RANGELAND MANAGEMENT AND PASTORALISM POLICY

September, 2018

Ministry of Agriculture Animal Industry and Fisheries
P.O Box 102, Entebbe,
Uganda.
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<tr>
<td>Agro-pastoralism</td>
<td>A way of life or a form of social organization based on the growing crops and the raising of livestock as the primary means of economic activity</td>
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<td>Civil Society</td>
<td>is defined by the Technical Task Force for this policy as covering all organizations other than government.</td>
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<tr>
<td>Climate change</td>
<td>Climate change may refer to a change in average weather conditions, or in the time variation of weather around longer-term average conditions due to biotic processes, variations in solar radiation received by Earth</td>
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<td>Coexistence</td>
<td>a state in which two or more groups are living together respecting their differences and resolving their conflicts non-violently.</td>
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<tr>
<td>Conflict</td>
<td>a state of disharmony between incompatible and adversative persons, ideas or interests.</td>
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<td>Degradation</td>
<td>the deterioration of the environment through depletion of resources such as air, water and soil; the destruction of the ecosystems, and the extinction of wildlife.</td>
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<tr>
<td>Drought</td>
<td>a long period of abnormally low rainfall, especially one that adversely affects growing or living conditions.</td>
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<td>Environment</td>
<td>the combination of external physical conditions that affect and influence the growth, development of plant and animal lives.</td>
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<td>Erosion</td>
<td>the group of natural processes, including weathering, abrasion, corrosion and transportation, by which material is worn away from the earth’s surface.</td>
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<tr>
<td>Gender</td>
<td>is the social and cultural construct of roles, responsibilities, attributes, opportunities, privileges, status, access to and control over resources and benefits between women and</td>
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men, boys and girls (youth), elderly, and the disabled in a given society.

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<thead>
<tr>
<th>Environment Impact</th>
<th>a study undertaken to assess the likely negative impacts of a proposed project on the environment and propose mitigation action.</th>
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<tr>
<td>Indigenous</td>
<td>originating and living or occurring naturally in an area or environment.</td>
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<td>Land degradation</td>
<td>is the loss of the biological or economic productivity and complexity of cropland, range, pasture, forest and woodlands, resulting from poor land use patterns and other practices that lead to waste and destruction of ecological patterns.</td>
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<tr>
<td>Land tenure</td>
<td>is the set of rules (legally or customarily) that determines how land is used, possessed, leveraged, sold or otherwise disposed of within societies.</td>
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<tr>
<td>Mitigation measures</td>
<td>Actions which reduce, avoid or off set the potential adverse environmental consequences of a project.</td>
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<td>Nomadism</td>
<td>A way of life of peoples who do not live continually in the same place but move cyclically or periodically.</td>
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<td>Sustainable rangeland management</td>
<td>The management of rangeland resources so as to supply goods and services to satisfy the needs of present and future generations in perpetuity.</td>
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<tr>
<td>Pastoralism</td>
<td>The use of extensive grazing on rangelands for livestock production, is the key production systems in the world's drylands.</td>
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<td>Protected area</td>
<td>all land gazetted and held in trust by government, such as Forest Reserves, National Parks and Wildlife Reserves.</td>
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<tr>
<td>Term</td>
<td>Definition</td>
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<tr>
<td>Rangelands</td>
<td>Land on which the native vegetation is primarily grasses, grass-like plants, forbs, shrubs or woodlands suitable for browsing or grazing by animals.</td>
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<td>Reserved forest</td>
<td>A forest growing on government land.</td>
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<td>Stakeholder</td>
<td>A person who has a share or an interest in or a person or group not owning shares or interest in but is affected by an operation.</td>
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<tr>
<td>Transhumance</td>
<td>A form of pastoralism organised around the seasonal migration of livestock and the people who tend them. Most people who practice transhumance also engage in some crop cultivation, and there is usually some kind of permanent settlement.</td>
</tr>
<tr>
<td>Tourism</td>
<td>The business or industry of providing information, accommodations, transportation and other services to tourists.</td>
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<tr>
<td>Wetland</td>
<td>An area where plants and animals have become adapted to temporary or permanent flooding by saline, blackish or fresh water.</td>
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<tr>
<td>Wildlife</td>
<td>Undomesticated animals living in the wild, including those hunted for food, sport or profit.</td>
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<tr>
<td>ACRONYMS</td>
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<tr>
<td>AIDS</td>
<td>Acquired Immune Deficiency Syndrome</td>
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<tr>
<td>AGDP</td>
<td>Agricultural Gross Domestic Product</td>
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<td>CBOs</td>
<td>Community Based Organizations</td>
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<tr>
<td>CLAs</td>
<td>Community Land Associations</td>
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<tr>
<td>CSOs</td>
<td>Civil Society Organizations</td>
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<td>DSIP</td>
<td>Development Strategy and Investment Plan</td>
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<td>EAC</td>
<td>East African Community</td>
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<td>EIA</td>
<td>Environment Impact Assessment</td>
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<tr>
<td>GDP</td>
<td>Gross Domestic Product</td>
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<td>HIV</td>
<td>Human Immuno-Deficiency Virus</td>
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<td>MAAIF</td>
<td>Ministry of Agriculture Animal Industry and Fisheries</td>
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<td>MDG</td>
<td>Millennium Development Goals</td>
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<td>MTTI</td>
<td>Ministry of Tourism, Trade and Industry</td>
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<td>MWE</td>
<td>Ministry of Water and Environment</td>
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<td>NAP</td>
<td>National Agricultural Policy</td>
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<td>NARO</td>
<td>National Agricultural Research Organisation</td>
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<td>NDP</td>
<td>National Development Plan</td>
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<td>NEMA</td>
<td>National Environment Management Authority</td>
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<td>NGOs</td>
<td>Non-governmental Organizations</td>
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<td>NPC</td>
<td>National Pastoral Code</td>
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<td>PFA</td>
<td>Prosperity For All</td>
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<td>PMA</td>
<td>Plan for Modernization of Agriculture</td>
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<td>RDS</td>
<td>Rural Development Strategy</td>
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<td>RMTC</td>
<td>Rangeland Management and Training Centre</td>
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<td>SLM</td>
<td>Sustainable Land Management</td>
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<td>UNDP</td>
<td>Unite Nations Development Programme</td>
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<td>UNEP</td>
<td>United Nations Environment Programme</td>
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<td>UWA</td>
<td>Uganda Wildlife Authority</td>
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FOREWORD
Past management practices continue to lead to the degradation of significant areas of the rangelands thus calling into question their long term sustainability under current uses. The challenge of balancing the diverse economic, cultural and social needs of rangeland residents and users with the need to maintain its natural resources and conserve the biological and cultural heritage further contributes to the degradation of rangelands.

Uganda’s rangelands occupy half the country’s total land area, and stretch along a diagonal belt from the south west to the north east borders. Rangelands are a vital arid to semi-arid but fragile ecosystem endowed with grazing pastures, wetlands, forests, arable land, and water bodies that support numerous pastoral and agro-pastoral livelihoods and other users who exploit the region’s wildlife, woodlands, medicinal plants, minerals, scenic landscapes, water shades, oil and petroleum reserves. Pastoralists hold 80% of the national livestock herd including 90% of the cattle and are the source of 85% of the milk and 95% of meat consumed.

The broad combination of ongoing activities and people engaged, finite resources vulnerable to abuse and overexploitation, four land tenure systems, administrative authority at the state district or community level, growing population, inward migration and encroachment, can lead to incompatible stakeholder interests, unsuited solutions to problems, and conflicts. Meantime, worrying signs of range deterioration and the harmful effects of climate change are increasing, and the contributing factors and impact on crop and livestock productivity and poverty levels are documented. For centuries too, pastoralists’ skilfully utilized rangelands through strategic migration practices, but pastoralism has gradually been sidelined and now needs a new voice and protection.

Government is committed to reserve the rangelands for their best use, but a policy is needed to protect the region from further degradation. The development process for this
policy included drafts that were revised through participatory discussions with pastoral communities and other rangeland users, elected and technical leaders, civil society groups, sector experts from aligned ministries, and a select group of members of Parliament; they all had good knowledge of rangeland and pastoral issues.

The policy offers a framework for sustainable management of range resources, with ideas on areas for investments, managing livestock numbers and their water and feed resources, mitigating climate change and degradation, improving agro-pastoralism, protecting biodiversity and indigenous knowledge, research and training, and engaging communities in decision making and range development process. The policy relates to the objectives of allied sector policies and the National Development Plan, and will be strengthened by a supplementary law to put the policy into practice, and supported by a Rangeland Management and Training Centre, and a Uganda Pastoral Code.

Government gratefully acknowledges the agencies that provided financial and technical support to prepare the policy and all people who participated in the policy formulation process, especially members of the Task Force. Government is firmly committed to implementing the Rangeland Management and Pastoralism Policy. Given the importance of rangelands to local inhabitants, economy and climate, all Ugandans need to stop taking rangelands for granted, and instead, to make sure that we conserve and utilize rangeland resources to sustain the livelihoods and well-being of our present and future generations.

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Minister for Agriculture Animal Industry and Fisheries
EXECUTIVE SUMMARY

Uganda’s rangelands cover 51% of the country’s total land area. Rangeland pastures and water resources support numerous pastoralists who own 80% of the national livestock herd including 90% of the cattle population. The region is the source of 85% of the milk and 95% of the meat consumed. Rangelands also support wildlife, woodlands, medicinal plants, minerals, scenic landscapes, mining, tourism, brick making, bee keeping, and wood gathering for charcoal and firewood production. Some areas also have oil and petroleum deposits. Rangelands therefore contribute significantly to the national economy.

Pastoralism is coming under growing pressure from expanding crop farming, ranching, wildlife conservation and tourism, infrastructure and industrial development often linked to changing land tenure systems. Without having a coherent Rangeland Management and Pastoralism Policy in place, many areas of the rangelands have become over-stocked and degraded, with problems of de-vegetation, erosion and weather extremes.

This Government policy was formulated through a wide consultative process to attend to issues related to: loss of land from the nomadic pastoral production system; rangeland degradation and loss of productivity; negative perception of pastoralists and their limited participation in decision-making; weak local government land boards and land committees; inadequate service delivery systems and limited investments; insecurity, conflicts and pastoral mobility; governance and the traditional leaders’ role in rangeland management; climate change; and inadequate documentation of rangeland resources.

The policy addresses the above issues by having the vision of ‘a sustainably managed, socio-economically productive and environmentally stable rangeland resource for the benefit of the country.’ The policy goal is ‘sustainable rangeland resource productivity by 2040.’ The broad policy objective is ‘to contribute to the national goal of wealth creation through proper management and conservation of rangeland resources and sustainable
investments for the benefit of the people living in the rangelands and country as a whole.’

The policy defends pastoral sustainability and participatory governance processes and this concurs with the Uganda National Land Policy (2013) which affirms that the land rights of pastoral communities are now guaranteed and protected by the state. It promotes an ‘all-inclusive and all-participating’ approach to and the need to balance customary and statutory systems in rangeland projects planning and implementation. It endorses people-centred development and capacity building and peaceful co-existence between people, flora and fauna. It advances beneficial and equitable partnerships in sustainable use of rangeland natural resources to reduce poverty while protecting the knowledge and culture of the indigenous people. It will be harmonised with other policies seeking to address issues relevant to rangelands development and conservation.

The policy is sensitive to cross-cutting issues like gender fairness in social and economic development, prioritisation of peace building and amicable conflict management, impact of climate change on rangeland resources, guarding against land grabbing or expansion onto pastoral land, and giving rangeland environmental management and conservation the priority it deserves. It is alert of the fact that even though traditional customs and practices surrounding gender limitations are outlawed, the reality on the ground is different in some areas. It is aware of the multi-factoral profile of most of the problems to be addressed, and therefore advocates a multi-sectoral interdisciplinary approach to achieve sustained rangeland management and conservation.

The policy stresses the need for adequate resources, funds and clear administrative structures to implement its five priority areas, and that it must be translated publicised widely and regularly monitored. To realize this, the Ministry of Agriculture Animal Industry and Fisheries (MAAIF) shall, as the lead ministry, set up a multi-sectoral
committee to direct policy implementation monitoring and evaluation process, and a National Rangeland Management and Pastoralism Policy Implementation Unit to take charge of and coordinate planning for and implementing its wide range of policy strategies.

1.0 INTRODUCTION

1.1 Background
Rangelands are vital to the national economies because they have major resources such as human capital, wildlife, minerals, livestock, forestry, fodder and water. Uganda’s rangelands cover 51% of the country’s total land area, and are concentrated in the ‘Cattle Corridor’ stretching from the north-eastern border with Kenya and South Sudan to the south-western borders of the country with Tanzania (UNDP, 2009). This area is a home to large herds of the ruminant livestock and is a major source of stock (over 90% of cattle, goat and sheep population), milk, meat, hides & Skin and incomes for pastoral and agro-pastoral communities (MAAIF and UBOS, 2009). Besides supporting livelihoods, the area accounts for a large share of the Livestock contribution to the national GDP and agricultural GDP estimated at 4.3% and 18.3% respectively in 2015 (UBOS, 2016).

The livestock sector growth is estimated at 2.9% with formal export value in the range of US$ 123.7 million and 124.8 million in the years 2013-2015. Beside livestock, pastures, water resources the rangelands have other valuable assets such as large plantations of crop, wildlife, woodlands including medicinal plants, minerals, honey, scenic landscapes and water shades. Many non-pastoral people and companies therefore engage in commercial crop production, honey production, quarrying, mining, wild fruit collection, brick making, and wood gathering for charcoal and firewood. Some range areas also have oil and gas reserves.
In tropical savannah regions of Africa including Uganda rangelands are inhabited by diverse ethnic communities with diverse values associated to the meat, milk and leather value chains (Solomon et al., 2007). Pastoralism dominates livestock production and marketing processes for subsistence under rangeland commons as an adaptation strategy to environment and climate shocks. In recent years however, respective governments all over the world have instituted alternative policies aimed at enhancing rangeland productivity and value away from subsistence farming with minimum integration in the cash economy (Kisamba-Mugerwa, 2001; Samuels et al., 2014). The Uganda perspective is that pastoralism should evolve towards market oriented production systems with robust trade value chains and livelihood safety nets that are sensitive to environment and climate change concerns (MAAIF, 2015).

Uganda’s human population was 34.6 million in 2014 and is projected to reach 61 million in 2040 at the growth rate of 2.4% in the long term and 3% currently (NDP II 2015/16-2019/20). Closely related to the growth is the rising demand for food and food related items, as evidenced by the high and rising national, regional and global food prices. The combined effect of the rise in population and the negative impact of climate change on food production (due to flooding and droughts), has resulted in a consistent rise in the demand for food relative to food supply. This situation provides a big opportunity for increased production and productivity of the rangelands. However, land available for extensive grazing characterized by mobility is reducing and therefore suggesting a paradigm shift towards more efficient and integrated pastoral systems that are productive with minimal mobility, reduced disease spread and conflict.

1.2 Importance of Rangelands in Uganda
In Uganda the importance of rangelands and the need for their proper management is reflected in their contribution to the livelihood of the people and the importance of livestock in the national economy. The livestock sub-sector contributes about 8% of the country's GDP, 90% of which is produced by small herders, with only 10% deriving from
commercial ranches. This production level makes Uganda almost self-sufficient in meat, a position similar to that of the food crop production sub-sector.

Grazing land is shrinking at an increasing rate and the remaining part supports increasing livestock populations without improved pasture productivity. Overgrazing as well as under grazing are evident in rangelands. These result in pasture degradation with change in vegetation cover quantitively, in terms of biomass; and qualitatively in terms of replacement of high value grass species by unpalatable poor quality grass species and thorny shrubs all of which tend to lead to degradation and promote soil erosion and possibility of gully formation.

1.3 Scope of Rangelands in Uganda

In Uganda the term rangelands is used in a broad sense to cover natural grassland, bush land and wood land. These lands form what has been called the "cattle corridor". Geographically, the cattle corridor forms an unbroken stretch of land that divides the other two areas of the country where the main agricultural activity is crop production. The "cattle corridor" runs in from the South-west to the North-east direction, from the Rwanda border to the Sudan/Somalia/Kenya borders.

Uganda's rangelands cover an estimated area of 84,000 sq.km, or 43% of the country's total land area, and contain a population of 6.6 million. This areas are spread over several districts whose proportional coverage varies from complete coverage (100%) as is the case in Moroto, Kotido, Soroti, to over 60% in Kiboga, Mubende, Nakasongola, Sembabule, Mbarara and Ntungamo to the very low levels in Kabarole and Mbale.

The Uganda rangelands exhibit most of the characteristics of rangelands; low and erratic rainfall regimes leading to frequent and severe droughts, and fragile soils with weak structures which render them easily eroded. These areas receive rainfall ranging between 500-1000 mm annually. Some of these areas already exhibit desert-like conditions. In addition there are other areas subject to degradation in high rainfall
agricultural zones and in wetlands of importance, and they are also under increasing pressure for economic exploitation. Pastoralism is the main economic activity and rangelands are traditionally mainly used as a common pool resource.

1.2 Problem Statement
Rangelands and pastoralism play an important role in national socioeconomic development contributing through livestock and crop production, tourism, mining, energy and general environmental wellbeing. Rangeland resources, however face a number of bottlenecks leading to low productivity. These include: under developed systems and poor human practices including; absence of effective development frameworks; inadequate and un-guided investments; limited co-operation, coordination, partnerships and collaboration amongst the stakeholders; inadequate research to generate knowledge, information and technologies to inform decision making; limited awareness, skills and technology; conflict due to competing stakeholder interests; complexity of trans boundary issues and un-regulated movements/migrations; and reduced resilience to shocks such floods, droughts, pests and diseases, insecurity, and wild fires, because of the under developed systems and poor human practices they are highly mismanaged, governed and underutilized affecting economic returns.

This therefore calls for interventions backed by policy to guide sustainable utilization and development of rangelands as well as transforming pastoralism.

2.0 Legal and Policy Context
A number of legal, policy factors constrain rangeland management and impact negatively on the welfare of local people and these include the following:

2.1 Legal and Policy Framework
The Rangeland Policy is premised on the provisions of the Constitution of the Republic of Uganda and legislations that address concerns of natural resources as well as
Regional and International Instruments that the country has signed and is party to. It is also consistent with other national planning frameworks.

2.1.1 The Constitution
The Constitution of the Republic of Uganda under the National Objective XII and Directive Principles of State Policy, states that The State shall protect important natural resources including land, water, wetlands, minerals, oil, fauna and flora on behalf of the people of Uganda. Chapter 15, Article 237, vests land in Uganda in the citizens. It provides for land tenure systems under which land can be owned as customary tenure, freehold, Mailo, or leasehold. To ensure that holders secure adequate interest in land, the constitution provides that holders of customary land should get certificates of ownership of their land. Apart from customary owners of land in Uganda, all the three remaining tenure systems are characterized by land titles.

The government or a local government as determined by parliament by law, shall hold in trust for the people and protect natural lakes, rivers, wetlands, forest reserves, game reserves, national parks and any land to be reserved for ecological and touristic purposes for the common good of all citizens

2.1.2 The Soil Conservation Act, 1964
It requires every owner or occupier of land to use it in a manner that does not cause soil erosion

2.1.3 The Cattle Grazing Act, Cap 222, 1964
The Act makes provisions for the control and regulation of grazing of cattle, to prevent overstocking and overgrazing. The administration of this Act is entrusted upon the Commissioner of the Veterinary Services and Animal Industry, under the direction of the Minister. The Minister may by statutory instrument declare an area a non-grazing area
2.1.4 The Prohibition of Burning of Grass Decree, Decree No. 5 of 1974
The Decree prohibits the unauthorized burning of grass. Enforcement powers are given to the sub-county chief who is expected to consult a veterinary or agricultural officer before authorizing controlled burning of grass for a specified purpose.

2.1.5 The National Environment Act of 1995
This is the framework law for the management of environment and natural resources in Uganda. The Statute establishes NEMA whose functions include coordinating, monitoring and harmonizing the integration of environmental issues in Uganda. NEMA liaises with lead agencies in other departments and government ministries in the field of management of the environment.

2.1.6 The Water Statute, 1995
The Statute provides for use, protection and management of water resources in the country. One of the main objectives of the Statute is to coordinate all public and private activities that may influence the quality, quantity, distribution, use, and management of the water resources.

2.1.7 The Local Government Act, 1997
This Act provides for the decentralization and devolution of powers, functions and services from the Central Government to the Local Governments. It also ensures that there is democratic participation by the people in the control of the natural resources.

2.1.8 The Environment Impact Assessment Regulation, 1998
The regulation requires that a developer, whose activities are provided for in the Third schedule of the National Environment Statute, should carry out an environment impact assessment to determine the effect of his/her activities on the environment. In case it is found out that such activities are bad for the environment, the law requires the developer to adopt mitigating measures to avert the ill effects.
2.1.9 The Land Act, 1998
This Act provides for a rangeland of land management institutions including Communal Land Associations, to enable customary owners to acquire certificates of ownership and manage their land sustainably. The Act, in consonance with the Constitution rests all land in Uganda in the people. It, however, enables Central or Local Governments to acquire land in accordance with the provisions of the Constitution for purposes intended to benefit all people of Uganda.

2.1.9 The Forestry and Tree Planting Act, 2003
The Act prohibits cutting, taking, working or removing forest produce in or from a forest reserve, village forest or open land without a license. It further prohibits clearing, using or occupying any land in a forest reserve save as permitted under the Act.

2.2 Other Planning Frameworks

2.2.1 Uganda’s Vision 2040
Uganda’s Vision is “A transformed Ugandan society from a peasant to a modern and prosperous country within 30 years”. The Vision targets related to this policy include; increasing labour productivity in agriculture sector to US$ 6,790 GDP per worker, raising the technology achievement index to 0.5, increasing the per capita income to US$ 9,500 and reducing population below the poverty line to 5%. The policy intends to contribute to achieving these targets by addressing the national aspirations of; having unity in diversity and equal opportunities irrespective of gender, tribe, ethnicity or religion; having progressive and developmental culture that blends traditional beliefs and national values; a future in which men, women, youth, children, and persons with disabilities are empowered to participate as equal partners in development; and desire for a green economy and clean environment where the ecosystem is sustainably managed and the livelihood ability of the urban systems greatly improved.
2.2.2 National Development Plan (NDP II), 2015/16-2019/20
NDP II gives national medium term strategic direction, development priorities, and implementation strategies for 2015/16-2019/20. Specific strategies related to this policy include enhancing sustainable Land Management Practices and Increase access to water for agricultural production (Irrigation, water for livestock, aquaculture-fish ponds/caging) among others.

2.2.3 National Agriculture Policy
Provides investments and priorities for increasing production and productivity; value addition and marketing in the agriculture sector

2.2.4 The National Agriculture Strategic Investment Plan
The plan identifies sector investments that will spur growth and transformation of the agricultural sector

2.2.5 National Environment Management Policy, 1994
The policy sets the overall goals and objectives for environment management in Uganda. The policy endeavours to integrate environmental concerns in all development activities and promote positive attitudes and behaviour change in natural resource use.

2.2.6 National Policy for the Conservation and Management of Wetland Resources, 1995 Supported by the Wetlands Sector Strategic Plan (2001), this policy aims at promoting sustainable use of wetland resources and ensuring that the vital functions are preserved.

2.2.7 National Water Policy, 1999
The national water policy gives an integrate approach to manage Uganda’s water resources in ways that are sustainable and most beneficial to the people. The policy was developed based on the Water Action Plan of 1995 and the Water Statute of 1995.
2.2.8 The Uganda Wildlife Policy 1999
The overall aim of the Uganda Wildlife Policy is to promote the long term conservation of the country’s wildlife and biodiversity in a cost effective manner which maximises the benefits to the people of Uganda.

2.2.9 The Uganda Forestry Policy 2001
The policy provides the framework for the sustainable management of Uganda’s forests, woodlands and trees. The policy recognizes the need for a wider rangeland of types of ownership, access and management of forest resources.

2.2.10 Rural Development Strategy, 2005
RDS was formulated with the overall objective of improving household incomes with a focus on the sub-county as the basic planning unit.

2.2.11 Prosperity For All, Bonna Bagaggawale (PFA), 2006
PFA was formulated in 2006 with the vision to improve the livelihoods of all Ugandans in all aspects, meaning, higher incomes, and improved access to services in a peaceful and democratically governed country.

2.2.12 The National Land Use Policy, 2006
The policy aims to achieve coordination, sustainability and optimal land utilization for socio-economic development in Uganda. It addresses issues of agriculture, urbanization and human settlement, industrialization and infrastructure development, environmental management and conservation.

2.2.13 The Uganda Gender Policy, 2007
The aim of the policy is to establish a clear framework for identification, implementation and coordination of interventions designed to achieve gender equality and women's empowerment in Uganda. The policy is a guide to all stakeholders in planning, resource allocation, and implementation and monitoring and evaluation of programs with a gender perspective.
2.2.14 The Uganda National Land Policy, 2013
The policy harmonises the diverse views on historical land injustices; land management and land use; and contemporary land issues. It protects the right of the citizens to own land, which should be optimally utilised. The policy affirms that the land rights of pastoral communities will be guaranteed and protected by the state, among others by ensuring that pastoral lands are held, owned and controlled by designated pastoral communities as common property under customary tenure.

2.3 Regional and International Frameworks
The East African Common Market Protocol permits

The above policies, laws and obligations demonstrate government’s commitment and obligation to protect rangeland and the environment.

3.0 SITUATION ANALYSIS
A number of administrative, social economic, political and technological factors still constrain rangeland management and impact negatively on the welfare of local people and these include the following:

3.1 Status
3.1.1 Loss of land from the nomadic pastoral production system
Rangelands were traditionally best utilized by pastoralists and these livestock-based livelihoods would still be the best economic foundation for households in specific rangeland areas. Nomadic pastoral grazing lands are slowly being lost to cropping, agro-pastoralism and commercial farming. Displaced pastoralists overuse what they can access aggravating the degradation process. Some become landless and migrate causing overstocking, encroaching on other land and causing tension with settled farmers or managers of protected areas. Conflicts between pastoralists and agriculturalists or registered land owners are therefore common.
3.1.2 Communal pastoral land individualization
The common property regime which previously enabled pastoralists to properly manage and utilize the rangelands is being undermined by statutory laws and policies promoting individualisation and subdivision of communal land. In the process, dry-season grazing and watering facilities are lost, livestock movement becomes restricted, land tenure is less secure, range land degradation increases, as does poverty.

3.1.3 Negative perception of pastoralists and limited participation in decision-making
A number of people tasked to make decisions for rangeland management and development have a limited understanding of the rangeland ecosystem. Others view pastoralists negatively and regard pastoral land as public land, over-exploited, less productive, unsuited for investment and that the solution to periodic disasters is Relief Aid. Misconceptions undermine pastoral motivation to manage rangeland resources properly and increase their vulnerability. Pastoralists become marginalised and inappropriate rangeland management policies and programs get prepared because there is also limited involvement of these stakeholders in decision-making processes.

3.1.4 Unfavourable land tenure system, land fragmentation and declining land productivity
The major land-tenure systems in Uganda (customary, communal, Mailo, and leasehold) exist in the rangelands. The system of land tenure affects how land is used and is cared for. The tenure system previously most common in the dry lands was communal which allowed pastoralists to manage the rangelands under customary law but this is being destabilized by individualisation of land tenure. Rapid population growth is also fuelling a need for increased food production and traditional pastoral land is being lost to crop farming, agro-pastoralism and commercial agriculture. In some areas over-population is driving land fragmentation, which, together with insecure land tenure, encourages poor agricultural practices and over-use leading to increased land degradation and low productivity because of soil erosion and soil nutrient depletion.
3.1.5 Wide variation among rangeland people
People in the rangelands differ widely in their vulnerability, livelihoods and culture. Some people are well-off and enjoy stable livelihoods as dairy farmers, ranchers, agro-pastoralists or agro-foresters with individual land ownerships. Some were stable but are gradually losing their land, livestock and livelihoods. Others have lost all; they have no proper base, shelter or access to social amenities, they are desperate destitute and regularly depend on relief to survive, and, they are more likely to further degrade the rangeland environment.

3.1.6 Weak local government land boards and land committees
Uganda has a local government system of administration based on local governments with legislative powers under the 1995 Constitution and the 1997 Local Governments Amendment Act. But the management of natural resources is the prerogative of central government, leaving local government and local land boards or committees without sufficient decision-making powers to enforce the provisions of the 1998 Land Act or protect the security of tenure and land rights of pastoralists and agro-pastoralists. The Land Act 1998 was designed to deal with the many land disputes and offers a legal basis for pastoral land rights including the establishment of Community Land Associations (CLAs) but this has not been widely implemented.

3.1.7 Inadequate service delivery systems and limited investments
In 2008/09 38% of the rural farmers in Uganda lived 5-km or more away from a local produce market, 51% from a local farm inputs dealer, 63% from an extension services provider, 27% from an all year round gravel road, 76% from a tarmac road, 87% from a local government produce market, 65% from a nursery, and 93% from an agricultural research centre. Up to 92% used local seeds, 1% used irrigation, 19% were visited by an extension worker in the previous 5 years and 10% accessed credit. Up to 51% got marketing information, 43% learnt about crop varieties, 40% heard about new agricultural practices and 46% learnt about plant diseases and pests through fellow
farmer contacts. Private or public investments to purposely develop the pastoral areas also remain low. With limited access to external markets, pastoral areas still incur high costs of doing business; they lack opportunities for income diversification hence high levels of poverty persist in the region.

3.1.8 Insecurity, conflict and pastoral mobility
Insecurity and conflicts undermine socio-economic development, limiting pastoral livestock movements (mobility) and access to grazing and water especially in the dry season, exacerbating vulnerability and compounding the rangeland degradation problem. Contributing factors to insecurity include social-cultural behaviour, lack of formal education, endemic and exogenous cattle raiding, and armed conflicts or interventions. Competition over dwindling resources and limited livelihood options also cause inter-communal conflicts, internal displacement and migration. Conflict and poverty are commonly inter-related.

3.1.9 Rangeland degradation and loss of productivity
The Cattle Corridor is considered over-stocked and degraded, with problems of de-vegetation and compaction leading to erosion. Soil erosion by water is the most serious and widespread form of land degradation. Gulley erosion is common and xerophytic species are expanding due to soil degradation, leading to a drop in forage quality. Lakes, rivers and water reservoirs are getting silted or polluted leading to problems of eutrophication and reduced fish populations. Desertification is visible in some areas. Soil nutrient loss linked to soil erosion reduces soil productivity, aggravates food insecurity and threatens people’s livelihoods. Poor farmers adopt a short-term perspective to agriculture and are less inclined to invest in land degradation mitigation initiatives that require a long term commitment to produce tangible results.

3.1.10 Governance and the traditional leaders’ role in pastoral land management
Traditional systems existed to control access to and manage the utilization of pastoral rangelands based on community by-laws enforced by Councils of Elders. Council’s
arbitrated over issues of water use and natural resource management, migration strategies to reserved areas, land disputes, uncontrolled bush burning and tree cutting, and punished offenders. Traditional institutions are thus good at enforcing rules for sustainable use of rangelands especially when pastoralists are clearly recognized as the beneficiary community. In contrast formal governance structures tend to weaken or overlook customary institutions and their capacity to manage resources and conflicts. The effectiveness of traditional administrative systems in rangeland management and utilisation has been declining because their roles have not been legally recognised, integrated or mandated.

3.1.11 Climate change
Changing weather patterns impact on crop and livestock production, food security, and infrastructure durability. Climate change is aggravated by ongoing problems like soil degradation due to land clearance and deforestation. Climate change is effecting the rangeland environment with frequent reports of prolonged drought coupled with unpredictable and unreliable rains, barren lands and threats of desertification. Scarce water supplies affect livestock and crop production and increase conflicts over water and grazing resources.

3.1.12 Mobile pastoralism
The mobile lifestyle of pastoralists challenges acceptable social services delivery systems resulting in insufficient government expenditure allocations or the way funds are utilized for extension services, markets, infrastructure, health, education and research in the rangelands with the result that, though some progress is being recorded, the region still has many of the country’s hot spots for poverty and food insecurity.

3.1.13 Alien and invasive species eating away the rangelands
Invasive plant species are hazards with negative environmental and socio-economic impacts in Uganda rangelands and East African drylands. They have degraded the environment, led to loss of livelihoods, and reduced food security. In Uganda, NARO
monitors and provides guidance on control of alien and invasive species, however, outcomes of the initiatives by the research organization and sister agencies in the region has not been satisfactory. Communities are ill-prepared to cope with the hazards related to invasive species disasters and the hazard is a threat to the large populations of inhabitants and immigrants. Besides valuable grazing land for pastoralists has been reduced with consequences of reduced livestock productivity, reduced mobility, increased spread of pests and vector and therefore, economic losses and food insecurity.

3.1.14 Inadequate rangeland documentation
An accurate inventory of Uganda’s rangeland natural resources has not been undertaken. A good monitoring and evaluation framework for the region is therefore not yet available to help in planning for the proper use and management of the rangeland resources.

Uganda’s rangelands cover 44% of the country’s total land area, and are concentrated in the ‘Cattle Corridor’ stretching from the north-eastern border with Kenya and South Sudan to the south-western borders of the country with Tanzania (UNDP 2009). This belt is a major socio-ecological production landscape inhabited by pastoral and agro-pastoral communities who hold 80% of the national livestock herd, 90% of the cattle and are the source of 85% of the milk and 95% of meat consumed. The pastoral livestock production makes a very significant contribution to both the GDP (7.5%) and the agricultural GDP (AGDP) (17%). The earnings from the exports of hides and skin generated US$19m in 2001/02, fourth after fish (US$88m), coffee (US$85m), and maize (US$20m).

3.2 Rationale
Despite both socio-economic and political recognition of the contribution made by rangelands in Uganda, degradation of rangeland resources remains a big challenge. Private or public investments to purposely develop the rangelands remain low.
Pastoralists remain a forgotten lot in national development plans. Pastoralists thus face shrinking grazing resources, chronic water shortages, lack extension services, livestock diseases, frequent droughts and gender imbalance of access to pastoral resources. With a potentially available rangeland area of 7.5 million hectares and an average stocking rate of 1.82 hectares/cow, Uganda has a potential of grazing over 4.0 million cows for meat production.

The potential opportunity cost of the continued exclusion of rangelands and pastoralists in particular from mainstream economic activities has been estimated at UGX24 billion per annum, excluding middlemen, industries, exporters and non-monetized activities. It is therefore important that rangelands and pastoralism are given due attention and placed higher in national development plans. The Uganda Rangeland Management and Pastoralism Policy is an excellent step in this direction. Lack of a policy or regulatory framework is hampering full utilization of rangeland.

The Government of Uganda, through MAAIF, identified the need to develop a Rangeland Management and Pastoralism policy in order to establish a more comprehensive framework to address the poor state of rangelands, the negative impacts associated with inappropriate pastoralism practices and individualisation of land that has perpetuated conflict. The negative perception about pastoralism coupled with continuing fast deterioration of rangeland resources, as evidenced by loss of valuable flora and fauna, drying of wetlands and other negative changes in the ecosystems have provided a compelling case for urgent and appropriate policy intervention. The policy is therefore intended to provide guidance for development of effective strategies to combat land and vegetation degradation and to motivate for improved legislation and effective implementation thereof.
4.0 POLICY STRATEGIC DIRECTION

4.1 VISION
A sustainably managed, socio-economically productive and environmentally stable rangeland and pastoralism resource contributing to national development

4.2 MISSION
To enhance rangeland productivity by transforming pastoralism, land use practices and management systems

4.3 GOAL
To contribute to national economic competitiveness through sustainable utilisation of rangeland resources and increased investments for improved livelihoods of the present and future generations.

4.4 SPECIFIC OBJECTIVES
1) To strengthen policy and regulatory framework for sustainable management of rangeland resources and pastoralism.
2) To enhance sustainable production and productivity of rangeland resources.
3) To enhance resilience of rangeland communities to mitigate and adapt to shocks.
4) To strengthen research for rangeland development
5) To strengthening institutional and stakeholder capacity to manage rangelands and pastoralism.

4.5 GUIDING PRINCIPLES
The overall guiding principles to ensure successful implementation of this policy are:

i. *Community participation and involvement*
The policy is inspired by an ‘all-inclusive and all-participating’ planning and implementation approach involving all beneficiary stakeholders who have recognized status and rights in rangeland fiscal and economic activities.
ii. **People-centred development and capacity building**
The policy relies on community-driven initiatives for pastoral and agro-pastoral farmers to take advantage of better paying market opportunities. Their training in formal and technical skills will advance rangeland development and conservation.

iii. **Co-existence**
The policy is driven by the need to manage conflicts, and promote shared co-existence between people, flora and fauna.

iv. **Beneficial and equitable partnerships**
The policy is motivated by the need for sound rangeland production systems through sustainable use of natural resources, efficient extraction of products, functional marketing infrastructure to stimulate production and people’s welfare while also addressing gender concerns.

v. **Pastoral sustainability and indigenous knowledge preservation**
The policy is encouraged by a need to break the cycle where rangeland degradation is both a cause and an effect of poverty which still afflicts many pastoralists whose land rights are however now guaranteed and protected by the state. The policy is cognisant of and shall protect the knowledge and culture of the indigenous people.

vi. **Effective policy and legislation enforcement**
This policy is inspired by a need to improve on the pastoralist and agro-pastoralists strengths and institutions through motivation, greater support and added investment in physical and social infrastructure to enhance incomes and contribution to the economy. The policy will be harmonised with other policies seeking to address issues pertinent to rangelands development and conservation.
vii. **Equity**
Fairness and justice shall underpin the management and utilization rangelands across different demographic categories and geographical locations.

viii. **Cooperation, collaboration and partnership among key stakeholders**
Aware of the multi-sectoral profile of most problems to be addressed, the policy promotes a multi-sectoral interdisciplinary approach to achieve sustained productive rangeland management and conservation.

ix. **Gender Responsiveness**
All rangeland interventions shall address specific risks and vulnerabilities that affect boys and girls, men and women.

x. **Dignity**
All beneficiaries of rangelands shall be treated with respect regardless of their sex, cultural, religious, and socio-economic status.

xi. **Universalism and inclusiveness**
Appropriate measures shall be put in place to protect every rangeland from degradation, destruction and grabbing and all eligible beneficiaries shall equitably utilize the rangelands.

4.6 **Target Groups**
5.0 Priority Areas and Key Strategies
Rangelands provide livelihoods to many communities and pastoralists. However, the declining productivity of the resources call for targeted interventions. This policy shall promote interventions that ensure sustainable use and development of rangelands and pastoralism. These include strengthening policy and regulatory framework, promoting sustainable production and productivity of rangelands, enhancing resilience of rangeland communities to mitigate and adapt to shocks, strengthening research for rangeland development and strengthening institutional and stakeholder capacity.

5.1 Strengthen Policy and Regulatory Framework
Traditional systems existed to control access to and manage the utilization of pastoral rangelands based on community by-laws enforced by Councils of Elders. However, the effectiveness of traditional administrative systems in rangeland management and utilisation has been declining because their roles have not been legally recognised, integrated or mandated. In contrast formal governance structures tend to weaken or overlook customary institutions and their capacity to manage resources and conflicts. Government shall strengthen policy and regulatory framework to enhance rangeland resources management and pastoralism.

Key Strategies
i. Review and formulate relevant policies, laws and guidelines to enhance rangeland management;
ii. Advocate for the development and enactment of by-laws and ordinances by local governments
iii. Establish coordination structures for the management of rangeland resources;
iv. Strengthen awareness of rangeland related policies and laws among stakeholders;
5.2 Enhance Sustainable Production and Productivity of Rangeland Resources

Sustainable development of rangelands requires that they are managed to support current and future uses. However, production and productivity of the rangeland resources have continued to decline due to poor land use practices, inappropriate technologies and infrastructure to support efficient uses, and poor marketing approaches that do not add value to products and services. Government shall put in place deliberate efforts and interventions to encourage rangeland users to adopt rangeland management best practices that sustain soil fertility, high crop and livestock productivity while protecting the rangeland ecosystem services.

Key Strategies

i. Promote alternative livelihoods to ease pressure on rangeland resources

ii. Strengthen community based response mechanisms for the management and coordination of rangeland interventions;

iii. Promote public-private partnerships in the management of rangelands; and

iv. Strengthen capacity of rangeland communities and service providers

5.3 Enhance Resilience of Rangeland Communities to Mitigate and Adapt to Shocks

A large number of communities derive their livelihoods from rangeland resources. However, these resources continue to experience shocks such as drought floods, landslides, disease outbreaks and insecurity. Government shall put in place necessary measures and empower rangeland communities to mitigate and adapt to shocks.

Key Strategies

i. Put in place the necessary infrastructure to mitigate and adapt to shocks (dams, feed storage)

ii. Enhance awareness of communities and other stakeholders to respond to shocks

iii. Mainstream rangeland issues in local government development plans and budgets
iv. Develop and strengthen effective early warning systems to provide quick response to rangeland shocks

5.4 Strengthen Research for Rangeland Development

Research and knowledge management are critical in sustainable rangeland management and transformation of pastoralism. However, Information is inadequate, fragmented and inaccessible to guide planning, investment and management of the resources.

Government shall strengthen research and knowledge management systems that support sustainable rangeland management and pastoralism.

Key Strategies

i. Promote research, innovation, technology and knowledge transfer and adoption on rangelands and pastoralism.

ii. Mainstream rangeland and pastoralism related research into the National Research Agenda

iii. Strengthen knowledge management to inform rangeland and pastoralism development.

iv. Promote documentation of statistical information on rangeland resources and pastoralism.

5.5 Strengthening Institutional and Stakeholder Capacity

Rangelands are of socio-economic importance because of their endowment with natural resources yielding numerous benefits. They are complex because of the multiple contributions to society, environment, and the economy each of which provides a multitude of challenges. Against this background knowledge and skills in management of these fragile resources are deficient due to limited trained manpower and structures.

Government shall establish a rangeland resource centre to provide leadership, training, research, management capabilities and investment promotion in rangeland resources management.
Key Strategies

i. Establish coordination structures and system for rangeland management at various levels;

ii. Establish an effective monitoring and evaluation system for rangeland resources and pastoralism;

iii. Develop Management Information Systems for different components of rangeland management and pastoralism; and

iv. Strengthen the technical and logistical capacity for management of rangeland resources and pastoralism.
6.0 Implementation Arrangements

6.1 Institutional Framework
The Policy shall be implemented through a multi-sectoral approach using Central and Local Government service delivery structures. The roles of the various stakeholders shall vary according to their mandates and functions.

Government shall establish a Committee of Cabinet on rangeland management to provide oversight and policy direction. The Cabinet Committee shall be composed of Ministers from the following Ministries:

1. Office of the Prime Minister
2. Ministry of Agriculture, Animal Industries and Fisheries
3. Ministry of Finance, Planning and Economic Development
4. Ministry of Water and Environment
5. Ministry of Lands, Housing and Urban Development
6. Ministry of Trade Industry and Cooperatives
7. Ministry of Local Government
8. Ministry of Justice and Constitutional Affairs

A Multi-sectoral Technical Committee on Rangeland Management composed of from technical officers from the above Ministries will be established to provide technical support to the Cabinet Committee. This committee will also include representatives from National Planning Authority, Uganda Bureau of Statistics. The Ministry of Agriculture Animal Industry and Fisheries, and in particular the Directorate of Animal Resources shall provide the secretariat to the Committee.

6.2 Roles and Responsibilities
The roles and responsibilities of the key stakeholders in the implementation of this Policy include:

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<th>Institution</th>
<th>Mandate and Role</th>
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<th>Institution</th>
<th>Mandate and Role</th>
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<tr>
<td>Cabinet</td>
<td>i) Provide leadership and strategic oversight to management of rangelands in the country;</td>
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<td>ii) Establish and approve the institutional framework for management of rangeland resources and pastoralism;</td>
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<td>iii) Approve rangeland related policies and programmes;</td>
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<td>iv) Approve legislation on the management of rangeland resources and pastoralism;</td>
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<td>v) Monitor interventions for the management of management of rangeland resources and pastoralism;</td>
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<td>vi) Mobilize and allocate resources for management of rangeland resources and pastoralism.</td>
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<tr>
<td>Office of the Prime Minister</td>
<td>i) Monitor the management of rangeland resources and pastoralism;</td>
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<td></td>
<td>ii) Integrate indicators to monitor the rangeland development in the National Monitoring and Evaluation framework.</td>
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<td>Ministry of Agriculture Animal</td>
<td>i) Popularize the rangeland resources and pastoralism in the country;</td>
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<td>Industry and Fisheries</td>
<td>ii) Initiate and/or review policies and laws on rangeland management;</td>
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<td>iii) Initiate programmes and systems for management of rangeland resources and pastoralism;</td>
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<td>iv) Set standards and guidelines for management of rangeland resources;</td>
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<td>v) Build the capacity of stakeholders to effectively manage and conserve the rangelands;</td>
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<td>vi) Monitor and coordinate implementation of rangeland management interventions;</td>
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<td>vii) Establish and maintain a rangeland management Information System.</td>
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<tr>
<td>Other Ministries Departments and Agencies</td>
<td>i) Review laws on rangeland resources and pastoralism management;</td>
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<td>ii) Identify and register rangeland resources;</td>
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<td>iii) Mobilise resources for management of rangeland resources and pastoralism interventions;</td>
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<td>iv) Facilitate and promote public awareness on rangeland resources and pastoralism;</td>
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<td>v) Establish institutional structures for implementation of rangeland resources and pastoralism interventions;</td>
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<td>vi) Mainstream rangeland issues and pastoralism in policies, programmes and plans;</td>
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<td></td>
<td>vii) Conduct and disseminate research on rangeland resources and pastoralism.</td>
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<tr>
<td>Local Governments</td>
<td>i) Integrate rangeland and pastoralism issues in programmes, plans and budgets;</td>
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<td>ii) Enact ordinances and bye-laws to facilitate effective management of rangeland resources and pastoralism;</td>
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<td></td>
<td>iii) Mobilize resources for the implementation of rangeland interventions;</td>
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<td>iv) Mobilize and sensitize communities on rangeland resources and pastoralism;</td>
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<td></td>
<td>v) Monitor rangeland resources and pastoralism programmes.</td>
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<td>Development Partners</td>
<td>i) Mobilize and align technical and financial support to the priorities of rangeland resources and pastoralism policy;</td>
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<td>ii) Share experiences, lessons learnt and information on rangeland resources and pastoralism management;</td>
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<tr>
<td>Private Sector</td>
<td>i) Partner with Government in financing and implementing rangeland resources and pastoralism interventions;</td>
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<td></td>
<td>ii) Provide infrastructure and human resource for management of rangeland resources and pastoralism;</td>
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<td>iii) Mainstream rangeland resources and pastoralism issues in</td>
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<td><strong>private sector policies and programmes; and</strong></td>
<td>iv) Mobilize funding for management of rangeland resources and pastoralism programmes as part of their corporate social responsibility.</td>
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<td><strong>Civil Society and Faith-Based Organisations</strong></td>
<td>i) Mobilize resources and advocate for increased funding for rangeland and pastoralism programmes;</td>
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<td>ii) Participate in planning, implementation and monitoring of rangeland resources and pastoralism programmes;</td>
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<td>iii) Monitor the operationalization of regional and international protocols on rangeland management and pastoralism;</td>
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<td>iv) Mobilize and sensitize communities on rangeland resources and pastoralism;</td>
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<td></td>
<td>v) Develop and implement rangeland and pastoralism programmes.</td>
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<td><strong>Households and the Community</strong></td>
<td>i) Participate in protecting rangeland resources and pastoralism;</td>
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<td></td>
<td>ii) Encourage and support community-led rangeland and pastoralism initiatives;</td>
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<td>iii) Participate in planning, implementation and monitoring of rangeland and pastoralism programmes.</td>
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### 6.3 Communication and Dissemination

A comprehensive communication and dissemination strategy shall be developed to popularize and disseminate this policy and its corresponding implementation plan. Popular versions and policy briefs in major local languages shall be produced and disseminated. Both electronic and print media shall be used to ensure that a big percentage of the population is reached.
7.0 Financing Arrangements

Different sources for financing rangeland resources and pastoralism include revenues from the Government, grants from Development Partners, private sector investment, CSO financing, community support, household savings, individual contributions.

In the short term, Government in partnership with Development Partners shall provide the main source of funding for rangeland resources and pastoralism management. In the long-term management of rangeland resources shall be financed through private and individual revenues.

The costs of implementing this Policy are reflected in the Rangeland Management and Pastoralism Implementation Plan (RAMPIP). The RAMPIP gives detailed cost of the interventions and proposed financing arrangements for implementation of the commitments in this Policy.

The pastoralist communities and the private sector, shall play a critical role in financing the management of rangeland resources through individual contributions. In addition, the private sector will provide resources for rangeland resources management through corporate social responsibility.

In addition, Government shall educate the public on benefits for protecting rangeland resources and pastoralism. Government shall mainly promote traditional and informal rangeland management initiatives to ensure that individuals, families and communities protect and provide care for rangeland resources.

8.0 Monitoring and Evaluation

Monitoring of the implementation of this Policy shall be carried out on a regular basis. Appropriate indicators shall be developed to monitor targets set across the policy interventions. The Policy measures shall be evaluated at midterm and after 10 years to establish impact, gaps, emerging issues and challenges. Monitoring and Evaluation
shall involve full participation of relevant Government Ministries, Departments and Agencies, Private Sector and Civil Society.

8.1 Policy Outcomes

The Policy shall achieve the following outcomes:

i. Improved livelihoods of the pastoralist population and health of animals;

ii. Improved Environmental protection;

iii. Increased GDP and National Incomes