

ANNEX

Annex

Participatory Policy Framework for Community Empowerment in Livestock Resource Planning: Suggested Outline

Regional stakeholders meeting: processes and outcome

A three-day stakeholders' meeting was held from 11 to 13 October 2001 as part of the process for developing a participatory policy framework for community empowerment in livestock planning. The workshop provided a platform for stakeholders from Bhutan, India, Nepal, and Pakistan to share information about their study results, work experiences, and limitations and gaps in past and present systems for local livestock resource planning, with an emphasis on linkages such as those with natural resource management. There was a brainstorming session on the components that need to be included in any framework for community based livestock resource planning following the interactions and discussions. The outcomes are summarised in the following.

The agreed goal and objectives of such a framework are as follow.

Goal

- To empower farming communities so that they can plan and manage local livestock resources in order to improve mountain livelihoods in a sustainable manner

Objectives

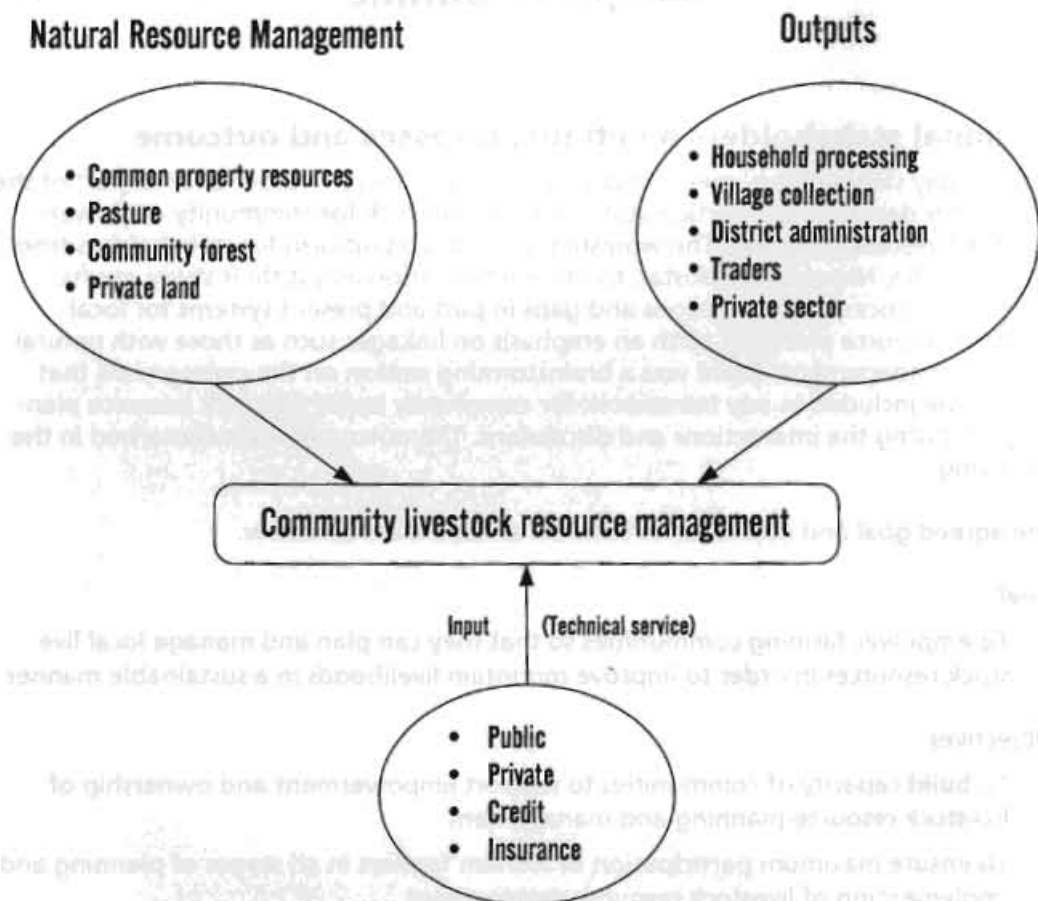
- To build capacity of communities to support empowerment and ownership of livestock resource planning and management
- To ensure maximum participation of women farmers in all stages of planning and implementing of livestock resource development
- To emphasise an integrated approach to natural resource management for livestock resource development
- To improve income generation by promoting value addition, product diversification, and marketing development

Planning should be done by community-based organisations (CBOs), in this case local 'Farmer's Groups'. Thus the suggested framework deals with what these organisations need to know, how they should be organised, the role of outside agencies, and the overall strategies for helping them obtain the necessary know-how for planning ('empowering').

Linkages of community based organisations (CBOs) with local resources

Before CBOs make plans for resource use, they need to understand the links between various components of the resource base (biophysical, plants, animals and human beings). Figure 1 illustrates some of these links.

Figure 1: Simple links between a community and the local resources



Community resource inventory

CBOs should be aware of the resource base in quantitative terms (if possible). This information becomes the basis for future projections and planning. The inventory should include the following.

- Population
 - Human
 - Livestock (by species, breeds)
- Land-use systems
- Grazing lands/pasture

- Common property resources
 - wasteland
 - barren land
- Animal health centres
 - cooperatives
 - private
- Feed (concentrate) supply

Acknowledging constraints

There are a number of constraints that should also be considered during livestock planning. CBOs and their supporting agencies and partners need to be informed about the specific situation related to these factors in the area under discussion and consider strategies to take them into account and where possible overcome them. The most common constraints can be summarised under the four main headings of

- technical and resource constraints,
- markets,
- credit, and
- animal health infrastructure.

Farmer's groups

Targeting different groups of farmers is critical in allocating resource use. Are farmers in the community homogeneous in terms of their private household resource base? This depends on communities and geographical locations. Certain communities are already recognised as vulnerable. Especially in the mountains, they are deprived of access to and control over local resources by virtue of belonging to lower castes/classes. Some areas are resource scarce. In such environments, communities in general are resource poor.

There are disparities among farmers in terms of the resource base. An example is shown in Figure 2. Farmers can be categorised into three groups on the basis of their resources: resource-rich, resource-poor, and vulnerable or landless. However, such classifications should be decided by the local communities themselves.

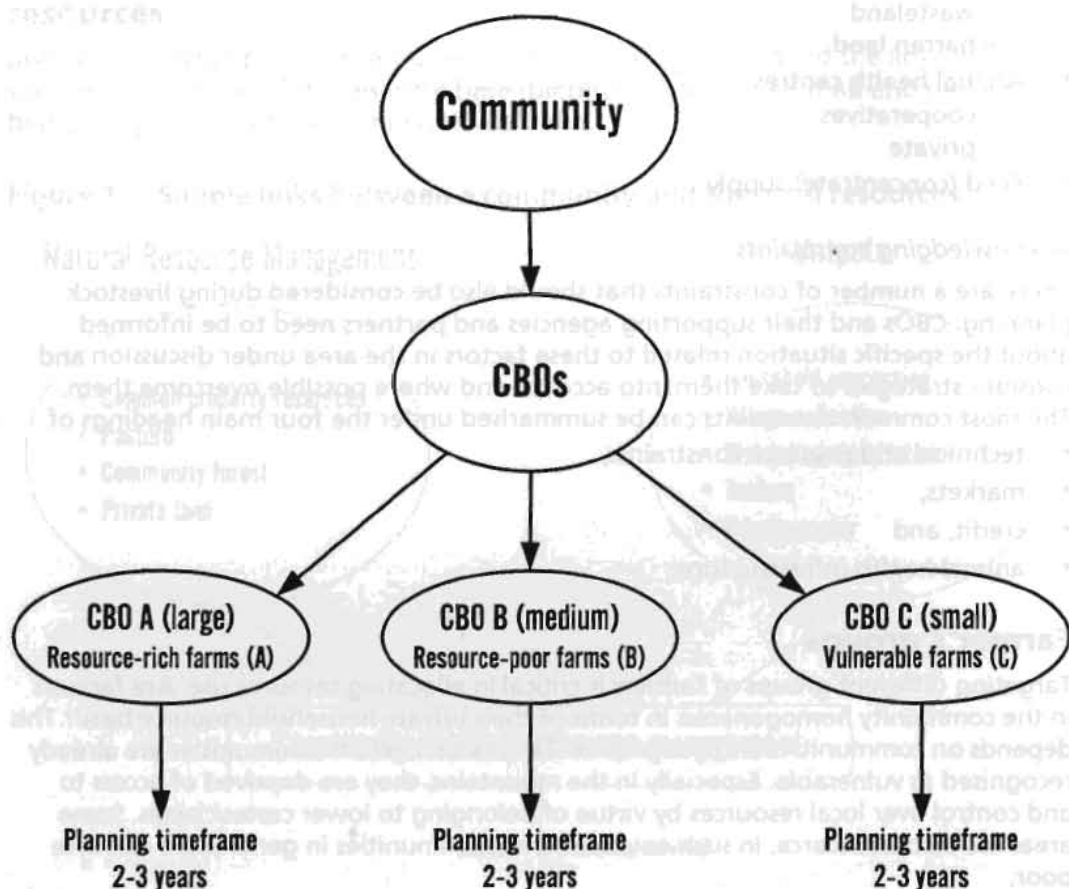
Principle for organising farm groups

- Allow farmers themselves to decide for effective planning
- Leave it to CBOs or communities to decide farmer categories.
- Monitor conflicts among farmer categories

Role of outside agencies and tasks of CBOs

CBOs need be sensitised by outside agencies, such as government line agencies or I/NGOs, in terms of providing training, and encouraging participation and empowerment of women in the planning process. They should, however, be allowed to carry out their planning independently of the influences of outside agencies. They should be able to carry out the functions listed in Figure 3 under tasks of CBOs. Once they are well trained in these tasks and capable of undertaking them independently, they

Figure 2: Categories of farmers' groups based on their resource situation



are considered to have been empowered. However, at the initial stage, they need training the assistance of external expertise, and facilitation by I/NGOs or government agencies.

Strategies for empowering CBOs in local livestock resource planning

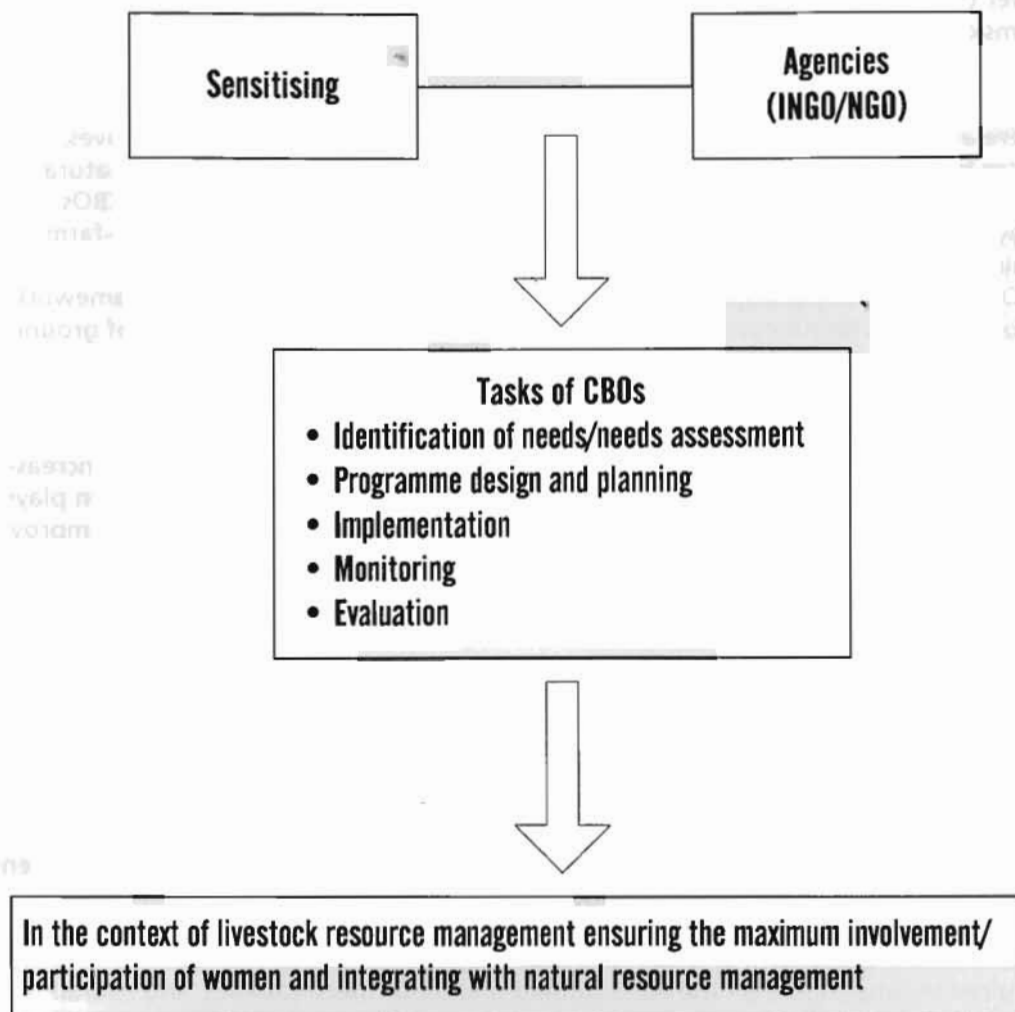
Strategic Alliances

Field-based government line agencies, I/NGOs and private entrepreneurs can play critical roles in achieving overall strategies for empowering CBOs in planning and programming of the livestock resource base in the context of natural resource management. They should form strategic alliances and partnerships to empower CBOs to operationalise plans and programmes. CBOs should actively seek alliances with private NGOs/line agencies/the private sector.

Strengthening CBOs

At the initial stage, it may be necessary for organisations to assist CBOs in building their capacity and strengthening their skills and knowledge base through awareness-building, sensitisation, and training.

Figure 3: Sensitisation by Outside Agencies and Tasks of CBOs



Enhancing women's participation

Women's participation and empowerment in local planning can be enhanced by actively involving women's groups in programmes for awareness-building, sensitisation, and training. CBO groups should have a given minimum percentage of women.

Integration of natural resource management and livestock

Livestock resources cannot be planned in isolation from natural resource management. There are strong links between keepers of livestock and natural resource management particularly for poor farmers, and conflicts can arise in the use or sharing of common property resources such as rangelands or fodder grass from forests. As poor people mostly depend on common property resources for livestock feed, improving resources through such activities as introduction of fodder grass species and

planting of fodder trees on common property resources or private lands is critical in order to improve livestock productivity. Technological interventions are required in terms of improving fodder species by selection or testing of other species.

Technical intervention

There are a number of technical interventions (biogas, improved cooking stoves, water harvesting, peltric sets, and so on) that can decrease the pressure on natural resources. The kinds of technical inventions required should be assessed by CBOs. They should be on a demand basis rather than supply-oriented. Adaptive on-farm trials of new technologies can be tested and/or demonstrated in partnership with CBOs with the full participation of local farmers. If a technological policy framework is formulated without consultation with CBOs and without understanding of ground realities it is bound to fail.

Increasing household income

The ultimate goal is to reduce poverty and increase household food security. Increasing household income through enhanced livestock productivity and production plays a critical role in achieving this. Other aspects that should be explored include improving market linkages, product diversification and value addition, and credit and insurance schemes.

Operationalisation

Once the CBOs have been formed, have developed the necessary understanding and capacity for planning, have a basic inventory of local resources, and are clear about their main strategy and priorities, the first steps can be taken in the planning process. The first step is to carry out input/output and demand/supply assessments – both actual and under various scenarios. The physical possibilities for marketing will be explored, including approaches like cooperatives and forward contracting. The potential outputs will be assessed in terms of resources, farmer capacity, marketing possibilities, and similar. Then the requirements for particular directions of expansion can be calculated, together with such factors as the availability and affordability of required inputs, impact on the environment and on farmers' families, and overall expected cost/benefit. Choices can then be made and detailed plans drawn up. The plans should include approaches to ensuring effective monitoring and evaluation. The framework should provide guidelines for all of these. It is not intended to be a detailed planning instrument, rather to provide an outline to enable CBOs to ensure that they have taken all the necessary factors into account, and to help them in their planning and decision-making processes.

Operationalisation and implementation of the strategic planning framework will be discussed in more detail at a meeting to be held in December 2002 in Kathmandu. At this meeting, details will be worked out of the knowledge to be acquired, its synthesis, the approaches that can be used by the CBOs and their partners, and the practical implementation in livestock planning. These will then be tested in the field, and the framework revised and refined accordingly. The final aim is to develop a framework for livestock planning based at the community level that can be adapted and applied across the HKH.