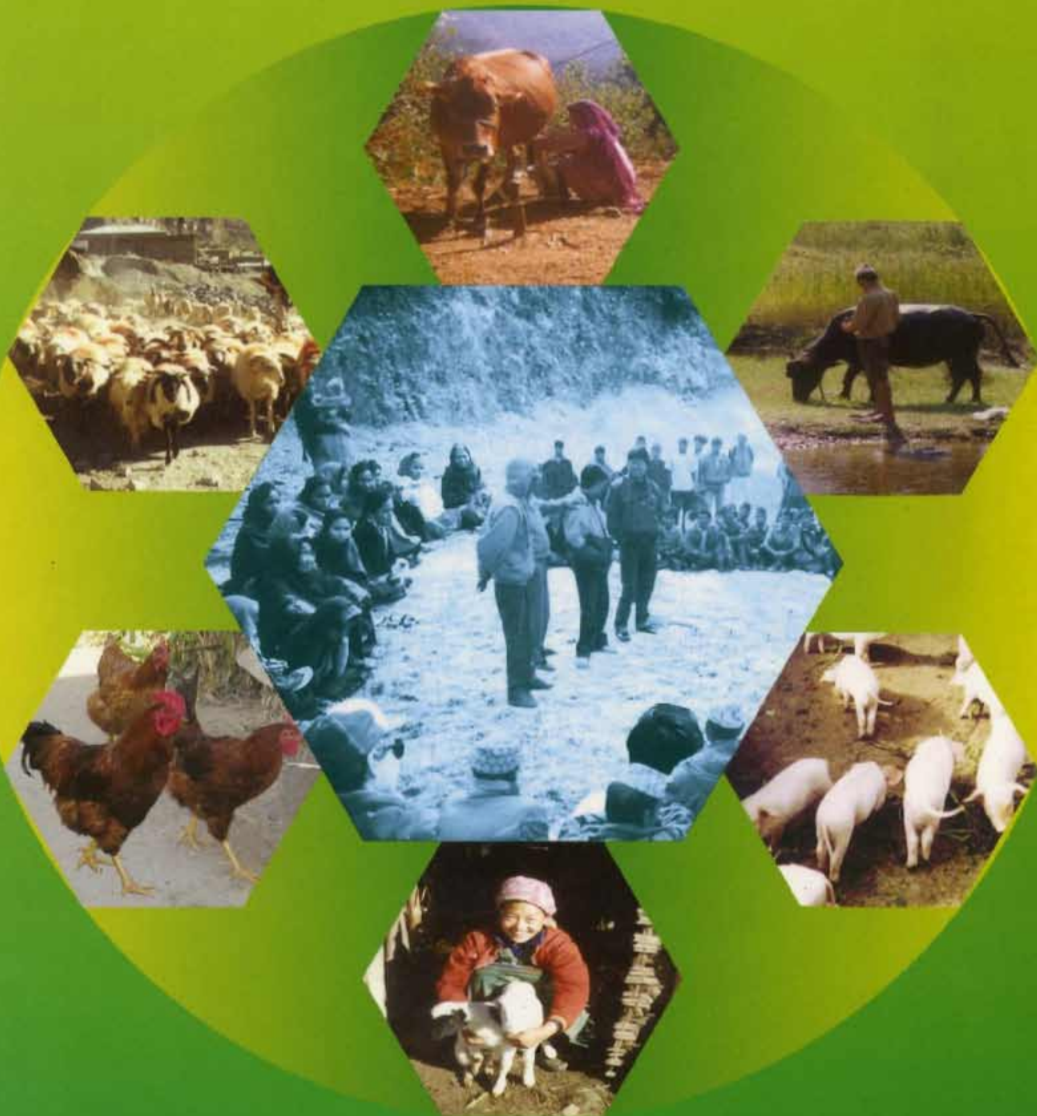


Community Empowerment in Livestock Resource Planning



Pradeep M. Tulachan
Juhani Mäki-Hokkonen

about the organisations

The International Centre for Integrated Mountain Development (ICIMOD)

The International Centre for Integrated Mountain Development (ICIMOD) is an international organisation devoted to development of the Hindu Kush-Himalayan region covering all or parts of eight sovereign states:  Afghanistan,  Bangladesh,  Bhutan,  China,  India,  Myanmar,  Nepal, and  Pakistan. The Centre is located in Kathmandu, Nepal. The primary objective of the Centre is to promote the development of an economically and environmentally sound mountain ecosystem and to improve the living standards of mountain populations. The Mountain Farming Systems' Division at ICIMOD was established to promote improvement of farm productivity on small mountain farms without degrading the resource base.

Food and Agriculture Organization (FAO)

The Food and Agriculture Organization of the United Nations (FAO) was founded in 1945 with the mandate to raise levels of nutrition and standards of living, to improve agricultural productivity, and to better the condition of rural populations. FAO has its headquarters in Rome, Italy, and is the largest autonomous agency within the United Nations system with 180 member nations plus the EC (member organisation). The Animal Production and Health Division (AGA) of FAO is entrusted with clarifying and facilitating the role of global livestock production in food security and food safety, as well as in poverty alleviation, while protecting the environment. The Division has six major project areas – Global Livestock Information and Policy; Decision Support for Efficient Livestock Resource Use; Livestock and Poverty Alleviation; Animal Genetic Resources; Veterinary Public Health management, which hosts the Programme Against African Trypanosomosis (PAAT); and Transboundary Animal Diseases (EMPRES).

Community Empowerment in Livestock Resource Planning a suggested participatory policy framework

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Animal Production and Health Division
Food and Agriculture Organization (FAO)

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Foreword

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Agriculture forms the backbone of people's livelihoods across the Hindu Kush-Himalayan Region. The great majority of the 150 million people who live here are still subsistence farmers, notwithstanding the accelerating move towards a more commercial approach. At higher altitudes livestock play the most prominent role and the people are mostly pastoralists, whereas in the fertile plains the emphasis is on crops. In the broad band in between – the hill and lower mountain areas – farmers rely on a centuries old tradition of integrated and diversified mixed crop-livestock approaches designed to reap the maximum dependable benefit with the minimum of risk from the available resources. Livestock form an integral part of these systems, providing a means for producing nourishment and material for clothing from land not suitable for growing crops, a way of maintaining soil fertility through production of manure, power for ploughing and transport, and a way of recycling 'waste' products like crop and food processing residues. As the emphasis in the region moves from a subsistence to a cash economy, farmers and governments are looking at ways of turning livestock into cash income. Often, however, the approaches suggested and supported by government planning are based on a limited view of livestock as a commercial entity, which does not take into account either the diverse roles of livestock in mountain farming systems or the specific situation of the mountain farmer in terms of inputs, outputs, and access to markets. For livestock planning to be effective in mountain areas, it must be done by those who have an understanding of the situation and the potential, and the requirements, priorities, and needs of the local people – that is by the mountain farmers themselves. But communities need to develop the know-how and methodologies to carry out proper planning before they can become fully empowered in the planning process.

The International Centre for Integrated Mountain Development (ICIMOD) and the Animal Production and Health Division of the Food and Agriculture Organization of the United Nations (FAO) have been collaborating on a range of issues related to livestock in mixed farming systems in the HKH over the last four years with considerable success. Studies carried out since 1997 indicate that there is a lack of knowledge of good practices and of equitable access to resources, and that the key factor hampering sustainable development of mountain agriculture is the lack of community empowerment in local resources planning and decision-making. Community empowerment means that communities can make plans and take decisions regarding local resources without these being imposed from outside. However, under current practice local communities remain on the periphery; their extensive knowledge and skills are not incorporated in local livestock resource planning. The ICIMOD-FAO collaborative work has focused in part on this issue. Case studies were performed in the Nepal hills and in Himachal Pradesh, India, to determine the indicators and parameters that are important for livestock planning and decision-making at the local level, and reviews were made of the current local livestock planning processes in Bhutan, India, Nepal, and Pakistan. These studies and reviews were discussed at a regional stakeholders' meeting held in October 2001, and this publication is an outcome of the meeting. It summarises the findings of the case studies and reviews, and presents the suggested outline for a participatory policy

framework (PPF) prepared by the participants for community empowerment in local livestock resources planning and decision-making. This publication follows on from two previous publications on trends and sustainability of livestock in mixed farming systems and research and development issues related to the contribution of livestock to mountain livelihoods. It marks a major step forward in the move towards facilitating genuine community involvement in planning and decision-making related to livestock.

We are confident that this publication will provide a valuable basis for future activities. During the next phase the framework will be developed in detail at a further stakeholders' meeting and tested in pilot field studies before being finalised and, we hope, widely applied. Good practice in planning and decision-making by local communities can make a large contribution towards improved and sustainable livestock production, and ensure equitable access to community resources. We believe that the participatory policy framework provides a new paradigm for rethinking the formulation of policy and institutional programmes and will do much to support genuine community empowerment in planning, and we look forward to continuing fruitful collaboration with FAO in this area. This publication will be of interest to all those interested in livestock planning issues in the HKH region, and we hope that the activities will prove of lasting benefit to the people of the region.

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Head, Mountain Farming Systems Division
ICIMOD

Acknowledgements

We would like to thank the livestock-dependent mountain farmers who have participated in our field studies over the past four years. We have also benefited considerably from inputs provided by various regional experts, especially from Bhutan, India, and Nepal. The ownership of the participatory policy framework for community empowerment presented in this paper lies with FAO and ICIMOD and all the stakeholders who participated in the October 2001 meeting and developed the framework together.

The framework was presented at the FAO in Rome in January 2002, and later at the International Conference for Sustainable Agriculture and Rural Development (SARD) in Mountain Regions held at Adelboden, Switzerland on 16–20 June 2002. Our special thanks go to Dr Samuel C. Jutzi, Dr Eve L. Crowley, and other FAO colleagues, and to Professor Fritz Schneider and Ms Linda Elswick for their comments and advice.

Finally, we would like to thank Dr J. Gabriel Campbell and other members of ICIMOD staff for providing administrative and professional support for our joint collaborative programme and its continuation.

The framework itself is divided into six parts. The first part contains two case studies in India and Nepal which provided the basis for identifying the key indicators for livestock resource planning and decision-making, like natural resources management and feed resources, input services, and policies and laws by the community. The third part comprises six country case studies of livestock planning processes in the mountain regions of four Hindu Kush-Himalayan countries (Bhutan, India, Nepal, and Pakistan). These showed the planning processes generally top-down, centralised, and supply-driven, although in some cases consultation of the community was being sought. Parts 4 and 5 present descriptions of the planning process from selected projects and NGOs. Projects and NGOs working at the grassroots level are attempting to use a participatory approach in livestock planning processes. However, in most programme plans decisions are still made by project staff. Finally the actual framework outline prepared by participants at the Stakeholders' Meeting is presented in an Annex.

The challenge for the future is to test and verify the policy framework at the community level and then to revise and refine it in the light of this experience before it is implemented on a broad scale across the HKH. Field-testing and verification can also provide a new perspective to national governments on how to plan for livestock development in mountain regions. To this end, a regional stakeholders' meeting is scheduled for December 2002 to discuss and finalise the suggested PPF and formulate action plans for its field operation.

The outline of the framework was presented at the International Conference for Sustainable Agriculture and Rural Development (SARD) in Mountain Regions held at Adelboden, Switzerland in June 2002. The key messages, such as recognition of the rights of local communities and individuals to their knowledge, natural resources, and livelihoods, as well as to benefit sharing and community empowerment, were discussed during Adelboden workshop.

Executive Summary

This publication presents a suggested participatory policy framework (PPF) for community empowerment in livestock resource planning and decision-making. The framework outline was the primary outcome of a regional stakeholders' meeting held in October 2001 to share the findings of joint FAO and ICIMOD studies and develop a policy framework for community empowerment in livestock resource planning and decision-making. The studies comprised a series of reviews and case studies carried out over the preceding four years which had highlighted the need for such a framework and indicated some of the necessary components. After reviewing both present planning processes and past policy programme failures, FAO and ICIMOD evolved a new paradigm for empowering local communities in livestock resource planning and decision-making to be implemented in the field.

The publication presents the findings of the studies as well as the outline for the framework prepared by the meeting participants. It is divided into six parts. The first places the work in context and summarises the background, the methodology for developing the framework, the results of the joint studies, and the goals, objectives, and basic components of the suggested framework itself. Part 2 presents the results of the two case studies in India and Nepal which provided the basis for identifying some of the key indicators for livestock resource planning and decision-making, like natural resources management and feed resources, input services, and policies and markets by the community. The third part comprises six country case studies of livestock planning processes in the mountain regions of four Hindu Kush-Himalayan countries (Bhutan, India, Nepal, and Pakistan). These showed the planning processes to be generally top-down, centralised, and supply-driven, although in some cases participation of the community was being sought. Parts 4 and 5 present descriptions of the planning process from selected projects and I/NGOs. Projects and NGOs working at the grassroots level are attempting to use a participatory approach in livestock planning processes. However, in most programme plans decisions are still made by project staff. Finally the actual framework outline prepared by participants at the Stakeholders' Meeting is presented in an Annex.

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Acronyms and Abbreviations

ACAP	Annapurna Conservation Area Project	
AI	artificial insemination	
AJK	Azad Jammu and Kashmir	
CBO	community-based organisation	
CIP	Centro Internacional de la Papa (International Potato Center)	1
DLSO	District Livestock Services Office	
DLS	Department of Livestock Services	
DYT	Dzongkhag Yargey Tshogchung (District Development Committee)	
FAO	Food and Agriculture Organization	
GDP	gross domestic product	15
GIS	geographic information system	17
GYT	Geog Yargey Tshogchung (Block Development Committee)	
ICBA	intensive cattle-breeding area	
ICIMOD	International Centre for Integrated Mountain Development	23
ILRI	International Livestock Research Institute	
INGO	international non-governmental organisation	
LAT	Livestock Action Team	31
LIRA	Livestock Industries Related Association	33
LI-BIRD	Local Initiatives for Biodiversity, Research and Development	
MOAC	Ministry of Agriculture and Co-operatives	39
NGO	non-governmental organisation	
NRMP	Northern Resource Management Project	
NRs	Nepalese rupees (US\$1 = approx. NRs 75 during 1999, and approx. NRs 78 in October 2002)	
NRSP	National Rural Support Programme	49
RNR	renewable natural resources	
SLP	Systemwide Livestock Programme	
TLDP	Third Livestock Development Project	53
UNDP	United Nations Development Programme	
VDC	village development committee	57

Contents

Foreword

Acknowledgements

Executive Summary

Acronyms and Abbreviations

Part I : Background and Framework 1

Chapter 1: Background, Methodology and Summary Findings 3

Chapter 2: Empowering Communities in Livestock Resource Planning and Decision-making: A suggested Participatory Policy Framework 7

Part II : Case Study Papers 15

Chapter 3: Parameters for Local-level Livestock Development Planning: a Study in Himachal Pradesh, India 17
- *Ranveer Singh*

Chapter 4: Livestock Resource Management System for Local Planning/Decision-making in the Hills of Nepal: a Case Study from Kaski District 23
- *Pradeep M. Tulachan*

Part III : Country Papers 31

Chapter 5: Local Livestock Resource Planning in Bhutan 33
- *Tashi Samdup & Koinchok Wangdi*

Chapter 6: Livestock Sector Development in Mountain Areas: Planning Tools and Strategies for Uttaranchal, India 39
- *Vir Singh*

Chapter 7: Local Livestock Resource Planning Process in Himachal Pradesh 45
- *Ram Gopal Verma & Ramesh Gupta*

Chapter 8: Local Livestock Resource Planning in the Hills of Nepal 49
- *Laxman Sherchand, Neel P.S. Karki & Kamal R. Gautam*

Chapter 9: District Livestock Service Planning: the Case of Kabhre District, Nepal 53
- *Bharat B. Khadka, Tika R. Neupane & Shiv Bahadur KC*

Chapter 10: Livestock Resource Planning in Kotli District, Azad Jammu and Kashmir, Pakistan 57
- *Muhammad S. Khan & Kabir H. Tahir*

Part IV : Project Papers	63
Chapter 11: Integrated Cattle-Breeding Project in Sikkim, India	65
- <i>Sonam Paljor</i>	
Chapter 12: Participatory Systems Learning and Planning Process: Experience of the Third Livestock Development Project, Nepal	69
- <i>Purna B. Chemjong</i>	
Part V : I/NGOs Papers	75
Chapter 13: Participatory Project Planning Process: LI-BIRD's Experience and Lessons Learned	77
- <i>Ram B. Rana, Hari D. Joshi & Anil Subedi</i>	
Chapter 14: Annapurna Conservation Area Project: Approaches to and Implications for Livestock Planning in Resource-scarce Environments .	83
- <i>Bhaskar S. Karki</i>	
Chapter 15: Importance of Natural Resource Management for Livestock: Case Study from Sankhuwasabha District, Nepal	89
- <i>Kamala Gurung</i>	
Annex: Participatory Policy Framework for Community Empowerment in Livestock Resource Planning: Suggested Outline	93