack in his capacity as the ILC African Chair and council member and the CELEP Focal Point in Europe together with the Regional Focal Point in Eastern Africa. The conversation was helpful in understanding the nexus of the host organization in terms of engagement with members and partners such as in CELEP and facilitating its work under the umbrella of the hosting role. IFAD (International Fund for Agricultural Development) has hosted ILC for well over 20 years. The membership has grown to over 260 members across the globe and the membership has become more vibrant over time. The strategic plan gives a good definition of the focus, priorities and approaches to engaging with the members. On the contrary, CELEP does not have a real strategic plan, apart from an annual plan and a mission statement, the implementation of which relies on the members. ILC mobilises resources defined and guided by the strategy; CELEP depends on the membership contributions alone.





### **3. The field visit to Karamoja, northern Uganda**

#### **3.1. Visiting a cattle market in Kotido**

The aim of the visit to the cattle market was to show to the MEPs the clear economic importance of pastoralism. By seeing how the pastoralist cattle market operates and by understanding market trends and sales and also the destination of the animals sold, the MEPs got a clear look into the magnitude of the pastoralist economy. They learned about the quality and costs of animals, where they come from, the distance and transport modalities, and whether there are holding grounds where the animals are dispatched to the market. In this context, it was important to learn more about the market drivers and whether there are any links to cross-border conflicts. What was interesting here is the fact that a good number of the cattle are sold to markets outside Uganda including Kenya, South Sudan and Somalia and that they are transported in big trucks.

The guides at the market defined the buyers in different terms. Sudanese were seen as very exploitative and as brokers, and pastoralists still have challenges with the middlemen who exploit the market. The prices of the cattle also varied, with the most expensive bull fetching around US\$ 500–600 on a good market day. The market visit was also useful to appreciate the transactions and how the resources are used, including the purchase of cereals, among other things.

#### **3.2. Visiting the Turkana to discuss cross-border issues**

The second activity was a visit to a Turkana community to develop insights in cross-border issues. The Turkana who lived there were Kenya Turkana migrants who left due to issues such as water and pasture scarcity and cattle raids along the border. It was amazing and certainly intriguing to see the livelihood shift from pure pastoralism to cereal selling and the integration between the Turkana and the Jie in one camp, with clear absence of the Pokot. Interestingly, the Pokot are the suppliers of the cereals but are also seen as the main problems at least from the Kenyan side. The tone and expression of the Turkana to their government was telling! And as usual it ended with a long wish list to the MEPs.

#### **3.3. Visiting a kraal and participating in morning activities, participation in *Akriket* ceremony**

The next was a visit to a kraal where the MEPs had a first-hand experience and amazingly the MEP Maria Heubuch is a farmer and was able to help with the milking. Later that mid-morning, the entire delegation participated in the *Akriket* ceremony, where a bull was slaughtered in honour of the MEPs. There was also a group dancing and the MEPs got a lot of information on traditional ceremonies and practices.

#### **3.4. Visiting a marble mine in Moroto**

The next trip was to Moroto, where the delegation visited a marble mine to gain some insights into private-sector involvement in pastoralist areas. It is clear that the issues foreseen many years ago with the phrase the “insecurity of Karamoja is the security of it”, at least in term of natural resources, was very timely but it is a complex process! The company – DAO Africa Ltd – which is exploiting the marble has a lease of 29 years renewable and the area is 4 km<sup>2</sup>. The Company staff seemed to be less concerned about how the local people are engaged and the ownership or type of land. They did not seem to be



concerned about implications of fencing off land that was used for grazing. There is a worrying trend in Karamoja concerning the rate at which customary/communal land is changing to private land.

### **3.5. Stakeholder dinner meeting in Moroto**

The discussions during the stakeholder dinner meeting in Moroto were very interesting and can be summarised as follows:

- a) Food security and a healthy nutrition is only possible with a vibrant pastoralism and therefore, if the systematic breakdown of the pastoralist systems continues, Karamoja will depend on relief supply for a long time. Current investments in Karamoja are not helping either.
- b) While there is relative peace thanks to the Karamoja Integrated Disarmament and Development Programme, the new possible conflict will be even more dynamic and vicious. This will be mainly between the land-owners and the new set of people with title deeds. This will be one set of conflict; the other will be between the remaining pastoralist practitioners and the investors; this will certainly complicate conflict over land and may lead to rebellion of the statutory institutions.
- c) The new investment frontier seems to be sustainable energy; this may not involve massive land acquisition, but the absence of properly thinking it through is, in itself, a problem. The EU seems to be keen to support sustainable energy, but this must be well coordinated with other indicators of sustainability (social-economic).
- d) A Master Plan for the region is critical in order to save local livelihoods. The region has been mapped into several components including: wildlife areas, grazing areas, investment areas, crop farming areas, forest areas and settlement areas. This will need participatory land-use planning.
- e) There is a need to think through rangelands conservation ideas, strategies to promote tenure security and land management, peace building and conflict management.

### **3.6. Meeting with the delegation of the European Commission in Kampala**

This meeting with the delegation and in particular the head of political affairs focused more on the political relations between Uganda and the EU and not really on the EU's evaluation of pastoralism, as this was already part of the presentations during the briefing in Kampala. There were some exchanges on ongoing evolutions regarding press freedom, the presidential mandate, elections in neighbouring countries and involvement of the private sector in Uganda. Little information was provided on the EU's attitude and position regarding land titles and land usage/ownership in Uganda; the EU seems to be very cautious regarding this subject.



## Annex: Programme of the fact-finding mission

Date	Hour	Activity	Location
Monday 19 October	11:00 PM	Departure – Brussels – Entebbe	Brussels
Night			Mackinnon Suites Hotel, Kampala
Tuesday 20 October	3:00 AM	Arrival in Entebbe, rest at hotel in Kampala	Mackinnon Suites Hotel, Kampala
	11:00 AM	Briefing delegation	Mackinnon Suites Hotel, Kampala
	12:30 PM - 6:00 PM	Kampala briefing on pastoralism	Mackinnon Suites Hotel, Kampala
	7:00 PM	Dinner Meeting with ILC secretariat	Kampala
Night			Mackinnon Suites Hotel, Kampala
Wednesday 21 October	8:30 AM	MAF flight to Kotido	Kampala – Kotido
	9:30 AM	Pick-up at airstrip Kotido	Kotido
	10:00 AM	Check in hotel: drop luggage	Church of Uganda, Kotido
	10:15 AM - 11:30 AM	Visit cattle market	Kotido
	12:00 PM - 1:00 PM	Lunch	Kotido, Church of Uganda
	1:00 PM - 3:00 PM	Drive to Loyoro	Loyoro
	3:00 PM - 5:00 PM	Visit Turkana kraal, meeting on cross-border issues. Visit possibly waterpoints in river.	Loyoro
	5:00 PM - 7:00 PM	Drive to Kotido	Kotido
	7:30 PM	Dinner	Church of Uganda, Kotido
Night			Church of Uganda, Kotido
Thursday 22 October	5:00 AM	Departure for kraal	Kotido
	6:00 AM - 7:30 AM	Morning in kraal to see pastoralist life: milking, blood, morning discussion to decide where to take the animals, taking animals out...	Kraal around Nakapelimoru
	8:00 AM - 11:00 AM	<i>Akriket</i> to discuss pastoralist issues, followed by dancing	Anjale
	12:00 PM	Lunch	Church of Uganda, Kotido



	1:00 PM- 3:30 PM	Drive to Moroto/Rupa	Moroto
	3:30 PM - 5:00 PM	Visit mine	Rupa
	5:00 PM - 5:30 PM	Drive to Moroto	Moroto
	5:30 PM- 6:30 PM	Check-in hotel + free time	Mt Moroto Hotel
	6:30 PM - 8:30 PM	Stakeholders dinner meeting	Mt Moroto Hotel
Night			Mt Moroto Hotel
Friday 23 October	9:30 AM	Flight to Kajjansi	MAF
	11:00 AM	To hotel and lunch	Mackinnon Suites Hotel, Kampala
	2:00 PM	Meeting with the Head of Delegation at EEAS Kampala	Kampala
Night			Mackinnon Suites Hotel, Kampala
Saturday 24 October	1:00 AM	Drive to airport	
	3:55 AM	Departure Entebbe – Brussels	