



Booklet 2: Participatory Rangeland Planning: *A Practitioners Guide*



ESARO Regional Drylands Programme



BUILDING FLOURISHING COMMUNITIES



Garba Tula district in Isiolo County of Northern Kenya, is a region covering approximately 10,000km and home to around 40,000 predominantly Boran Pastoralists. The region is characterised by arid and semi-arid conditions and is rich in biodiversity and wildlife resources. Despite being surrounded by protected areas such as Meru National Park and Bisan Adi Game Reserve the full potential for conservation is not being met, and instead communities are often threatened and restricted by wildlife populations. The majority of land in Garba Tula district is held in trust by the country councils, who exercise strict control over the allocation of land. Decisions on the use and management of land are taken out of the hands of local communities and their traditional authorities, weakening them and leading to increased land fragmentation and degradation.

IUCN's dryland programme based at the IUCN Eastern and Southern Africa Regional Office (ESARO) has been working in Garba Tula District, of Isiolo County since 2009 implementing the Improving Governance of Natural Resources for Rural Poverty Reduction project with funding from the Department for International Development Governance and Transparency Fund, (DFID-GTF), and complementary resources from Catholic Aid for Relief and Development (CORDAID). This project seeks to strengthen natural resource governance in Garba Tula, by supporting the underlying institutions and regulatory systems, enabling more participatory decision-making practices and positioning communities to benefit from more sustainable resource management. The project has 4 key result areas:

1. Decision makers and stakeholders have increased awareness and policy guidance for dryland management based on identified best practices.
2. More effective participatory decision-making in natural resource use and management, based on strengthened institutional arrangements
3. Local communities are better able to capture viable economic and biodiversity-related benefits from identified dryland ecosystem opportunities
4. Lessons and best practices are effectively captured and disseminated to promote learning and enable scaling up of project impacts

These handbooks are the products of this project and are a means to share the learning from the approaches used with a wider audience of practitioners and policy makers. There are 3 handbooks in this series: 1) Strengthening Natural Resource Governance, 2) Participatory Rangeland Planning - A Practitioners Guide and 3) Enabling Community Benefits from Sustainably Managed Drylands.

About IUCN

IUCN, International Union for the Conservation of Nature, helps the world find pragmatic solutions to our most pressing environment and development challenges.

IUCN works on biodiversity, climate change, food security, governance and greening the world's economy by supporting scientific research, managing field projects and bringing governments, NGOs, the UN, communities and the private sector together to develop policy, laws and best practice.

IUCN is the world's oldest and largest global environmental organisation, with more than 1,000 government and NGO members and almost 11,000 volunteer experts in some 160 countries.

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Acronyms

IUCN International Union for the Conservation of Nature

NRM Natural Resource Management

PRP Participatory Rangeland Planning

RAP Resource Advocacy Programme

RUA Rangeland Users Association

SWOT Strengths, Weaknesses, Opportunity and Threats

WUA Water Users Association

About the handbook

This handbook is a product of IUCN's Garba Tula project ***“Improving Natural Resource Governance for Rural Poverty Reduction”***. It also borrows from other IUCN experiences in participatory environmental work in Eastern Africa. The handbook offers a quick and easy procedure to be used in realizing Participatory Rangeland Planning processes that will enable communities to derive multiple benefits from dryland natural resources in a sustainable manner through the engagement of various stakeholders.

Background to Participatory Rangeland Planning

What is Participatory Rangeland Planning (PRP)?

Participatory Rangeland Planning is a highly valuable approach that enables resource users to analyse and avert threats and maximize on the potential of rangeland resources to ensure the continued delivery of ecosystem goods and services. As the name suggests it is a participatory and community-driven process that lays the foundation for identifying priorities for rangeland resource management and use. The process is inclusive and involves multiple rangeland users and stakeholders, to generate common action plans and measures for optimal rangeland use.

Rationale for Participatory Rangeland Planning

Rangeland resources in pastoral communities are often exploited collectively by local users and other neighbouring communities in a mutually agreed manner, based on a set of norms and rules. Although these norms and rules of resource exploitation have existed in many rangelands for centuries, in recent years they have diminished resulting in resource degradation and threats to rangeland productivity. Many options exist to improve the management of the rangelands, one such approach is Participatory Rangeland Planning.

The overall aim of Participatory Rangeland Planning is to improve the livelihood of pastoral and agro-pastoral communities through comprehensive and integrated rangeland resource management and development planning.

The specific aims of PRP are to:

- Foster productive use of rangelands at landscape levels by building on indigenous grazing systems and establishing improved management plans and resource use patterns;
- Enable communities to identify productive measures to improve rangeland health, and minimize land degradation;
- Engage multiple stakeholders to strengthen cooperation and negotiation on land and resource use among pastoral communities, agriculturalists, investors and government officials;
- Engage community and government in the development of plans to improve collaboration and foster cultures of participation within government decision making processes.

Natural Resource Management in the Waso Rangeland of Garba Tula

The Waso rangeland is endowed with a range of natural resources that provide diverse products and services to local communities, people from neighbouring counties and pastoralists from southern Ethiopia. The rangeland offers multiple-use functionality across diverse habitats (water systems, pasture belts and riverine areas) that hold key natural resources and provide ecosystem services. Despite the critical roles that these habitats play they are faced with a number of threats that undermine their productivity, namely: deforestation, unmanaged fires, overgrazing and invasive alien species. The above threats emanates mainly from the lack of coherent approaches to planning and decision making. The haphazard development of water points (dams, pans and boreholes) in former wet season/dry season grazing areas is an example of malpractice due to improper planning and which has attracted spontaneous settlement and year-round grazing that results in degradation. To curb destructive practices that undermine the provision of goods and services, especially in high fodder areas and biodiversity hotspots, more inclusive and participatory resource management practices and plans are required.

Traditionally, the Waso rangelands have been managed by the Borana traditional grazing systems, with ownership of the land vested in the community and supervised by an intricate governance mechanism with a hierarchy of organization at the “Olla” (several households), “Artha” (a cluster of Ollas) and “Dheeda” (a grazing area) levels.¹ These associated community institutions were used to manage the diverse ecological zones effectively with clear delineation of key resources and drought reserves.

The role of traditional institutions in resource governance waned with the advent of the colonial governments where colonial chiefs were empowered to enforce laws on resource use. Although greater responsibilities of enforcement were vested in the chiefs, the Dheeda committees were instrumental at the lowest hierarchy of resource management, deriving support from colonial chiefs when needed. The role of the Dheeda committees greatly diminished after independence. The breakdown of traditional governance mechanisms and the erosion of power of the traditional institutions resulted in the emergence of sectoral management practices, which disrupted the integrated systems previously practiced and threatened rangeland productivity and livelihoods in the rangelands.

The ever-increasing challenges facing the Waso rangelands call for proper planning. Due to the engagement of multiple stakeholders in the utilization and management of resources Participatory Rangeland Planning is an option currently being explored to enhance rangeland productivity, conserve biodiversity and improve the livelihoods of the communities that depend on the rangeland resources.

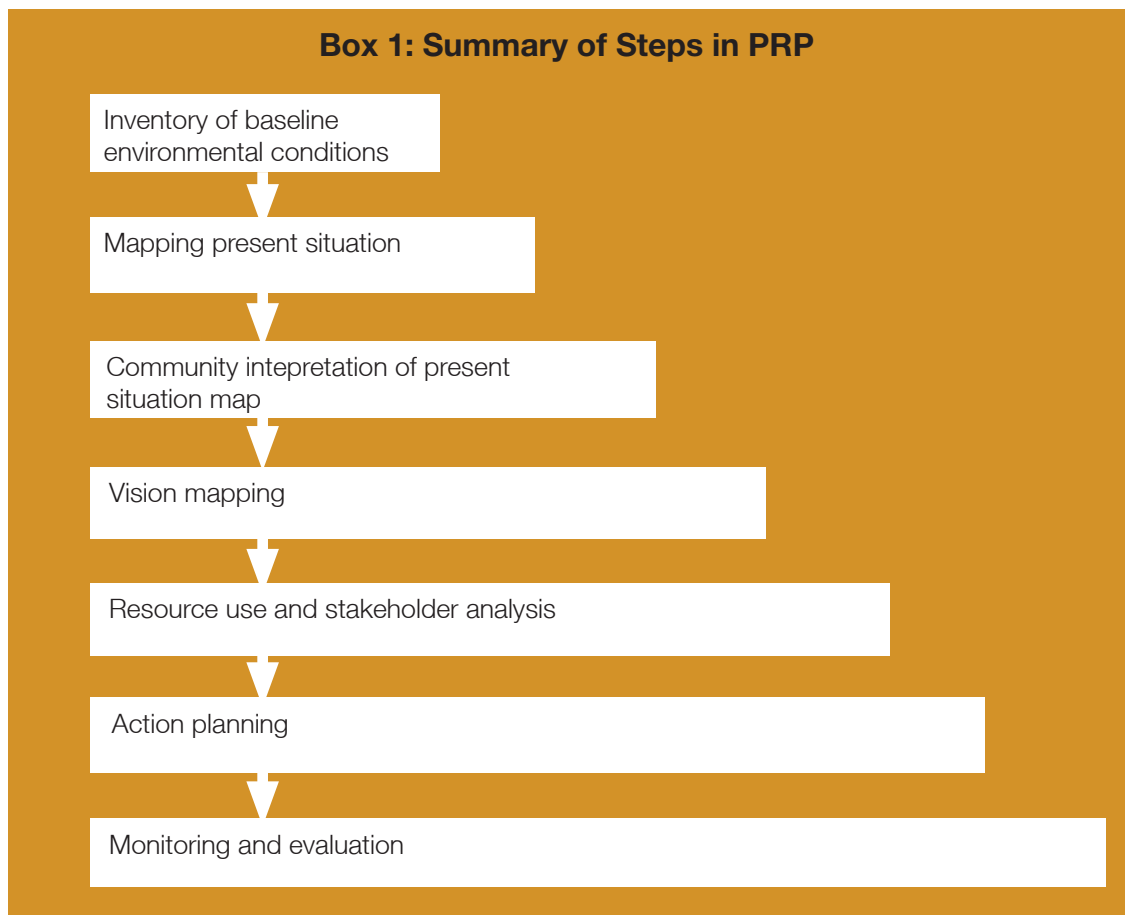


¹ IUCN/RAP. Survey on traditional institution and strategies of governing resources: A case of Waso Boran in Garba Tula District. Unpublished manuscript, 22pp

Key steps in Participatory Rangeland Planning

Participatory Rangeland Planning is a process based on continuous engagement of stakeholders towards achieving sustainable rangeland productivity. The process itself follows a sequence of steps as shown in Box 1 below. A number of organisations have developed similar processes in community natural resource planning. Community Environment Action Planning² which is based on IUCN's experience in participatory environmental management in the Eastern Africa region is one such example. Introductory Guidelines to Participatory Rangeland Management in Pastoral Areas³ which was based on work previously carried in Ethiopia is another. PRP borrows heavily from these approaches.

The process of PRP is informed by the underlying aim of rangeland productivity and livelihood enhancement in a dynamic system, which is constantly changing and responding to climatic cycles, weather, fire, grazing or browsing and other anthropogenic disturbances. It is important to note that although services like health, schools and other infrastructure are essential to communities in rangelands they are not the primary focus of PRP process.



2 Wandago et al., (2011) Community Environment Action Planning A Guide for Practitioners. IUCN 16pp. Nairobi.

3 Flintan and Cullis (2010) Introductory Guidelines to Participatory Rangeland Management in Pastoral Areas. Save the Children 35pp.



Figure 2: Present situation map of Waso rangelands

Instructions for drawing present situation map

1. Allow 1 to 2 hours for this task.
2. Divide the participants into at least two groups (men and women; pastoralists and agro-pastoralists). Depending on numbers and the time more groups may be informed.
3. Ask participants to mark the borders of the rangelands under community jurisdiction or communally owned.
4. Mark in all natural resources: water points, farm land, grazing lands (wet and dry season areas), forests, livestock distribution etc.
5. Mark degraded areas, intact areas, environmental problems in each area.
6. Draw the infrastructure such as roads, houses, hospitals. Do not mark in all the houses, schools, etc. - as the emphasis of this work is on the environment. Just mark in a few houses to show where the villages are.
7. At the end share the maps with other groups in plenary.

The map in Figure 2 shows the current status of resources within the Waso rangelands, as identified by the local community. It clearly shows the locations of important resources, mobility patterns and routes during dry and wet seasons, drought reserve areas, settlement patterns, degraded areas, farm encroachment and bush encroachment. The map also indicates the routes used by neighbouring communities that depend on the Waso rangelands mainly during drought periods. The information in the present map forms the basis on which vision map is drawn. The map shows the current status of resources within the Waso rangelands. It clearly shows the locations of important resources, mobility patterns and routes during dry and wet seasons, drought reserve areas, settlement patterns, degraded areas, farm encroachment and bush encroachment. The map also indicates the routes used by neighbouring communities that depend on the Waso rangelands mainly during drought periods. The information in the present map forms the basis on which the vision map is drawn.

Interpretation of the present situation maps

Based on the present situation map community members identify problems in the rangelands and the opportunities that exist. These are discussed and solutions are sought to form the basis of the action plan. The discussions can be done thematically to generate enough information for the plan. At this stage community members focus on significant problems that affect their livelihoods and unpack the root cause or factors that contribute to that problem. A natural resource matrix is then drawn up through ranking of threats to major resources and opportunities based on their perceived importance to the community. This exercise involves the listing of important habitats, and resources, and the identification of threats that they face.

Instructions on interpretation of the resource maps

1. Allow at least 1 hour for this exercise.
2. Ask participants to identify the most important resources to their livelihood.
3. Discuss the threats and challenges facing the identified resources. See Table 1 as an example of the natural resource matrix developed in Garba Tula.

Table 1: Natural Resource Matrix in Garba Tula

NR Values	Major Threats
Water systems <ul style="list-style-type: none"> • Major rivers • Springs, water pans, wells etc. 	<ul style="list-style-type: none"> • Reduced water levels (from upstream abstraction) • Poor water quality (due to lack of management/breakdown in traditional systems) • Breakdown of infrastructure (lack of management/traditional systems) • Catchment forest deforestation
Seasonal pasture mosaic <ul style="list-style-type: none"> • Dry season • Wet season • Drought 	<ul style="list-style-type: none"> • Overgrazing - unregulated influx of livestock (weak management systems) • Insecurity issues preventing traditional grazing movements • Protected areas preventing traditional grazing movements • Sedentarization and settlement (often associated with relief aid interventions) • Unmanaged fires • Invasive species
Riverine habitats <ul style="list-style-type: none"> • Forests • Grasslands 	<ul style="list-style-type: none"> • Conversion to agriculture • Deforestation (for charcoal, fodder, building) • Invasive species
Bushland <ul style="list-style-type: none"> • <i>Acacia-Commiphora</i> dominated 	<ul style="list-style-type: none"> • Deforestation (for charcoal, fodder, building) • Overgrazing • Unmanaged fires
Hardwood species	<ul style="list-style-type: none"> • Deforestation (commercial for building materials)
Elephants	<ul style="list-style-type: none"> • Poaching • Blocking of migration routes • Competition for water (at key sources during drought)
Grevy's Zebra	<ul style="list-style-type: none"> • Poaching for skins and traditional medicines to treat tuberculosis and sexually-transmitted diseases



Figure 3: Community vision map of Waso rangelands

Vision mapping (5-10 years time)

After the presentation and interpretation of the present day maps by different groups the next step is the drawing of vision maps. Vision maps depict the aspirations of the community with regards to the landscape and environment in the coming 5-10 year period. Vision mapping enables communities to identify how they would like their resources and land to be used and managed in the future. It provides a platform for the coming action planning stage, where participants will identify solutions to current problems, and opportunities to enhance their livelihoods.

Instructions to draw vision map

1. Allow between 1-2 hours for this work.
2. Use the same groups as for the present situation mapping.
3. Ask the participants to imagine what they would like the rangelands to look like in some agreed future (5-10 years) time.
4. Ask the participants to make a new map using the same boundary as the present situation map.
5. Have participants draw in their vision for the future based on all the natural resources - water, farm land, grazing lands, forests and rivers.
6. Do not mark in all the houses, school etc.-as the emphasis of this work is on the environment. Just mark in a few houses to show where the settlements are.
7. At the end share the maps with the larger group explaining the adjustments made to present situation map to achieve the vision of sustainable rangelands.

In Garba Tula community members suggested some interventions that will enable them to overcome the current challenges in the rangelands. Some of the immediate priorities identified include: decommissioning of dams and pans that are associated with degradation, and eradication of invasive species like *Prosopis juliflora*, as can be seen in Figure 3 above.

Resource Use and Stakeholder Analysis

For effective rangeland planning and management, it is critical to understand the different stakeholders and resource user groups who are involved in the use and management of the rangelands. Stakeholder analysis is useful in understanding key stakeholders, their rights, responsibilities, relationships and the type of benefits derived from each resource. It also helps in understanding in more details the problems and opportunities related to resource utilization. The other aspect the analysis reveals is the potential risks and actual conflict between user-groups, and the different relationships between them. The resource use and stakeholder analysis involves group discussions guided by the 4R's matrix approach. The 4Rs stands for Rights, Responsibilities, Relationships and Revenues.

- **Rights:** Who has what rights to use the rangeland resources and for what purpose?
- **Responsibilities:** Who takes what actions in terms of rangeland and resource management?
- **Relationships:** How do the different stakeholder relate to each other?
- **Revenues:** Who benefits from the rangeland resources?

Instructions for undertaking resource use and stakeholder analysis

1. Allow at least 1 hour for this work.
2. Divide the participants in to groups.
3. Ask the communities to list the resources in order of priority.
4. Discuss in groups who the different stakeholders are, who has an interest in or use of the natural resources listed. Each identified resource is listed and details concerning the 4Rs for each stakeholder are added.
5. All stakeholders who use and manage resources need to be identified and the nature of resource-based relationships between various primary and secondary stakeholders explored. The secondary and primary stakeholders are differentiated mainly by proximity of their settlement to the rangeland resources analyzed.
6. Enable group presentation and discussion on the results of the analysis.

In addition to conducting the resource and stakeholder analysis, as is shown below for Garba Tula, in Table 2, it is also important to do an analysis of the resource management institutions in order to gauge their strength and weaknesses. SWOT analysis for institutions will help in understanding the role each institution plays in resource management and highlight areas that require strengthening and improvement.

Table 3 shows a SWOT analysis that was carried out in Garba Tula for some of the main NRM institutions in the district. It indicates some of the criteria for measuring the capacity and strength of the institutions in addition to the areas where improvements are required. The end result of a stakeholder analysis is a clear understanding of who is doing what concerning the rangeland, and the kind of relationships they have to one another. The information provided forms the basis of community discussions of who should be involved in an improved rangeland management structure which provides some insights into the action plan preparation.

Table 2: Resource Stakeholder Relationship Analysis

Resource	Stakeholders	Rights	Responsibilities	Relationships	Revenue
Water	Water Resource Users Association (WRUA),	<ul style="list-style-type: none"> • To access and control • To Protection • To Own 	<ul style="list-style-type: none"> - To manage - To utilize - To protect 	Mutual support With outsider/ upstream users – conflict With water boards/ Ministry of water - Supportive	Water Levies
	Rangeland Users Association	<ul style="list-style-type: none"> • To access and use • To own 	<ul style="list-style-type: none"> - To manage - Advice on utilization and planning 	Cooperation with other users	-
	Community members,	<ul style="list-style-type: none"> • To own • Access and use 	<ul style="list-style-type: none"> - To manage - To protect 	Mutual support with other users	-
	Ministry of Water	<ul style="list-style-type: none"> • Use • Allocation of water 	<ul style="list-style-type: none"> - Planning and management - Collect revenue - Impose fines and other punitive measures 	Good Working relationship with other users -Close cooperation with WRUAs	Water Levies
	NGOs	<ul style="list-style-type: none"> • Advice on water use and management 	<ul style="list-style-type: none"> - Support development 	-Mutual help and cooperation with other users	-
Pasture	RUA	<ul style="list-style-type: none"> • Access and control • Ownership 	<ul style="list-style-type: none"> - To manage - To utilize - To Protect 	With Secondary user - mutual support With outsider - conflict	Insignificant levies
	Community members	<ul style="list-style-type: none"> • Access 	<ul style="list-style-type: none"> - To manage 	-Mutual cooperation -Conflict with outside users	-
	Ministry of Livestock	<ul style="list-style-type: none"> • Control 	<ul style="list-style-type: none"> - Planning and management - Advice users on sustainable management and utilisation 	-Mutual cooperation with other users -	Insignificant levies
	NGOs	-	<ul style="list-style-type: none"> - Technical advice on management - Financial and material support 	-Good working relationships	

Table 3: Analysis of strengths and weaknesses of resource management institutions in Garba Tula

Mechanism Principle		Resource Advocacy Programme	Water Service Providers	Rangeland User Association
Legitimacy	Strengths	<ul style="list-style-type: none"> Well understood and endorsed by community members through a series of meetings Registered as CBO under Ministry of Social Services. Registration as trust in process 	<ul style="list-style-type: none"> Well understood by community members as mechanism plays an important part in their lives Clearly defined legal structures (either registered WSP or in some cases as a CBO) 	<ul style="list-style-type: none"> The is mechanism well understood by community members in the Merti/Garba Tula areas Registered as a CBO, and has constituted a board of trustees to oversee operations
	Weaknesses	<ul style="list-style-type: none"> Community sensitization forums have not extended into Merti District Registration as trust under the Trustees (Perpetual Succession) Act needs to be finalised 	<ul style="list-style-type: none"> Currently limited involvement of wider community members in decision making Democratic processes leading to election of members are needed in many cases 	<ul style="list-style-type: none"> There is a need to hold annual general meetings, and provide other opportunities for stakeholder engagement
Performance	Strengths	<ul style="list-style-type: none"> The institution is still very young and has not had chance to have an impact yet 	<ul style="list-style-type: none"> The mechanisms accessible to most residents (although not in more remote marginal areas) 	<ul style="list-style-type: none"> The mechanism is open and accessible to all registered users in the area
	Weaknesses	<ul style="list-style-type: none"> Institutional capacity is weak and equipment and financial resources are minimal There are no measureable indicators of progress to assess institutional performance 	<ul style="list-style-type: none"> Some history of poor maintenance and breakdown of water supply equipment There is limited capacity and knowledge among members of some water service providers 	<ul style="list-style-type: none"> Some form of legal basis for rules and regulations issued by the RUA would strengthen its impact Financial and technical capacity of the organisation is low limiting performance
Summary		<ul style="list-style-type: none"> RAP has the potential to play a critical role supporting NRM in Garba Tula. It is locally owned and driven, which gives it a strong mandate in the Garba Tula area support is needed 	<ul style="list-style-type: none"> WSPs play a critical role in providing water to users in a very dry area Performance can vary between different WSPs within the Garba Tula area Accountability is particularly weak and needs to be improved, along with overall capacity 	<ul style="list-style-type: none"> Mechanism plays a critical role in providing water to pastoralists during droughts Has a strong institutional foundation as a CBO with registered members Elections and regular meetings need to be held to improve accountability and engagement

Developing the Action Plan

The next step in a PRP process is the formulation of the action plan. The action details the activities to be implemented to ensure the achievement of the vision maps. It aims to identify ways of solving existing problems and capitalizing on opportunities, clarifying roles and responsibilities and highlighting resources.

Instructions for developing action plans

1. Allow 2 to 3 hours for this exercise.
2. Divide the participants into groups preferably using the same groups as for the mapping.
3. Ask each group to consider the information gathered during the mapping and stakeholder analysis and based on this:
 - a. Determine activities to be undertaken and prioritized. The focus should be on the natural resource management components and ensuring that the activities can be implemented by communities themselves without external assistance or with minimal assistance,
 - b. State why the activities are necessary,
 - c. Identify the resources required,
 - d. Identify who will implement the proposed activities,
 - e. Identify where the activities will be undertaken,
 - f. Decide on the time for the execution of each activity.
4. Allow each group to make presentation on the plans and to discuss amongst the participants.



Table 4 below is an example of some of the action points that were developed during the PRP process in Garba Tula.

Table 4: Rangeland Action Plan

Problem cluster	Suggested solution	Why	What (Resource)	Time frame	Where (location)	Responsible body
Governance failure	Removal of <i>Prosopis</i> Species	Destruction of sand value and shallow wells in Garbatulla Lagga	Finance Power saws, Pangas	Oct– Dec 2011	Garbatulla Lagga	RAP, IUCN RUA, Min. of Agriculture Community
	Management of <i>prosopis</i> in the Malka/ Arba Korbessa and Malka/ Galla	Used for fodder, shade, firewood, timber and human food. Habitat	Training communities Linking to other users e.g. animal feed manufacturers Financial support	Oct 2011-2015	M/Arba Korbessa M/Galla	RAP, IUCN RUA, Min. of Agriculture Community
	Eradication of <i>Sarim</i>	It is an invasive species	Finance Equipment e.g. Jembe, Panga, Tractor e.t.c	Jan 2012-2015	Bulesa and Cherub area Iresaboru	RAP, RUA IUCN, Min. of Livestock
Pasture degradation	Closing of Dams	Degradation and depletion of pasture For pasture regeneration, we need an agreement between users to let it recover	Finance for decommissioning	Jan–Dec 2012	(In order of priority) 1. Yamitcha 2. Rahole 3. Bwana Cook 4. Haral Hotuu 5. Abagarse 6. LMD 7. Hara Adhi 8. Taiboto	RAP IUCN RUA NWSB Min. of Water
Bush Encroachment	Strengthen institutions in managing rangelands	Improve Rangelands To enhance transparency and accountability To enhance participation and ownership To avoid conflict and improve quality of leadership Peace building	Finance, Expertise, Training, Exposure tour	Jan 2012-2015	1. Merti Zone 2. Garbatualla Zone 3. Kinna and Sericho Zones	Dheeda, RAP RUA, IUCN NRT, County Government

Participatory Monitoring and Evaluation

Developing monitoring and review systems for PRP is important to ensure that this is not a one-off exercise and that systems of accountability are engrained in the process. Regular monitoring of plans enables understanding of what has been achieved, identification of deviations from the plan and areas that need further attention to achieve the desired outcomes. It is important to generate indicators at the development stage that will guide the monitoring during the course of implementation. As with the entire PRP process, the identification of indicators must be participatory so that those selected are meaningful to the community.

Key questions to ask during monitoring and evaluation:

- What did you plan to do?
- What did you actually achieve?
- What did you not achieve and why?
- What will you do differently next time?
- How will you know if you have been successful?



Key lessons from PRP

The process of PRP in Garba Tula has formed a critical part of strengthening the governance of NR in the district. It has strengthened participation, and the engagement of communities in decision making. It has also highlighted the key role that indigenous institutions play in sustainably managing resources, and the threats to the continued effectiveness of these institutions. A number of key lessons have been learned as a result of this process:

- Engaging community members and government officials from the onset of the planning process facilitates formulation of action plans that are owned by everyone thereby ensuring effective implementation.
- The process has helped communities assess the multiple resource users and created avenues to improve collaboration and co-exist amongst competing user groups. PRP processes require time and patience to develop inclusive action plans that meet the needs of multiple stakeholders.
- Adequate resources must be allocated to the implementation of the action plans. If activities planned are too ambitious and costly few will be implemented due to limited resources.
- The environmental problems that threaten productivity and sustainability of the rangelands have been attributed largely to breakdown in traditional resources management systems. Fortifying customary resource management practices and planning processes is essential to achieving sustainability in rangelands.
- Mapping resources helps recognize the numerous untapped resources as well as how the tapped resources have been mismanaged. This is an important step towards restoring and conserving rangeland resources and identifying additional opportunities for community benefit.



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