

Participant Guide for Decentralized Natural Resource Management



REPUBLIC OF SOMALILAND

Participant Guide for Decentralized
Natural Resource Management

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Introduction and Background information

Natural resources are the foundations for development of Somaliland underpinning livelihoods, food security, trade and employment. Lack of effective governance structures and capacity made the efforts to combat illegal and unsustainable resource exploitation a difficult task. The effects of climate change, increased population pressures, land degradation and urbanization imposed further pressures on the management of natural resources. Natural resources depletion is exacerbated by conflict and in turn feeds into the cycle of insecurity and violence as clans and communities clash over access to the diminishing natural resource base of pasture, water and forest resources. This applies to areas populated by traditional mobile pastoralists and those with settled agro-pastoral communities and spills over into the urban setting. Within urban areas, commodities coming from the rural pastoral and agro-pastoral areas form a very significant input into the local economy. Conflict and environmental degradation, with their negative effects on each other, contribute to further poverty and, faced with the limited prospects for livelihood diversification, pushes people out of the rural pastoral and agro-pastoral economies and into the urban areas in search of employment or food aid.

To address issues underpinning the NRM sector, Somaliland government through ILO JPLG, developed a programme to support decentralized natural resources management. This aims to achieve as wide coverage in Somaliland as resources and conditions allow with a comprehensive approach to rendering local governments as credible and professional service providers, increasing public investment in basic services, and strengthening civic awareness and participation in local decision-making and development. The approach pursued comprises: (i) supporting policy and legal frameworks for decentralized NRM enabling local governments, communities and other local actors (ii) institutionalizing local governance systems and processes, vertical and horizontal intergovernment linkages (iii) development and implementation of service delivery models (SDM) as basis for experimenting the practicality of delivering NRM services and goods through local governments. The NRM Interventions attach emphasis on local governance and good governance, employment through natural resources, principles of conflict resolution, transparency, accountability, and participation and engagement of women and youth throughout.

Rationale for NRM Decentralization in Somaliland

Conceptually, decentralization is looked at within an administrative and political context. In this respect, decentralization is often viewed as the transfer of legal and political authority from the central government and its agencies to the field organizations and institutions. This transfer should include the authority to plan, make decisions and manage public affairs by agencies other than the central government.

The rationale for the quest of a decentralized environmental management framework revolves around the view that failure of the state in environment and natural resource management is due to failure to disperse decision making powers and ownership of natural resources to the grassroots.

Thus, decentralization" refers to how the state structure allows sharing of power between the Centre and the sub-national units of the state and other organizations within society.

It is widely admitted that decentralized structures facilitate genuine democratic participation, empower grassroots and channel their input constructively into national development efforts. The World Bank has recognized the importance of decentralization in Sub-Saharan Africa and categorized the objectives of a decentralization programme as:

- i. To maintenance of law and order at the local level;
- ii. To foster democratic, and popular participation; and
- iii. To promote rapid social and economic development.

In absence of effective decentralization strategy for natural resource governance, communities that largely rely on natural resources are faced with a number of challenges such as loss of biodiversity, land degradation, and natural resource use conflicts.

The decentralization strategy of natural resource management is the main tool that the government of Somaliland through the Ministry of Environment and Rural Development (MoERD) will use to ensure good local governance and improvement in service delivery where natural resources available at central and local government are utilized effectively and equitably for ensuring development. It will be the basis for identifying deliverables under the Performance Contracting Mechanism and individual Annual Performance Appraisal in natural resource management. Decentralization calls for creation of appropriate institutions with clear mandates and roles.

Guiding principles for decentralization in Somaliland

Existing framework and guiding documents for Decentralized NRM

To effect NRM decentralization process, the governments of Somaliland has formulated a number of guiding policy instruments enshrined in the line ministries with NRM mandates. Some of this policy instruments on decentralization of NRM include:

- The constitution 2001 revised 2009
- Regional/District Self-Administration 2003
- Environment conservation act and proclamation 1998
- Land Management Law No. 17, 2001
- Agricultural Land Ownership Law No. 8, 1999
- Somaliland Land Tenure Draft Policy 2007
- Ministry of Livestock, Environment and Pastoral Development (Strategic plan 2011-2015)
- Natural Water Policy 2004
- Law No 12 which govern the transfer of finance from central government to districts □
Somaliland Decentralization Policy 2014

Decentralized Natural Resource Service Delivery in Somaliland

The Proposed NRM Institutional Framework

Within the existing organizational arrangements, the most efficient means of resolving these overlaps is to consider the functions necessary for economic and ecological planning units separately and then

base service delivery on the respective unit (see recommendations under NRM Framework). Where issues relating to environmental conservation fall within MoERD mandate, economic activities should be regulated and managed by the relevant resource-specific ministry. According to the NRM Sector Study finalized in 2014 whose main objective was to identify key policy and institutional reforms to strengthen decentralized management of natural resources, a proposal for an NRM Framework was seen to address the functional overlaps and limited coordination amongst NRM sector ministries. The long-term aim of the framework is to develop the institutional, administrative and technical capacity of environment line ministries and agencies to deliver decentralized NRM services. In the process, the key outputs will be the creation of green jobs for the sustainable exploitation of natural resources and the incremental creation of an economically viable natural resources sector. Figure 1 below presents the proposed NRM Framework.

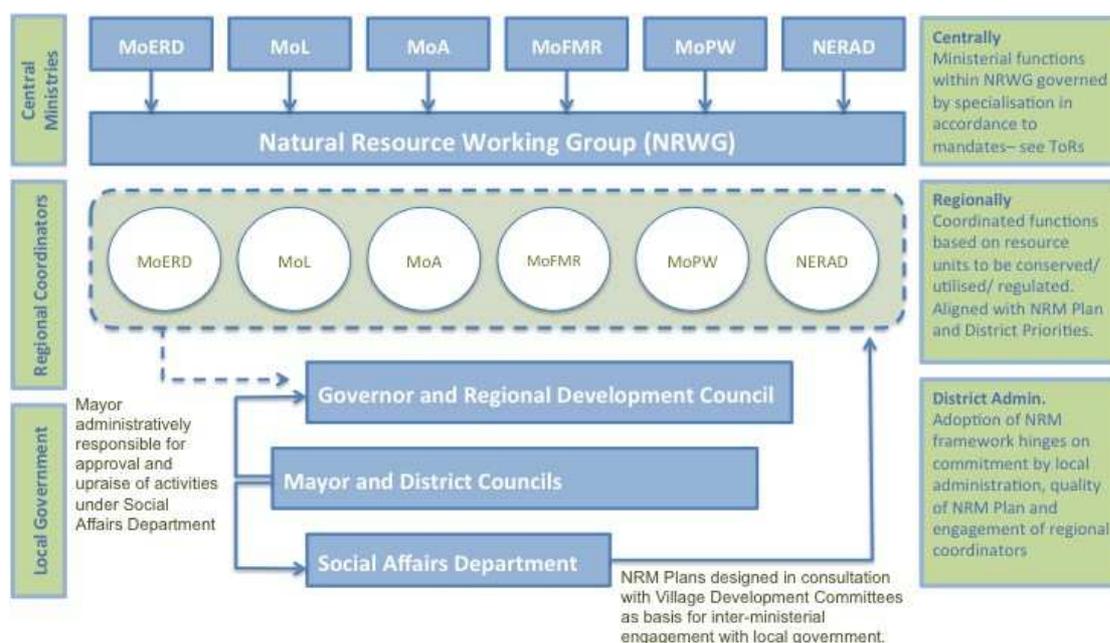


Figure 1. The Institutional Framework for Implementation of District NRM Plan Allocation of Roles and Responsibilities for Decentralized NRM Services

Central Facilitation

At the Central level, the main environment and natural resource mandated government agencies are: Ministry of Environment and Rural Development (MoERD), Ministry of Interior (MoI), Ministry of Fisheries and Marine Resources (MoFMR), Ministry of Agriculture (MoA), Ministry of Water Resources, Ministry of Livestock and Animal Husbandry (MoLAH), Environment and

Natural Resources Parliamentary Committee, National Environmental Research Disaster Preparedness Authority (NERAD), Ministry of Public Works (MoPW). Together, these government agencies form the Inter-ministerial Natural Resource Working Group (NRWG).

The role of central level government agencies is to provide administrative and technical support in designing general policies, plans and programmes of the state. As the below table demonstrates, the specialized government agencies play complimentary roles in delivering on their central level NRM mandates. On issues requiring inter-ministerial action, the NRWG convenes to agree and commit to their shared and respective responsibilities.

Table 1. The Role of Central level Government in NRM Service delivery

Service relating to Resource-Sector	Activities relating to service	Responsible Agency	Administrative Arrangements	
Land Resources	<i>Urban Land Planning</i>	MoPW	<i>Consultation with National Urban Planning Committee comprising of: MoPW, MoH, MoAI, MoWR, MoIA, MoERD, MoCP</i>	
	<i>Agricultural Land</i>	Farms in Urban Areas Agricultural land		NUPC MoAI
	<i>Land for Public Utility</i>	Including roads, telecommunication lines, government offices		MoPW
Water Resources	<i>Allocation of water rights and access</i>	Maintain register of rights, purposes and obligations Including abstraction permits (if in excess of threshold)	MoWR <i>Comprehensive register at central level, with District Registrar at local level</i> <i>Authority may be delegated by regulation to District</i>	
	<i>Water Quality</i>	Including agriculture return flows, sewage and industrial waste, groundwater and coastal water	MoWR <i>Internal administrative arrangements between departments of MoWR at central and district level</i>	
		May declare protected areas in vicinity of vulnerable boreholes Quality of water for household and commercial responsibility	MoWR Water Provider <i>Consistent with water quality standards</i>	
	<i>Water for Pastoral-uses</i>	If water points likely to have adverse effect- inter-ministerial	MoWR, MoERD, MoLAH <i>Required by written recommendation of District Council</i>	

		Creation of new water rights for new pastoral water sources	MoERD	
	Water for Irrigation	Planning and regulation of water for irrigation	MoWR, MoAI, MoERD	<i>Lead by MoWR in consultation with relevant agencies</i>
Forests and Rangelands	Forest Conservation	Prohibited tree species and illegal trade of forest products	MoERD, MoF	<i>Proceeds of confiscated produce are deposited with Ministry of Finance (MoF)</i>
		Seasonal reserves and rotational grazing	MoERD	
	Rangeland Rehabilitation	Watershed management and soil conservation	MoERD, MoWR	
		Improve grazing land through special fodder preservation farms	MoERD, MoAI	
	Livestock Production	Demarcation of lands for agriculture, pastoral use and hills	MoERD, MoWR, MoLAH, MoAI	<i>Led by MoERD, but in collaboration with relevant ministries (note these are rural land, thus outside jurisdiction of MoPW)</i>
		Land for fodder production		<i>Led by MoERD as considered issue of "rural development" and environmental sustainability and not only livestock</i>
		Rangeland and reserved grazing lands	MoERD, MoLAH	
Marine Resources	Marine Ecology	Instances of water pollution with impact on coastal areas	MoWR, MoFMR	<i>Issues relating to water quality MoFMR in collaboration with MoWR, issues relating to waste management MoERD</i>
		Coastal Zone waste management	MoFMR, MoERD	
	Fisheries	Issue permits and licenses	MoFMR, MoC	<i>At national level permits and licenses issued by Ministry of Commerce (MoC)</i>

Regional Coordination

The regional level of government functions are the administrative presence of the government. While regions are under the authority of the Governor, regional coordinators (i.e. the deconcentrated representatives of ministries) report to the district Commissioner (or Mayor).

Therefore the role of Regional Coordinators in NRM service delivery is twofold:

- **Coordinate** between central ministries, region and district authorities
- **Transfer technical expertise** of the specialized agencies/ ministries to support the delivery of district level plans and programmes.

It is important to note that the regional coordinators play a supplementary role in the delivery of NRM services at the district level. They may lead coordination meetings, raise issues from district to central level, propose technical action on issues relating to their mandate and attend meetings of the district. Their power to approve or implement plans or programmes depends on: District Local Council appraisal of such action, their respective central ministries facilitation and the overall approval of action by the Region Executive Committee (of which heads of government offices are members).

District Implementation

The district level is where the design and implementation of district plans and programmes is undertaken by the relevant Sub-committees or departments and under the supervision of the Mayor. The responsibility for environment and natural resources lies within the scope of the Department of Social Affairs (for Grade A and B districts and the Social Affairs and Peace Subcommittee for Grade C and D districts). In line with the provisions of the 2002 *Regions and District Self-Administration Law no. 23*, district administrations are made up of:

- An elected **Local (District) Council** (Article 19) chaired by the District Commissioner who is also the Mayor,¹ the local district council is made up of:²
 - An Executive Committee (the Mayor, Deputy Commissioner, Executive Secretary);
 - Sub-committees (Economic development, Peace and Conciliation, Social Affairs, General Works) and Village Committees;³
 - A Permanent Committee (the Mayor, Deputy Commissioner, Executive Secretary and chairs of sub-committees).

¹ The main role of the Mayor is to link the district council, the central government at district level and the regional administration Article 17.1

- **District Development Council** consisting of the members of the Executive Council, Heads of the government agencies and heads of the armed forces at district level (Article 17.3)
- **District Police Commissioner** who implements the orders of the District Commissioner/ Mayor while informing superiors at regional and central levels.

The responsibilities of district and local government authorities in relation to the four resource categories: Land Resources, Water Resources, Forests and Rangelands and Marine resources are summarized in the table below. However, it is worth noting that a number of legislatively devolved functions remain unexecuted primarily due to human and financial resources constraints. For instance, according to a study conducted by FAO⁴, the human capacity existing among the sector ministries with mandate on NRM in Somaliland, only 23% of the total human resources was available and mainly working from the headquarters. Therefore capacity building is a mainstream component in the decentralization process.

Table 2. Role of District and Local Governments in NRM Service Delivery

Service relating to Resource-Sector		Activities relating to service	Responsible Agency	Administrative Arrangements
Land Resources	<i>Allocation of Land</i>	Any land that is not within the jurisdiction of MoPW and is within Local Government territory	Local government-- Executive committee	<i>With district level NUFC</i>
	<i>Resolution of land disputes</i>	Disputes over land-use, land rights and land tenure	Administrative tribunal	<i>Chaired by MoPW, members: local authority, local councillor, MoIA, MoA,</i>

² While all districts have a local council and district development council, the memberships of these respective councils may vary, whether appointed or elected, depending on whether the district is grade A, B, C or D. Refer to 2002 Regions and Districts Self-Administration Law no. 23 for details.

³ Grade C and D districts have only two sub-committees: a) Economic and Development and General Works subcommittee and b) Social Affairs and Peace sub-committee Article 34.5

⁴ Capacity Needs Assessment Study for Water, Land, Natural Resources and Environmental Information Management in Somalia, 2015.

				<i>MoRA, MoERD</i>
	<i>Water rights</i>	District Register of Water Rights	District Registrar	

Water Resources		Exercise of water rights (applied to motorised works)	Water District Officer	<i>Rights allocated by MoWR, registered in District Register monitored by Water District Officer for abstraction permits</i>
		On general water use	District Court	
	Resolution of water disputes	Disputes over pastoral water points Dispute settlement over irrigation	Community elders and customary laws	<i>If disputes were not resolved through community and customary mechanisms, dispute referred to District Court</i>
	Water Supply	Provision of water services including proper operation maintenance, plan extensions	Local Government	<i>Central government may repose right of use of public assets if local governments fail to provide services</i>
	Water for Pastoral-use	Declaration of potentially threatened water sources as protected areas Efforts to reverse desertification and environmental damage	De-concentrated MoWR, MoLAH De-concentrated MoERD, MoA, MoLAH, MoWR	
	Water for Irrigation	Creation of new water rights for new irrigation sources	Community elders	<i>Prior approval of community elders for creation of new sources</i>
Forests and Rangelands	Forest/ Range Conservation	Seasonal reserves and rotational grazing	District (Region) Authorities	<i>MoERD in consultation with local authorities</i>
Marine Resources	Fisheries	Fish factories and development centres	Local Government	

Operational Procedures

Building on existing administrative and procedural practices, these guidelines provide tools for incorporating Natural Resource Management (NRM) in a more systematic way consistent with ongoing decentralization efforts. These NRM Guidelines have emerged from a consultative process, led by the environment and natural resources line ministries and engaging regional and district authorities (including village development committees).

The aim of these guidelines is to aid local government authorities in the preparation NRM plans and appraisal of environment and natural resource related activities. It also provides a useful reference to civil society and non-governmental organizations as well as other line ministries whose mandates complement NRM service delivery.

Delivering NRM Services: Basic Principals

The NRM services to be delivered should come out of the District NRM Plan, which is consistent with the DDF and contributes to the realization of priorities set out in the National Development Plan. As has been discussed in this section, the design and implementation of District NRM Plan should be seen as the responsibility of District Authorities. That is, under the supervision of the Mayor, the head of the Department of Social Affairs should take the leading role in the design of the NRM Plan, drawing on the technical expertise of regional coordinators and requesting, where necessary, the facilitation of the relevant line ministry. However, the NRM Plan should be prepared based on the felt needs of the communities who are the primary users of the natural resources with technical support from the de-concentrated sector ministries through application of CBNRM approach. In addition, the designing and implementation of the NRM Plan should embrace the following basic principles:

- Demand driven (by an identifiable target group): Change from supply to demand driven projects
- Heavy community (target group) involvement in the project preparation and Implementation by organized community groups as the owners of the project
- Community led implementation

- Shared but distinct functions across the different tiers and between sector ministries with mandates on NRM
- Competitive procurement procedures followed
- Contract management and technical assistance as service under Memorandum of Understanding (MoU- See Appendix 1)
- Participatory Monitoring and Evaluation (See Appendix 1 to 4- proposed tools for M&E)

NRM Strategic Planning Process

Adopting a Community-Based Natural Resource Management (CBNRM) Approach, the district’s NRM planning process essential 5 step strategic planning journey that comprise of:

- Step One: NRM Area and Spatial Boundaries
- Step Two: Gathering Baseline Data (qualitative and Quantitative)
- Step Three: Preparing NRM Action Plan
- Step Four: Consultation and Validation
- Step Five: Integration and Prioritization of Activities

Each of the steps outlined above are briefly described below:

Setting the Spatial Boundaries

In undertaking the natural resource management planning, it is important at the outset to delineate the planning area/ boundary. In principal, there are usually two choices to consider in identifying the planning unit: (i) Administrative/ political boundary; or (ii) Ecosystem boundary (watershed, forestry, or any other eco-region). The two approaches have advantages and disadvantages.

Table 3. Delineation of the NRM Planning Unit

<i>Planning Unit</i>	<i>Advantages</i>	<i>Disadvantages</i>
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Ecosystem Boundary	More meaningful interpretation of environmental trends relevant to specific Ecosystems	Limited availability of some data expressed at the scale of eco-unit (particularly socio-economic data)
	Better understanding of ecosystems as functional units	Political complexity arising from analysis of resources under shared jurisdiction.
	Direct connection to ecosystem-scale policies	
	Ease of allocating ecosystem benefits fairly for the common good	
	Focused research results and analysis	
Administrative/ Political Boundary	More uniform regulatory environment	Resource-specific trends masked by data collected on the level of political jurisdiction.
	More simple data collection	Difficulty detecting differences in ecosystem impacts of specific policies
	Direct connection to jurisdictionwide policies	Management challenges especially ensuring equity in allocation and distribution of resource, i.e. people upstream may allocate more water with little concern of those living downstream- in a different district.

Modified from UNEP (undated): Integrated Analysis of Environmental Trends and Policies: Training Module 5

Gathering Baseline Data

Baseline data on the NRM planning unit is essential in guiding planning and for measuring change after interventions. The data include ecological and socio-economic components. Both qualitative and quantitative data are desirable for triangulation.

Gathering Qualitative Data using Community Based Natural Resource Management (CBNRM) Approach

Community Based Natural Resource Management (CBNRM) approach has twofold objectives: (i) Gathering imperative data; and (ii) Creating awareness/ sensitization on natural resource management. The CBNRM is a participatory process that can be conducted at the grassroots level with the community members who are users as well as with the planners and implementers who have NRM mandate at the district regional or at the national level.

(a) Identifying the participants

In conducting the CBNRM process at the community level, it is impractical to facilitate the process with entire residents within a planning unit (village or ecosystem area). However, to gain legitimacy, it is essential to ensure that a big number of the resource users are aware of and the intended outcome of the process. Therefore, it is recommended that an open Consultative and Disclosure Meeting is organized at a convenient venue and time to allow participation of men, women, schooling children and the area leadership. Indeed, the information about the meeting is discussed and planned between the process facilitators and area leadership. The latter organizes the meeting at the venue and time agreed on.

During this meeting, the facilitators of the process present the intent and the objectives of the planned data gathering and the use of the information gathered in supporting natural resource planning for increased ecosystem services. A question-answer session is recommended to the satisfaction of the residents. At this point, community members are informed about what the process entail and use of representation as opposed to participation by all villagers. To achieve a reasonable representation, the facilitators provide the villagers with some selection criteria/ guidelines which should include, among others:

- (i) Village committees
- (ii) Gender
- (iii) Age
- (iv) Knowledge of the planning unit
- (v) Spatial representation
- (vi) Interest groups i.e. women, youth, incapacitated, marginalized etc.

While conducting the process with government, civil societies and professional people at the district level, regional or at the national level, the main considerations should be involvement of the local government targeting the Mayor and/ or officer in charge of the social development departments within which environmental issues are dealt with, government ministries with natural resource mandates or civil societies and professionals with interest in NRM. It is important to ensure that the people in attendance are in a position of making or influencing decision. The ideal number should

be 15 participants but should not exceed 25 people. These are referred to as Local Planning Team (LPT).

The CBNRM process, takes between three to five days which depend on the number of facilitators. To enhance the level of legitimacy and ownership of the process and product, it is recommended that the climax of the final day should be the presentation of the work the LPT has been doing to the larger community members if the logistics do allow. Otherwise, the workshop materials are given to the LTP members to organize for community feedback.

(b) Facilitating the CBNRM Process

The CBNRM data collection and NRM awareness creation process consists of six distinct but integrated thematic areas, namely:

- (i) An inventory of the existing natural resources, their importance to the community and temporal change in quality and quantity.
 - (i). Trends in natural resource use and management using quantifiable indicators like size, colour, volume, density, amount, population etc.
 - (ii). Use of Trend-lines and Participatory Mapping to depict: (a) Past situation of natural resources; (b) Present situation of natural resources;(c) Future situation of natural resources with no intervention; and (d) Prediction of future situation of natural resources with intervention
- (ii) Identification and analysis of stakeholders in natural resource use and management.
 - a. Identification of stakeholders
 - b. Analysis of stakeholders in terms of activities, motivation, strengths and weaknesses.
- (iii) Gender roles in natural resource use and management using access and control profile.
- (iv) Natural resource and livelihood problem identification and analysis. Priority problems and/or conflicts arising out of present usage of natural resources. The causes and effects of the priority problems are synthesized and presented as a problem tree for conceptualization.
- (v) Options Development:- (i) Analysis of the Coping Mechanism; (ii) External responses Tried; and (iii) Options available.

(vi) Natural Resource Area Management Plan. (Participatory Mapping of the Desired NRM Plan)

Guidelines for conducting each of the thematic NRM planning areas are discussed below:

Inventory of Existing Natural Resources

Apart from establishing the type of natural resources existing in a NRM planning unit, this section of the CBNRM process is critical in the creation of awareness of depletion of the natural resources out of improper utilization. This is achieved by referring to the current state of the natural resources and reflecting on temporal change within specified timeframe. It is also amplified through building of scenarios by evaluating the trends and change of the status of the natural resources in terms of quality and quantity. One of the scenarios is on status quo- participants are challenged to envisage the future status of the natural resources and by extension that of the livelihoods of the people dependents on it, if no measure was put in place to reverse the degradation trend in the coming 5 or 10 years. The other scenario is on future of the natural resources and the livelihoods of the people if they collectively agree to take measures to reverse the trend of degradation over the same period of time. This process is facilitated through application of participatory mapping and analysis of trend-lines. The process is outlined below

Identification and Analysis of Utilization of the Natural Resources

The starting point is identification of the existing natural resources within the planning unit and analysis of how the resources are being used. In the plenary, facilitate the LPT to:

- (i) Have a common understanding of what pertains to natural resources;
- (ii) Identify all the natural resources available in the planning unit;
- (iii) If, possible, let them describe the ecology within which these natural resources are found and to state local arrangements dictating their access and rights of appropriation i.e. if permission is required, ownership status etc.
- (iv) Once the list of natural resources available in the planning area is exhausted, introduce the aspect of current utilization of resources. This can be done in the plenary or you may

split the LTP into three or up to four sub working groups. Share out equally the type of natural resources for the analysis in terms of their current use.

Trend of the Natural Resources using Participatory Mapping and the Trend-lines:

Facilitate the LPT to describe in detail the current state of natural resources, change overtime and the anticipated state in future. It is recommended that in the description of the natural resources, qualitative and quantitative measurements are used, i.e. the size of gullies, river streams, trees could be given in metres or in local measurable units and expressions, i.e. the pasture (grass) was tall and thick such that an adult walking through could not be seen as he or she was fully covered as compared to the present status where the ground is partially covered.

Depicting the Present Situation of Natural Resources of the planning unit

Using participatory resource mapping guide the LPT members to show on the map the resources endowed as identified above. The natural resources should be depicted by type and species distribution over the planning unit. The following steps and considerations should be followed:

- Identify who among the LPT members who should hold the stick (drawing tool). It is preferable that the drawing to be done on ground so that it is adjusted accordingly as members engage each other throughout the drawing exercise. Use locally available resources to demarcate and for illustration of the resources, i.e. the system boundary (planning unit) boundaries could be marked using ash, or pebbles; tree leaves could be used to show forest resources; cow dung to illustrate grazing area etc.
- The first step is to request for the demarcation of the boundaries of the planning units including the directions (north, east, west and south), neighbouring ecosystems, or villages or districts etc. Once the boundaries have been correctly marked and agreed upon by the LPT members, ask them to show key features and infrastructures in order to give the map orientation. These should include rivers, hills and mountains among other key physical features while infrastructures such as main roads, villages, towns, schools, water facilities, mosques and schools etc. are as well illustrated.

- Once the skeleton of the planning unit has been done and agreed upon, all the natural resources identified above are shown on the map in terms of types, distribution and their state current state as described by the community members. Degraded areas, gullies and any features and areas of special interest should be indicated. As much as possible, areas covered by the natural resources, degraded areas and any other features denoted on the map should be done so while showing the relative surface area covered in relation to the entire map coverage- in sketch format (not on scale).
- As the LPT members make their map, the team of facilitators should be replicating the same on a flip chart papers while the documents the description of resources as provided by the participants.
- The product presents the base map for the natural resources type and status prevailing within the planning unit upon which trends and scenarios are constructed.

Please, note, as much as the participatory map is an essential product, the process presents opportunities to gather imperative data on natural resources endowment, factors influencing the prevailing status of the natural resources, access and control, conflict over resources if any, land uses, land ownership etc.

Defining Trend of Natural Resources: Past status of Natural Resources of the Planning Unit:

Using the natural resource base map (current status), the trend of the natural resources is discerned as follows:

- Discuss with the LPT to agree on past that they can recall vividly the status of the natural resources. In most cases, the community referred to 1991, the time when the Government of Somalia collapsed. This era is not only important to them because of the event of the government failure but it also mark the period in time when the well managed natural resources fell into what can be described as “open access regime” as the state laws were no longer enforced.
- Describe the state and distribution of natural resources as outlined above while contrasting with the prevailing status. The past status is actually, subtraction of what did not exist by the time, especially infrastructure and settlement areas, and additions of the natural resource to show the abundant state of natural resources as it was by then. Issues of productivity of

rangelands by then need to be discussed and compared with the current situation. Also issues on climate conditions are compared over the two period of time. Often the past map describes how the sustainable the livelihood systems were supported by stable natural resources. The facilitating team should prepare their past map of natural resources as described by the communities on a flipchart. Contrast between the current and the past state of natural resources act as a major wakeup call as it brings out the correlation between degraded rangelands and the poor quality of livelihoods. As much as possible, areas covered by the natural resources, degraded areas and any other features denoted on the map should be done so while showing the relative surface area covered in relation to the entire map coverage- in sketch format (not on scale).

Building Scenarios of Natural resources:

Further awareness on natural resources is created by envisaging the future of natural resources based on the past and the prevailing state of the natural resource trends. This is achieved through:

- Asking the LPT members the number of years they would consider predicting how the state of the natural resources would be like with or without taking any action. Five to 10 years period is recommended.
- Building from the current resource map and the trends, the community reconstructs the 2 scenario maps. As much as possible, areas covered by the natural resources, degraded areas and any other features denoted on the map should be done so while showing the relative surface area covered in relation to the entire map coverage- in sketch format (not on scale). You may split the group into two working groups each working on either of the scenario maps. Then allow them to share their perceptions in the plenary.

It is worth noting that the current resource map should be made as comprehensive as possible as it is a major tool for monitoring and evaluation in case of any interventions aimed at improving the rangelands.

Using Land Use Planning (PLUP) Technique in Planning

Land use planning help the community reorganize the competing land uses from the current situation to desired state. Land use planning is best achieved through comparing the current state of natural resources use and land uses as depicted on the Current Participatory Map with the desired state as presented on the Future Participatory Map with Interventions. Through PLUP, the LPT are facilitated to indicate:

- All proposed physical interventions on the map at the proposed sites, i.e. where the boreholes will be constructed, water and soil conservation structures, grazing and farming areas etc.
- Rehabilitation sites,
- Settlement areas
- Conservation areas etc.

Identification and analysis of stakeholders in natural resource use and management

Improvement of natural resources requires concerted effort and participation of all stakeholders. Secondly, it of vital importance to get to know the role, responsibilities and mandates of stakeholders in attempt to discourage duplication of efforts while seeking for opportunities to harnesses synergy of all the players. Stakeholder identification and analysis is used to achieve these objectives. This is achieved through:

- Identification of those who have stake, be it public or private organizations, community organizations or individual resource user groups, like farmers, beekeepers, livestock keepers, farmers, village elders, etc.
- Analyse each stake holder identified in terms: (i) their activities; (ii) Their motivation of carrying out the activities; (iii) their strengths; and (iv) their weaknesses. Split the LPT into sub working groups and equally, divide out the stakeholders identified among the sub working groups.

Note, the information generated here will be useful in the preparation of the NRM plans later, which is the main product of this process. The stakeholder identification and analysis tool is contained in.

Gender roles in natural resource use and management using access and control profile.

To have an understanding of the gender profile provides outsiders or the external development agency with essential information on access, control and ownership of the natural resources and assets local or within the planning units by gender disaggregation. Such information helps in planning as at the designing level, the project will make provision of whom amongst the community, will be involved in decision making, providing what type of labour or in managements among other divisions of labour and responsibilities by gender.

To understand such local arrangements of resource ownership and utilization, a gender access and control profile tool is carried out. The following are the guidelines for implementing the tool:

- Prepare Gender access and control profile tool.
- You may conduct the tool separately with males, females, male youths and female youths if the time allows otherwise you ran a combined tool but you pay special attentions to issues raised by different groups of the LPT.
- List all natural resources identified earlier on to the left hand column of the tool. Due to their contribution to the household livelihoods, including in the list the agricultural and livestock products/ yields, i.e. milk, hide and skin, income from the sale of livestock; and stored grains; and income from the sale of livestock produce.
- Identify who among the groups indicated have access and who have control of resources. Use tick (√) for the group with access and control or cancel (X) for the group without access to and control over resources. You may have double ticks for the group that has more access and control over the other.
- Records all the reasons given for the groups with or without access to or control over resources.
- Allow for presentation of the sub groups and facilitate and record discussion ensuing.

Livelihoods and Natural Resource based Challenges

This is a very important stage in the process of NRM planning as it neatly reveals the interconnectedness of the natural resource degradation trend as demonstrated in the mapping exercise with the degeneration of people's livelihood. The livelihoods of the people are, to a larger extent, shaped by the state of the natural resources in a planning unit.

Identifying the Livelihoods Challenges

To establish the livelihood based problems, in the plenary, the LPT are asked to identify the livelihoods problems that they face and which they could directly or indirectly relate to the degradation of the natural resources found in the area. The problems are listed down in brief statements on meta cards or in the flip chart paper. As much as possible try to identify the root problems from causes and effects as this is normally the tendencies. However, other than missing out on some of the problems, you may consider taking them all as the next exercise will attempt to filter out the causes and effects from the main livelihood problems.

Analysing the Livelihoods problems

In order to establish the root problems from causes and effects, the tool contained in is applied. Each of the problems identified is analysed in terms of its causes and effects that the community members have observed or have known to occur. To maximize on the time available and at the same time make the process more interactive, split the LPT members into 4 working sub groups: the 3 sub-groups will handle the problem analysis while the forth one will deal with problems prioritization a explained below. All the sub working groups' work should be presented in the plenary.

In order for LPT members understand more comprehensively the linkages of the three aspects (problem, causes and effects), the facilitator should find time outside the working hours to synthesis the results of the problem analysis into a Problem Tree.

Prioritizing the Livelihood Challenges

Explain to one of the sub working groups formed about the need of determining the priority problems affecting people's livelihoods out the list of livelihood challenges developed earlier on. Introduce pairwise scoring matrix as the tool to help in the ranking process. This tool enables weighing of each problem against each other where participants brainstorm to come up with factors rendering one problem to be severe to the livelihoods as compared to the other. Once the consensus

is reached and documented, the proposed livelihood problem is listed to the hand right side of the table. Ensure that:

- Each of the problem is rated against each of the problems listed,
- No problem is weighed against itself (the vertical and horizontal) analysis as this will not give difference,
- Ensure that all the reasons given in the comparison and contrasting exercise are properly recorded- as much as the pairwise matrix is a product by itself, without descriptive evidence as provided by the working group members, it offers no justification to prioritization outcome.
- Once the problem comparison and contrasting exercise is complete, introduce the component of scoring and ranking. This is better done in the plenary.
- Count and record to the second last column to the right hand side of the pairwise scoring matrix table the problems prioritized across the row and the corresponding column.
- The most frequently proposed livelihood problem is ranked as the priority challenge.

Developing Practical Solutions to Livelihoods Problems Identified

You should never end this process at the problem identification stage as the community members find themselves in a miserable situation, exposed and vulnerable with no opportunity of moving out of the poor state the CBNRM process eventually reveals. Not that the new dawning was not known to them initially but in most cases the reality remained in its latent form- like proverbially burying the head in the sand.

Development of the practical solutions is built on the real livelihood situation revolving around how the community make to cope with the livelihood problem; interventions the community members have received from the outside; and the lessons that can be drawn out of the two (coping mechanisms and from the external interventions that have been tried). The lessons learnt form the basis for development of practical solutions- these are proposals that will address the problem differently or built from the emerging lessons from the coping and from the outcomes of external interventions as contained in.

The process of developing practical solutions should follow the following steps:

- Once the concept is well understood, facilitate the LPT members to categorise the livelihood problems into ecological, economic and livelihoods; and administrative problems as per the grouping prescribed in the NRM Sector Study Report.
- Split the LPT members into 3 sub working groups each to handle livelihood problems under (i) Ecological problems; (ii) Economic problems; and (iii) Administrative problems.
- Developing of the practical solutions should discourage considerations of strategies that have failed in the past but build on those that have registered positive outcomes.
- The groups work to be presented in the plenary,
- Facilitate development of broad strategic intervention areas or projects from pieces of practical solutions suggested by the sub working groups. This should be done in considerations of the ecological, economic and livelihoods; and administrative framework.

Gathering Quantitative Data

Quantitative data for planning unit is mainly gathered through administration of a household questionnaire. Other form of data could also be collected through secondary sources.

Designing the Household Data

This is chiefly informed by the purpose of the intervention. The intervention purpose is the primary reason why you are doing the project. The bottom-line of the ILO project is to enhance management of the natural resources to improve livelihoods through creation of green employment opportunities.

Defining Measurable Indicators and Preparation of Household Data Collection Tool

Indicators are quantitative or qualitative factors or variables that provide simple and reliable means to measure achievement, to reflect changes connected to an intervention, or to help assess the performance of a development actor. As performance measures, they inform how to recognize successful accomplishment of objectives. Key indicators that shaped the designing of the household questionnaire included:

- Population and demography,
- Households livelihoods and income patterns and levels,
- Quality of the natural resources
- Skills and Technologies

- Poverty levels and dynamics
- Land use and resource management
- Resource based conflict and management

The household data collection tool is constructed based on the defined indicators.

Induction of the Data Enumerators

The quality of the baseline data is determined by competence level and reliability of the data enumerators who are charged with the responsibility of administering the tool. Therefore, it is important that the enumerators are carefully selected with a minimum education qualification of secondary school level. The induction process includes explaining the purpose of the survey and understanding of each and every question. It is recommended that the tool is translated in the local language of the enumerators and back into English language in order to enhance common understanding of the questions. Facilitate pre-test and feedback process before the actual survey kicks off. The exercise presents opportunity for creating local capacities.

Data Analysis and Write up

The quantitative data collected is keyed in using Epidata and/or excel data sheets software. The data is eventually transferred to the Statistical Package for Social Science (SPSS) in a worksheet format from where the data cleaning process is carried out. Analysis is done using the SPSS software, which is a well-suited detailed and robust analysis for all kinds of quantitative data and then the write up.

Generating Secondary Data

This plan sourced essential information from literature review. Key literature reviewed includes the District Development Framework (DDF), District Annual Work Plans and legal and policy documents. Information gathered from this source has been essential in the evaluation of the NRM planning considerations, amongst other contributions.

Natural Resource Area Management Plan

This is the final stage of the NRM planning process which is equated to putting wheels on the planning vehicle in order for it to move. The focus question for this session to the LPT is **what accomplishment (s) / action (s) are required to implement each of the broad interventions areas?** The following have to be put into considerations in the planning process:

- Elaboration of specific activities that are prerequisite in the implementation of the broad intervention area or projects,
- Each single activity must envisage the variables of SMART, just as an objective of a project or of an activity. As such, each activity to be implemented must be time bound and its verifiable performance indicators determined.
- Avoidance of overlapping in planning of various activities, thus, there is need for a logically sequential management plan.

IT IS RECOMMENDED NOT TO INITIATE ACTION PLANNING IF THE IMPLEMENTATION PHASE IS NOT ASSURED AS THIS MAY DISSAPOINT THE LPT AND BY EXTENSION THE ENTIRE POPULATION OF THE PLANNING UNIT.

Prioritization of the Projects and Activities

In order to avoid activities' overlap as well as to prevent foreseeable budgetary and overstretching of other resources and implementation challenges, prioritization of the activities is highly recommended. Depending on size of the activities and projects envisaged in the action plan, the methodology for prioritization could range from simple acclamation or to a systematic process. Tools like pairwise scoring matrix could be applied or develop a more objective weighting criteria based on the purpose and intervention logic of the project. For the project of this nature that seek to improve the state of the natural resources in order to enhance livelihoods including creation of green jobs for women, men and youth, the following measuring criteria were devised to assist in the implementation prioritization:

- Technical viability of the intervention,
- Environmental considerations,
- Cost-benefit ratio,
- Gender equity, and
- Employment creation potential

Every single activity was run through this spectrum of prioritization which had a scoring value ranging from: (1) Excellent; (2) Good; (3) Satisfactory; (4) Poor; (5) Very poor; and (6) Not applicable. Implementation priority is pegged on the average score- those activities that have potential of bringing about desirable impacts across the weighting spectrum (See **Appendix 8**).

Planning Guide:

All the activities identified to successfully implement the broad intervention area have to be planned for in terms of:

- Timeline (when to be implemented) venue where the action will take place,
- Coordination and planning: who or which organizations will take lead in the activity implementation,
- What resources will be require (how much will it cost to implement the action; how much will the beneficiary community willing to contribute; and how much is requested and from who?).

Approving the NRM Plan for Implementation

Like the DDF, the NRM Plan is the product of the local government's effort, and is therefore in their ownership and responsibility. Using existing administrative and institutional arrangements, the Mayor should convene a meeting to launch the District NRM Plan and assign responsibilities for implementation.

Project Management for Decentralized NRM

It involves the following steps:

1. Project Identification:

This stage involves identifying potential projects from various sources, usually leaders; technical specialists; proposals to extend existing programmes; development banks intended to encourage domestic industries; project implementing agencies; sector surveys.

2. Project Formulation, Preparation and Feasibility Studies:

The first step in this stage is a feasibility study leading to increasingly detailed feasibility studies depending on the complexity of the project. Financial and economic analyses are done here so that whether or not the project should be rejected is known early. Preparation should be made and planned to avoid delays and resource wastage. The project may be prepared by a purpose-selected

team given sufficient time and resources and/or a technical assistance agency. A report is then written and presented to the financier of the project.

3. Project Design:

This is where the engineering aspects are considered. The structural details of the project are examined at this stage. As a project manager, you will need to gather the necessary team. You may have to borrow resources from other departments, or use all or part of your own staff. You can build a team and determine the design if the purpose, schedule, and budget for the project are clear

4. Project Appraisal:

This stage enables a re-examination of the soundness of the Project Plan before the investment is made or a new plan developed. Appraisal is made on the basis of technical, economic, financial and administrative considerations. After the specialists have assessed that the project is as good as presented in the preparation report, they recommend it for implementation.

5. Project Selection and Negotiation:

In cases where there are many projects to choose from, a project is selected on the basis of cost/benefit ratios. Negotiation is done with financiers on modalities of funding the project.

6. Project Activation and Coordination:

This refers to the organization of the project. At this stage, lines of authority are established. At this stage, it is indicated who is responsible for what. By its very nature, a project demands consistent management. Committees don't work well if they're overly democratic; so as a project manager you must be responsible for coordinating the efforts of everyone on the team.

7. Project Implementation:

This is where the actual investment and operation starts. Implementation has three phases the investment period, the development period and full development period. Project implementation must be flexible as it is a process of refinement. A realistic Project Plan is more likely to be implemented successfully.

8. Project Monitoring and Supervision:

This is one of the most important in Project Cycle Management (PCM). It involves checking the activities, personnel and resources as implementation continues. This enables implementers to compare achievements with the original plan. If implementation is not going as per plan adjustments can be made. The project schedule and budget will succeed only if you are able to spot emerging problems and promptly correct them; delegating work to others or creating a control system isn't enough. You also need to track the indicators that tell you whether the project is on schedule and within budget and if the purpose is being achieved at each step along the way. If you find that problems are developing, you will need to take action promptly to correct them. If your team is falling behind schedule, you must accelerate the pace of work. If they're exceeding the budget, the costs and expenses must be brought under control and further variances eliminated or reduced. This is possible only if you can follow upon discovered problems before they get out of hand. Otherwise, if the discovered problems arise from shortfalls in planning, or the implementation factors and or environmental factors have changed adversely the Project Plan may need revision.

9. Project Completion:

This is a stage where all intended investments are completed. Even if a project is well-managed and kept on schedule most of the time period, if that last step isn't taken, the deadline won't be met. Even well-run projects sometimes prove difficult to close out. That final report, the last conclusion, and the commitment to paper often prove to be the hardest parts of the entire project.

10. Project Diffusion:

At this stage, a decision is made on whether to expand the project, sustain the project or wind up.

11. Project Evaluation and Review:

This is the last phase of the project cycle but is not limited to completed projects only; it should be a continuous process. The primary criterion for evaluation is the extent to which the project objectives are met. Evaluation gives recommendations on improvement. After evaluation the project completion review or report (PCR) is written.

Conflict management

Conflict in natural resource management might not be inevitable, as different resource users and stakeholders have different goals. Learning how to handle conflict efficiently is key to preventing failure in decentralized NRM. Below are five steps that can aid in conflict resolution in decentralized NRM:

Step 1: Identify the source of the conflict.

In this step, the more information you have about the cause of the conflict, the more easily you can help to resolve it. To get the information you need, use a series of questions to identify the cause, like, “When did this conflict begin?” “Who are the protagonists and their relationship?” In affirming the source of the conflict, give both parties the chance to share their side of the story. It will give you a better understanding of the situation, as well as demonstrate your impartiality.

Step 2: Look beyond the incident.

The source of the conflict might be a minor problem. However, look beyond the trigger incident to see the real cause.

Step 3: Request solutions.

After getting each party's viewpoint on the conflict, the next step is to get each to identify how the situation could be changed. Question the parties to solicit their ideas on how to solve it. As mediator, be an active listener, aware of every verbal nuance, as well as a good reader of body language. You want to get the disputants to stop fighting and start cooperating, and that means steering the discussion away from finger pointing and toward ways of resolving the conflict.

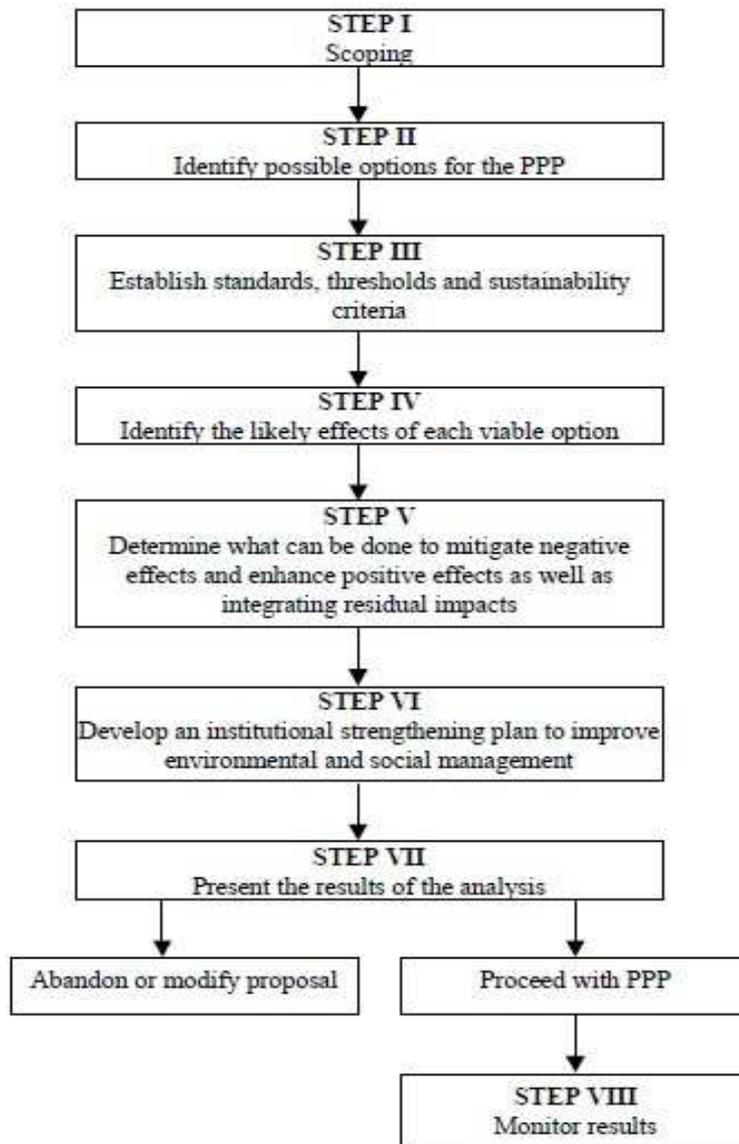
Step 4: Identify solutions both disputants can support.

Point out the merits of various ideas on solving the conflict, not only from each other's perspective, but also in terms of the broader benefits/good that will accrue through a win-win situation. In this regard, point them to the need for greater cooperation and collaboration to effectively manage their shared resources.

Step 5: Agreement.

The mediator needs to get the two parties to shake hands and agree to one of the alternatives identified in Step 4 above. The resolution should be kept by the institutions responsible for decentralized NRM at that level.

Strategic Impact Assessment in Decentralized NRM



Contingency Planning in Decentralized NRM

Contingency plans are developed to help foresee or rather predict the occurrence of later events that may have substantial negative effect on the decentralized NRM service delivery. Contingency plans are the alternative plans that are effected specifically when certain key events in service delivery do not work as expected. Below is a description of seven steps involved in developing contingency plans.

- 1) *Identify unfavorable events:* This step allows one to identify uncommon events that are likely to occur in decentralized NRM service delivery. Different adverse effects can be foreseen and counter measures be undertaken through analysis.
- 2) *Specify trigger points:* At this stage, identify which potentially risky events are likely to occur and when.
- 3) *Assess the impact and estimate the potential harm:* consider the occurrence of critical events and the immediate actions that should follow to address the prevailing situation.
- 4) *Develop contingency plans:* Here, develop contingency plans that are compatible with the decentralized NRM strategy. Such a plan should be economically feasible and be simple enough to allow easy implementation when the need arises.
- 5) *Assess the counter-impacts:* At this point, relevant stakeholders should estimate how much each contingency will mitigate the associated scenario.
- 6) *Determine and monitor early warning signals:* The NRM stakeholders must always remain alert and cautious in order to easily and effectively identify the occurrence of any negative events.
- 7) *Communicate:* After developing the contingency program, it is vital to communicate to all stakeholders informing them of their specific roles and responsibilities in the plan.

Monitoring and Evaluation

Monitoring and evaluation (M&E) of the process and outcomes for decentralized NRM functions is important for the success of the decentralization strategy. The table below illustrates how resultbased M&E are inter-linked.

Complementary Roles of Results-Based Monitoring and Evaluation	
Monitoring	Evaluation
<ul style="list-style-type: none">• Clarifies program objectives• Links activities and their resources to objectives• Translates objectives into performance indicators and sets targets• Routinely collects data on these indicators, compares actual results with targets• Reports progress to managers and alerts them to problems	<ul style="list-style-type: none">• Analyzes why intended results were or were not achieved• Assesses specific causal contributions of activities to results• Examines implementation process• Explores unintended results• Provides lessons, highlights significant accomplishment or program potential, and offers recommendations for improvement

The following steps are necessary for successful monitoring of decentralized NRM interventions.

Step 1: Identify the different units involved in planning and implementation.

Step 2: Identify items on which feedback is required.

Step 3: Develop a proforma for reporting.

Step 4: Determine the period of reporting

Step 5: Fix the responsibility of reporting at different levels

Step 6: Process and analyze the reports

Step 7: Identify the critical areas in implementation

Step 8: Provide feedback for corrective measures.

Evaluation

First hand information: one of the simplest and easiest methods of evaluation by getting first hand information about the progress, performance, problem areas, staff, field personnel, other specialists and public who directly associated with the project.

Direct observation and hearing: about the performance and pitfalls further facilitate the chances of an effective evaluation.

Formal/informal periodic reports: Evaluation is also carried out through formal and informal reports.

Such reports include, Status Report, project Schedule Chart, and Financial status report. From this one can get understand the current status, performance, schedule, costs and hold ups, deviations from the original schedule.