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Booklet 1: Strengthening natural resource governance in Garba Tula

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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)

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Acronyms

IIED   International Institute for the Environment and Development

IUCN   International Union for the Conservation of Nature

NRM   Natural Resource Management

RAP   Resource Advocacy Programme

RUA   Rangeland Users Association

SWOT Strengths, Weaknesses, Opportunity and Threats

WUA   Water User Association

About the handbook

Natural resource governance in Garba Tula

Many of the above issues, as articulated by community representatives, shaped the focus of IUCN's work on natural resource governance in Garba Tula district. So, if governance is so important – what

In order to determine what changes to natural resource governance that the project would like to support and the strategies for achieving this, IUCN conducted a strategic planning process with RAP. This process involved a visioning process which highlighted the current governance challenges facing communities in the district and the vision for change, as shown in table 1 below.

Based on governance challenges described above, a number of theories of change were developed which provide the foundations of the project:

- Stakeholder participation within natural resource planning processes will ensure NRM plans are contextually appropriate and effectively implemented and enforced.

- Stronger local institutions will lead to better management of dryland ecosystems.

- Supporting the development of biodiversity based sustainable livelihoods will promote the value of dryland ecosystems and the need to preserve and protect their natural resources.

- Stronger mechanisms for enforcement of locally appropriate by-laws leads to effcient resource utilisation and sound management of land, forest and water resources.

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Table 2: Project strategies to improve natural resource governance

Support development of b -laws at the count level

Providing mechanisms through which local practices, cultures and innovations can be mainstreamed into official regulatory frameworks for natural resource management in Garba Tula, arises from the recognition that compliance with laws and regulations is relative to the extent to which it refects local customs, traditions and value systems of the people it is intended to govern. While many of the customs and traditions in this area remain resilient and applicable, recent years have witnessed considerable erosion of the institutional structures through which they were previously enforced. The challenge, then, is to fnd how the local customs, traditions and values can be institutionalized into formal natural resource management regulatory frameworks.

By strengthening traditional rules on natural resource management and formalizing those into laws that guarantee fair access and governance, the project contributed to more secure resource tenure. More security over ones rights to a resource base encourages more appropriate investment, enables effective decision making on use and management and enhances the well-being of local people.

The process of developing the local by-laws was extremely participatory and had buy–in from the

2) Distillation of customary rules and regulations into a language that will permit for their enactment as

Support Participator Rangeland Planning processes

Participatory rangeland planning is a tool used to respond to a number of the governance challenges mentioned at the start of this booklet. Rangeland planning helps improve participation in decision making, and transparency and accountability, it strengthens community and government engagement, and values local ecological knowledge. In addition, the process of participation ensures that the resultant rangeland plans are contextually appropriate and effectively implemented. Through this process resource users can more effectively avert threats and maximize on the potential of resources, to deliver the available and diverse rangeland goods and services. For more details on this process and the plans developed for Garba Tula, please refer to Booklet 2 of this series, on participatory rangeland planning.

Methodology of participatory rangeland planning

The process of PRP follows a series of sequential participatory steps:

Inventor   of baseline environmental conditions: Developing a plan for using rangeland resources requires baseline information about the productive capability of the rangelands, current conditions, seasonal use patterns, intended use, and multiple users. For this analysis a number of participatory tools can be used such as seasonal calendars, mapping of resources, historical trend analysis etc. The ultimate output of this initial approach is to produce community rangeland resource maps, detailing the status of the resource base, the various resource users, mobility patterns and important rangeland use and access issues experienced in the area.

Vision maps: Based on the assessment of the current status, communities are asked to develop vision maps that show their plans aspirations for the management and use of resources in a 5-10year period. These maps form the basis of the action plans.

Stakeholder anal sis: This stage involves a thorough review of rangeland users to understand the relationships between them and their involvement in the use and management of rangeland

Capacit building support to customar NRM institutions

Rangeland resource management demands attention to many crosscutting issues. Rangeland resources are subject to multiple uses, by multiple users and overlapping and contested mandates, all of which raise governance challenge that require institutional responses at various scales. IUCN worked closely with both statutory and customary NRM Institutions in Garba Tula during the life of the project. Table 4 overleaf lists the main institutions both customary and modern that are present in the district.

Although weakened and not formally recognized, customary knowledge and institutions still govern and regulate pastoral resource use and access in Garba Tula's rangeland, and are the main institutions recognized by the local communities. Within its work, IUCN works through a community trust, called the Resource Advocacy Program (RAP). RAP was established as a result of a long process of community self-mobilization in order to address problems of poor and weakened governance systems, the loss of resources and land to non-locals, and rangeland degradation.

Although customary institutions have been planning resource management for years, there is little institutional level capacity in formal planning methods that is recognized by the State. Despite this these institutions have their strengths and weakness that informed the capacity building support provided by the project. Table 5 overleaf provides a SWOT analysis of the customary institutions present in Garba Tula. This SWOT analysis was conducted during the project baseline and informed both project objectives and overall strategies.

The project identifed priority institutions and empowered them to manage specifc strategic resources and to oversee general decisions on management. Deedhas, Rangeland Users Associations (RUAs) and Water users Associations (WUAs) were identifed as priority local institutions that were supported to manage strategic grazing and water points. These institutions received capacity building training and support, and were assisted in operationalizing some of the governance strategies agreed in the rangeland plan. In addition, the project actively supported the capacity building of RAP, both technically and fnancially. Through the project RAP was supported in providing convening capacity and to serve as an umbrella organization for rallying other traditional NRM institutions on common issues. By working directly with NR management institutions, the project imparted new skills and knowledge that have also been used in their engagement with other stakeholders also addressing NRM in the district.

Table 4: Major natural resource planning and management institutions in Garba Tula

Customary	Modern/Statutory
• Deedha – Council of elders	• Water Resource User Association (WRUA) • Water Users Associations (WUA) • Resource Management Council - RMC • CBOs working on water and environmental conservation • Range Users Associations (RUAs) • Community Forest Associations (CFAs) • District Environment Committees (DECs) • District Steering Group (DSG) • WRMA • KWS • KFS • NEMA • NDMA • Line Ministries, especially those responsible for agriculture, livestock development, range management, environment, water and ASALs development • Chief and Headman • Projects – IUCN, IIED, Kivulini trust, •

Strengthening natural resource governance in Garba Tula

These dialogues were an opportunity to impart learning and knowledge on IUCN's approach to supporting NR governance in the drylands, to a wide audience. They also provided an opportunity to situate the lessons from the project in wider debates that are emerging within the country as a result of changes to the constitution and the evolving devolution processes.

Ke   lessons from the approach

A number of lessons have emerged from the project with regards to approaches for strengthening governance. These are:

1) **People-centered approaches** – are extremely important. Lasting solutions must be driven by the knowledge, experience, and action of local communities

2) **Legitimac** – ensure work is done through a recognised, legitimate partner. In the case of this project RAP was nominated by the community to work on their behalf and in close collaboration with their customary institutions.

3) **Length engagement** – governance processes are long term and require commitment from those engaging in them. This must be recognised by donors, implementers, governments and communities alike.

4) **Multi-stakeholder processes** – inclusivity and dialogues at all levels are important to ensure that

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