



A study on the Impact of National Policies Processes on Pastoralism in  
Tanzania

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## Acronyms

CBOs	Community Based Organisations
CBNRM	Community Based Natural Resource Management
CCRO	Certificate of Customary Right of Occupancy
CCSU	Community Conservation Service Unit
CSOs	Civil Society Organisations
DLUM	District Land Use Management
GCA	Game Control Area
GR	Game Reserve
KIPOC	Korongoro Integrated Peoples Oriented Conservation
LU	Livestock Unit
NARCO	National Ranching Company
NCA	Ngorongoro Conservation Area
NCAA	Ngorongoro Conservation Area Authority
NGOs	Non Governmental Organisations
NP	National Parks
NR	Natural Resource
PCSOs	Pastoral Civil Society Organisations
PINGOs	Pastoralists Indigenous Non Governmental Organisations
PRA	Participatory Rural Appraisal
SNP	Serengeti National Park
TANAPA	Tanzania National Parks
TNP	Tarangire National Park
URT	United Republic of Tanzania
VLC	Village Land Council
VLUM	Village Land Use Management
VNRMC	Village Natural Resource Management Committee

## Executive Summary

Pastoralism has suffered untold abuses in the implementation of national policy and laws before in the incorporation of bills of rights in the constitution. These provisions allowed freedom of association that enable formation of CSOs and NGOs, some of which based their interventions into policies and legal issues that denied pastoralists of the rights to engage into livelihood processes through access to, management of, and benefit from land and resources entailed in them.

This study employed a policy analysis approach to the implementation of positive provision that had positive outcome to pastoralists and pastoralism. The methodology employed in commissioning this study included both qualitative and quantitative methods both in collecting and analyzing secondary and primary data. Qualitative data were analyzed through inductive content analysis, whereby simple numeric quantitative analysis was use on analysis of quantitative data. The sampling methods engaged purposive sampling of which three pastoral districts of Ngorongoro, Kiteto and Simanjiro- all in Arusha and Manyara regions respectively- were selected each represent with two to three villages. The reason for purposive sampling was based on the objective of the study to elucidate positive outcomes on the implementation of positive policies among pastoralists.

This study has five sections; the introduction, background to the study, Rangeland resource management by pastoralists, Policy environment; land policy; wildlife policy and act and forest policy as well as Tourism policy. In addition a discussion on livestock policy was offered and lastly conclusions and recommendations.

### *Rangeland resources management*

The discussion offered, provides challenges faced by pastoralists in managing rangeland resources, however the study cites important aspects of traditional knowledge in rangeland resource management that have led to effective and efficient production and livelihood engagement through pastoralism. Pastoral rangeland resource management is associated with improved wildlife and other natural resources conservation in areas inhabited by pastoralists such as NP, GCA, and GR. Most of the areas put under conservation-NCA, SNP and TNP have been under traditional natural resource management of pastoralists. The contribution made to the national economy and individuals associated with pastoralism directly or indirectly through its practices are significant in tourism and livestock sectors. This fact therefore proposes the adoption of pastoral rangeland resource management in contemporary natural resources management and conservation.

### *Policy environment*

The policy and legal environment in Tanzania, though in some instances indirectly, it has been responsible positive outcomes realized in pastoralism. Positive cases in perspectives that have benefited pastoralists and pastoralism in general as a result policy and legal process include increased access and benefits accrued to pastoralist from ownership and management of land and resources there in. In Ngorongoro, Simanjiro and Kiteto for instance processes for land use planning and consequent formation and strengthening of CBNRM Committees lead to establishment of Suledo, Murtangos and Ololosokwan forest reserves and Terrat and Emboreet wildlife corridors. The formation of these community conservation programmes in the areas has increased access to pastoral resources of pasture, water and salt licks. In addition the conservation areas were exclusively set to cater for pastoralism, wildlife and non consumptive tourism activities. These initiatives taken by communities if continued to be supported by national policy and legal framework as well as replicated in similar pastoral lands sustainable rangeland resource management and conservation could be achieved. These pastoral community conservation programmes, further, have also solved the NP, GR and GCA conservation and community development puzzle of TANAPA. This puzzle is resolved in a manner that CBNRM with pastoralism in practice is compatible with wildlife management while at the same time pastoral communities diversify their livelihood through engagement in non consumptive tourism earning participating villages a substantial amount of financial resources for development projects.

Positive case studies cited from Ngorongoro, Simanjiro, and Kiteto sampled villages need to be replicated to more pastoral villages with the broader objective of increasing security of tenure of pastoral land. In line with secured tenure processes to promote optimal utilization of rangeland resources for poverty alleviation and increased contribution of pastoralism and associated activities to the national be though and implemented to justify the rationale for pastoralism as sustainable production and livelihood system.

## 1. Introduction

The freedom of civil society organizations in Tanzania is only a recent phenomenon that went hand-in-hand with the liberalization of the economy but more specifically with multipartism in the 1990s. The recognition of fundamental freedoms and human liberties in the Constitution of the United Republic is also something that happened only a decade earlier (1984) with the inclusion of the bill of rights in the constitution. One of the key fundamental freedoms that were enshrined in the Bill of Rights was that which was related to the freedom of association. This environment and legal guarantees were responsible for the upcoming with civil society organizations and especially Non Governmental Organizations (NGOs) and Community Based Organizations (CBOs). These organizations took different lines of specialization ranging from service provision to lobbying and advocacy.

Pastoralists who were otherwise not properly represented in single party politics or multiparty politics for that matter were among the first to take advantage of this situation of freedom associations to form NGOs and CBOS (Parkipuny : Personal Communication). So, the early 1990s saw an unprecedented upsurge of important and strong pastoral CSOs like PINGOs Forum, Ilaramatak Lorkonorei, Bulgada, Korongoro Intergraded Oriented Peoples to Conservation(KIPOC), Inyuat E-Moipo just to mention a few.

The emergence of this pastoral CSOs whose areas of preoccupation ranged from land rights, provision of basic services like water and education, human rights, preservation of culture, was going to change the equation in the way the state relates to pastoralists for many years. This mapped new horizons for people's participation in public affairs. These organizations played a significant role in the shaping of policy making process the outcome of which, some policies were formulated with a human face particularly those that touch the livelihoods of marginalized communities. Many policies have however remained unaffected by the presence of these organizations as will be seen in this study.

This study is an account of practical experiences of incidences where some of these organizations and their constituencies have worked hard to influence key policies, which have a bearing on their livelihood.

The methodology used is to conduct this study included the quantitative and qualitative data collection methods; however it should be noted that qualitative methods is predominant. Quantitative methods involved collection of primary data in number used to support qualitative arguments raised in the study. Qualitative methodologies involved literature reviews, focus group discussions, key informants interviews and observations.

Sampling; purposive sampling methods were used targeting pastoralists inhabited areas of Manyara and Arusha Regions. Three pastoral districts of two regions were selected; including Ngorongoro, Simanjiro and Kiteto. In each district two to three villages were sampled. The following villages were sampled; Kiteto Amei, Ilera and Londepesi; Ngorongoro; Ololosokwan and Soit Sambu: Simanjiro; Terrat, Loiborsoit A and Emboret. The initial study design targeted six villages, however, actual village involved in the data collection were eight the reason behind being to fill information gaps.

Data collection tools; focus group discussion and interviews guides were used for qualitative data collection. Quantitative data collection employed numeric data collection forms. The data collection tools were administered by a team of 4 data collectors for qualitative data namely focus group and interviews facilitator, two notes takers, one observer/timekeeper. Primary quantitative data collection tools were administered by a team of two data collectors.

The study engaged into a simple quantitative data analyses and qualitative contents analyses for qualitative data both primary and secondary. Primary and secondary data analyses were achieved through inductive processes of which the information gathered and analyzed were fitted into the themes, objectives to answer study questions. The validity and reliability of data both quantitative and qualitative was assured through a thorough triangulation of same data from various sources.

The study is divided into five section; section one provide introduction to the study; section two discusses important information on the background to the study; section four provide an analysis of various policies and laws that impinge on pastoralism using both secondary and primary data collected, section five offers some conclusion and recommendation for the study.

## **2. Background to the study**

One problem that is shared by pastoralists all over Tanzania and of all ages including those during colonial times is that which relate to land alienation. It is believed that pastoralists have lost up to 40% of their land in recent history. No one knows for sure why governments are easy to grab pastoralists' lands but perhaps it is because pastoralists are not capable of staying in one place permanently. One but one other reason is because livestock keeping is not considered productive to household and national economies. Many incidences of encroachment and alienation of pastoral grazing land in are common in Kiteto and Simanjiro Districts in Manyara Region, Ngorongoro and Monduli Districts in Arusha Region Kilosa District in Morogoro and very recently in Mbarali in Mbeya region just to mention a few.



Some of the beneficiaries of pastoralists land alienation include conservation authorities, foreign and domestic investors, military camps, extensive farming often involving high echelons in society and sometimes other dubious government interests which are simply collapsed in the guise of national interest.

Pastoral CSOs (PCSOs) have stood up in defense of these lands with pastoralist. These organizations have been propounding the argument that pastoralist's mechanisms of managing natural resources are indeed effective and the fact the lands that are now being taken for the interest for conservation and investment to other sectors of the economy is a result of traditional pastoralists' natural resources management mechanisms. It is an unaccepted fact that the absence of pastoralists in areas considered of national interest could have not existed today. In acknowledgement of the important role played by pastoralists in natural resources conservation, policy formulation and implementation processes opportunities were used by pastoralists and PCSOs to ensure security of tenure of pastoral lands, to benefit and protect, not only pastoralism, but also National Parks(NP), GR, GCA considered to be of national interest.

Pastoralists' traditional knowledge on natural resources management and conservation received little attention in contemporary conservation philosophy and practice, despite being an effective conservation method for natural resources. The prejudices directed at pastoralism and pastoralists, as a primitive form of production and livelihoods is the reason PCSOs and their supporting are standing strong in search of viable policy options and opportunities to sustain the practices of pastoralism.

The position PCSOs is unambiguous: pastoralism is the most sustainable form of livelihood and rangeland resources management in many of our dry lands both ecologically and economically .For them policies in natural resource management must recognize this reality. The commissioning of this study adds value to this attempt of advocating for the recognition of these truths in the circuits of government and policy making.

This study is organized in a manner that touches important policies that affect pastoralists, yet offering possibilities for positive outcomes for sustainable pastoralism include; Land, wildlife, environment, natural resources management and livestock policies. The opportunities accessible from these policies differ in the extent to influence change for favorable pastoralism outcomes. Some of these policies have negative statements restricting the happening of positive effects from pastoralism. However, positive and negative policy directions, with some modifications, were utilized by pastoral communities and PCSOs, making sure those optimistic results are realized. Thus the study identified good policies and policies processes leading to realization of positive outcomes from pastoralism.

The next section deals shortly with some of these key policy areas but a few practices of pastoralism that are said to be good for the environment are highlighted.

### 3. Rangeland Resources management by pastoralists

The changing patterns and intensity of grassland use by wildlife and increasing prohibition of livestock grazing in key areas, means pastoralists can no longer practice successful and sustainable subsistence pastoralism (Homewood and Rodgers; 1991: 96). Restrictions posed to pastoral practices in Tanzania not only cause land scarcity for livestock grazing, but also deterioration of areas put under conservation, which depend on pastoral practices in maintenance of rangeland resources. Conservation of rangeland resources without pastoral activities is as good as destruction of the same.

Pastoral practices such as fires on grassland, despite the fact of adverse effects on growth of woody plants, in some areas of Ngorongoro and Serengeti woody plant seedling have adapted to the condition (Ibid: 103). The benefits of burning grassland land outweigh those of not burning. Periodic burning enhances the production of good grazing for both wildlife and domestic stocks (Ibid: 103).

The kinds of animals breeds that are kept by pastoralists are those that have the best resilient for the environments. The keeping of these kinds of livestock production is responsible for the fact pastoralism contributes to 25 percent of total food production in sub-Saharan Africa. Prospects from livestock production in sub-Saharan Africa and Tanzania in particular are huge. The government considers livestock production system once modernized a lucrative source of revenue. However, turning pastoralism into ranching method of livestock keeping is not an easily manageable and sustainable endeavor. Attempts by International Bank for Reconstruction and Development (IBRD) to transform pastoralism into modern livestock production did failed (Hodgson D.L 2001:202-17), what is needed is support to pastoral livestock production system which thrive well in the range lands. Experience from externally imposed livestock production systems using improved breeds tells us that those methods and breeds could not tolerate arid and semi-arid conditions. Traditional livestock breeds proved to be resilient to the rangelands, and that traditional knowledge in rangeland management is effective and efficient for livestock production.

Pastoralist rangeland management strategies are those that support livestock breeds of heat, low water and food intake tolerance and disease resistant (Homewood and Rodgers 1991: 144). Zebu cattle breeds survive the rigours of tropical arid and semi-arid environment. Experiments made on other improved

livestock breeds did not survive the tropical condition unless cross bred with traditional breeds.

Pastoralists land use has come into conflict with other land use. The nature of conflicts is from the increasing scarcity and encroachment of land from other land uses not common in pastoralist-inhabited areas. Encroaching land uses include farming, GR, GCA, Investments in mining, tourism and settlements. The new developments made it difficult for pastoralists to access adequate resources for their livestock. Pastoralists themselves have been forced by circumstances to encroach on other people's lands a fact that is responsible for many conflicts in the country.

## 4. Policy environment

A number of policies provide prospects for positive outcomes to pastoralism in Tanzania. Land, wildlife, environment, forest, investment, natural resource and tourism policies, directly or indirectly affect pastoralism.

### *4.1 Land policy*

The Country adopted its first ever land policy in 1995 following a nationwide consultation by the Presidential Commission of Inquiry into land matters (famously known as the Shivji Commission). The policy did not make use of all the Shivji's commission recommendations but at least some of them taken on board. What followed afterwards was the making of the 1999 land laws which were to be the direction of the nation when it comes to land matters.

Overall land policy objective is to promote and ensure secured land tenure system that encourage optimal use of land resources and facilitate broad based social and economic development without upsetting or endangering the ecological balance of the environment (land policy 1999: 5 section 2.0). Land policy specific objectives of interest to pastoralists are; equitable distribution of and access to land, by all citizen, ensure customary rights in land, especially of small holders (herdsmen and peasants) are recognize, clarified and secured in the law (land policy 1999: 5 section 2.0). Pastoralists land use priorities are authenticated through participatory land use planning with adequate involvement of land users. The policy formulation is said to have originated from the increase in human and livestock population. Human activities of cultivation and settlement have increased in new land areas which, mean reduction in areas available for pastoralists and their livestock. The pressure on land and its resources demanded the implementation of land policy to promote and ensure secured land tenure system for all land users.

*The policy is very emphatic on equitable distribution of and access to land. The policy provides for pastoralists to equitably access land in the same way as*

other land users. Access to land here is interpreted to mean land and land resources therein. Land purveys grazing resources of pasture, water and salt licks. Access and protection of pastoral land is enhanced by *village titling* (Land Policy 1999: section 4.2.27). Village titling equips the village with power to control and protect village land from alienation and encroachment to other land uses not outlined in village development plans. In addition village land titling protects common property regime. The policy states that in order to protect village land rights and promote better sustainable use of natural resources within villages the government will continue to provide guidance on village boundary demarcation and land use planning, process of which the government through district councils have been supportive.

The policy is also supportive of participatory Land use planning to control growing social and land use conflicts, meet environmental concerns due to haphazard alienation of rangelands for large scale agriculture (Land policy 1999: section 7.3.0). The extensive alienation, frequently disowns pastoralists of their grazing land. The policy provide that legal measures will be taken to guarantee security of tenure for pastoralists in pastoral land areas through; gazetting of pastoral land against encroachment, issuance of certificate of village land to protect common property regime, restore under utilized or neglected former pasture land to pastoralists when not in conflict with national interests and in areas where activities other than pastoralism ceases in rangeland- for example abandoned ranches-that land will be reverted to its original land use. This is a very positive tone of the policy but the difficulty is in implementing it. Pastoralists in Sukenya, Ngorongoro District have recently been struggling to get lands amounting to thousands of hectares that were given to Tanzania Breweries in the 1980s but that land has already been sold to an investor. This is despite the fact that the said land stayed idle for over thirty years without being put to the use it was intended for. Some pastoralists have however been given rights to lands in Kilosa which were once properties of the national Ranching Company (NARCO).

The land use act objectives strive to ensure security and equity in access to land resources and design a framework for prevention of land use conflicts. The village council and village assemblies have been give powers to review amend and approve village land use management plans. The district council through Ward Development Committee plays only an advisory role in village land use plans. This piece of legislature gives pastoralists an upper hand in allocation of land for pastoral activities. In addition, the provision for joint land use planning for neighboring villages provides opportunities for increased range of grazing resources beyond a single village boarder.

On village land use planning and management the policy is strong on the need to evaluate and propose alternative uses of natural resources in order to improve living conditions of villagers (URT; 1998:1). Village land use management is the process of designing, implementing and revising village land

use plans (ibid). Effective land use planning and management is that carried out in a participatory manner (ibid). Participatory land use planning and management has the following characteristics;

- Existing and proposed land uses identified by village land users
- Villagers set agenda on resource allocation and control the planning process
- Village plan formulation is local people centered
- The district council and CSOs plays more of a facilitative role for participatory land use planning and resource management than making the plans themselves.

Expectation from participatory Land use planning and management

- Village land use plans that reflect local communities needs adapted to local conditions(Annexes Map 1: Loiborsoit B proposed land use plans)
- Land disputes are minimized and interests of various stakeholders (pastoralists and farmers) are taken into consideration
- Increased land productivity to benefit all land users
- Local communities institutions able to review and maintain land use plans with less input from outside

**Table1: Steps for participatory land use planning and management**

STEP	ACTIVITY	RESULTS
1. Preparation: district level	<ul style="list-style-type: none"> <li>▪ Formation of District Participatory Land Use Management Team (DPLUM)</li> </ul>	<ul style="list-style-type: none"> <li>▪ DPLUM initiated at district level and human resource mobilized</li> </ul>
	<ul style="list-style-type: none"> <li>▪ Prepare an action plan and mobilize concerned institutions</li> </ul>	<ul style="list-style-type: none"> <li>▪ A sound work plan and action plan</li> <li>▪ Concerned institutions mobilized</li> </ul>
	<ul style="list-style-type: none"> <li>▪ Collection and analysis of district data</li> </ul>	<ul style="list-style-type: none"> <li>▪ Sufficient knowledge for the planning exercise</li> </ul>
	<ul style="list-style-type: none"> <li>▪ Preparation of a plan of operation with priority villages</li> </ul>	<ul style="list-style-type: none"> <li>▪ A sound plan of operation</li> <li>▪ Approval from the concerned institutions mobilized</li> <li>▪ Funds, materials and human resources, allocated</li> </ul>
2. PRA For land use Management	<ul style="list-style-type: none"> <li>▪ Formation of a PRA team</li> <li>▪ Introductory village council meeting</li> <li>▪ Additional introductory visits</li> <li>▪ Village Assembly meeting and formation of VLUM committee</li> <li>▪ Briefing VLUM Committee</li> </ul>	<ul style="list-style-type: none"> <li>▪ District human resources allocated (PRA-Team)</li> <li>▪ Village council mobilized</li> <li>▪ Village community Mobilized</li> <li>▪ VLUM committee formed and briefed</li> </ul>
	<ul style="list-style-type: none"> <li>▪ Data Gathered in Village</li> <li>▪ Ranking of problems and opportunities</li> </ul>	<ul style="list-style-type: none"> <li>▪ Sufficient understanding about the Village</li> </ul>
	<ul style="list-style-type: none"> <li>▪ Creation of community action plan for village land use management</li> </ul>	<ul style="list-style-type: none"> <li>▪ A technically sound community action plan reflecting stakeholders interests</li> <li>▪ Village aware PLUM and mobilized to implement it</li> </ul>
3. Supplementary Survey	<ul style="list-style-type: none"> <li>▪ Meeting with village council and VLUM Committee</li> <li>▪ Prepare for supplementary survey</li> </ul>	<ul style="list-style-type: none"> <li>▪ Village institutions mobilize</li> <li>▪ District human resources allocated</li> </ul>
	<ul style="list-style-type: none"> <li>▪ Establishment of village boundaries</li> <li>▪ Establishment of village reference points</li> <li>▪ Preparation of village boundary map</li> </ul>	<ul style="list-style-type: none"> <li>▪ A certificate of village land which empower the village council legally to deal with PLUM</li> <li>▪ Land conflicts with neighboring villages resolved</li> </ul>
	<ul style="list-style-type: none"> <li>▪ General land Survey for preparation of a village base map</li> </ul>	<ul style="list-style-type: none"> <li>▪ Village Base Map</li> <li>▪ Conditions fulfilled for land administration</li> </ul>
	<ul style="list-style-type: none"> <li>▪ Assessment of existing land use</li> <li>▪ Additional socio-economic survey</li> <li>▪ Additional Agro-ecological survey</li> </ul>	<ul style="list-style-type: none"> <li>▪ Existing village land use map</li> <li>▪ Enough understanding for the preparations of a Detailed village land use management plan</li> </ul>
4. Participatory Land use planning and administration	<ul style="list-style-type: none"> <li>▪ Draft of a detailed village land use plan</li> </ul>	<ul style="list-style-type: none"> <li>▪ A plan for minimizing land conflicts, optimal land resource use and improving land security</li> </ul>

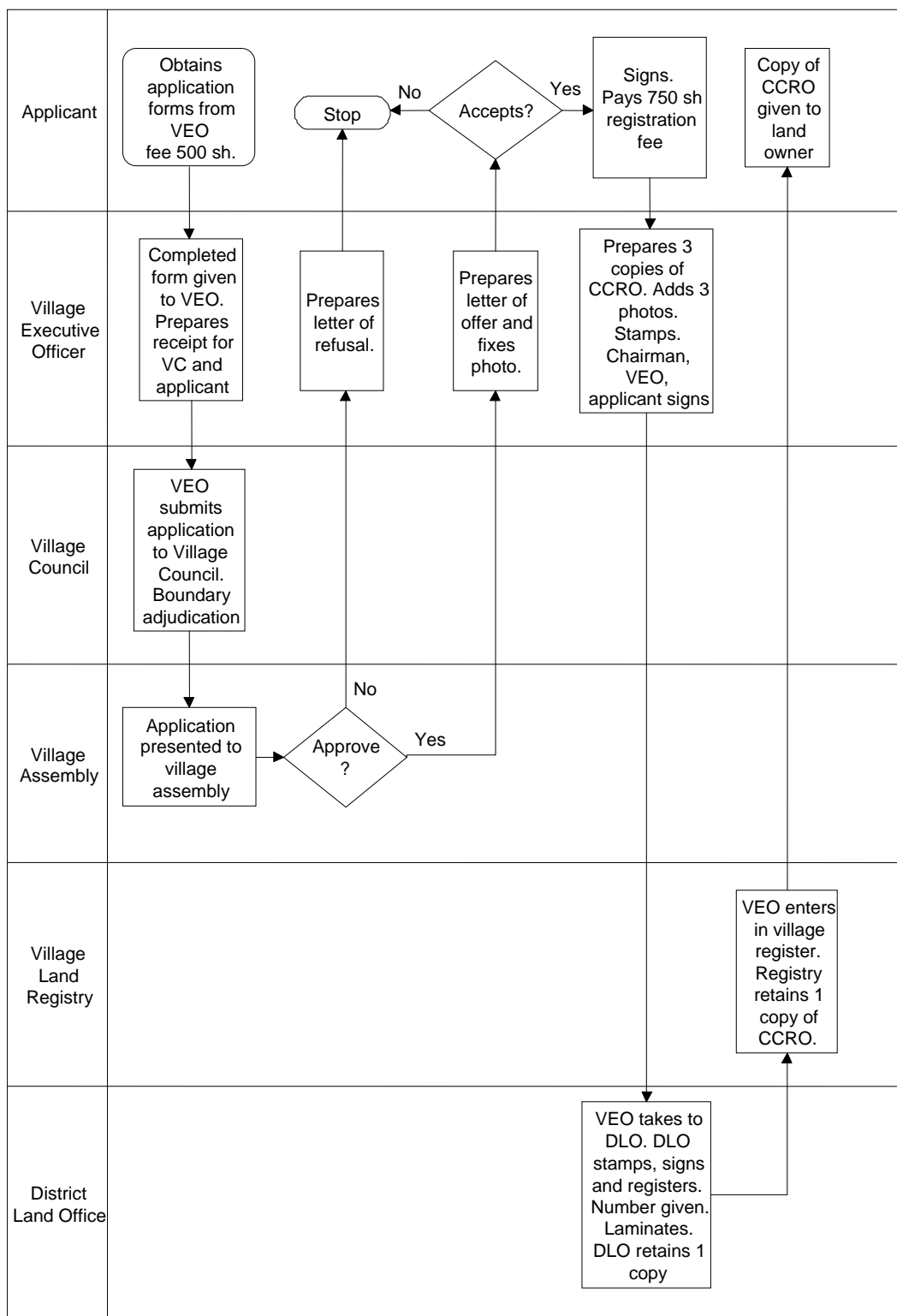
	<ul style="list-style-type: none"> <li>▪ Demarcation, mapping and registering public Areas</li> <li>▪ Demarcation, mapping and registering private land parcels</li> </ul>	<ul style="list-style-type: none"> <li>▪ Land conflicts are minimized</li> <li>▪ Land security is improved</li> <li>▪ Women control over land improved</li> <li>▪ Allocation of land is optimized</li> </ul>
	<ul style="list-style-type: none"> <li>▪ Finalizing detailed village land use plan, natural resource management strategies and drawing of and agreed land use map</li> </ul>	<ul style="list-style-type: none"> <li>▪ A well document village land use plan, reflecting stakeholders agreements</li> </ul>
	<ul style="list-style-type: none"> <li>▪ Establishment of a village land registry</li> <li>▪ Issuing of certificate of customary rights</li> <li>▪ Creation of by-laws</li> </ul>	<ul style="list-style-type: none"> <li>▪ The village empowered to settle land issues</li> <li>▪ Agreements concerning land ownership and land use management are enforced</li> </ul>
5. Implementation of appropriate land management measures	<ul style="list-style-type: none"> <li>▪ Arrangement with concerned extensionists and other experts</li> <li>▪ Meeting with village councils and VLUM committee</li> </ul>	<ul style="list-style-type: none"> <li>▪ District and ward human resources allocated</li> <li>▪ Village institutions are mobilized for this step</li> </ul>
	<ul style="list-style-type: none"> <li>▪ Supplementary Land management appraisal</li> </ul>	<ul style="list-style-type: none"> <li>▪ Land management issues are further analyzed and opportunities identified</li> </ul>
	<ul style="list-style-type: none"> <li>▪ Village assembly meeting</li> <li>▪ Meetings at sub village levels</li> </ul>	<ul style="list-style-type: none"> <li>▪ Villagers are mobilized</li> <li>▪ Work plan is prepared to apply improved land management measures</li> </ul>
	<ul style="list-style-type: none"> <li>▪ Planning and implementation of identified measures</li> <li>▪ Continuation, but with on the job training of village technicians</li> </ul>	<ul style="list-style-type: none"> <li>▪ Village plan implemented and monitor the selected measures</li> <li>▪ Village technicians recruited and trained</li> </ul>
6. Consolidation	<ul style="list-style-type: none"> <li>▪ Assessment impact of PLUM process in the village and the capacity of villagers and their institutions to proceed</li> </ul>	<ul style="list-style-type: none"> <li>▪ Enough understanding by the village institutions and the PLUM team to plan the consolidation process</li> </ul>
	<ul style="list-style-type: none"> <li>▪ Agree and formalizing the role of the stakeholders in PLUM</li> <li>▪ Village Assembly meeting</li> </ul>	<ul style="list-style-type: none"> <li>▪ Roles of stakeholders well defined and agreed upon to assure continuation of PLUM</li> </ul>
	<ul style="list-style-type: none"> <li>▪ Low profile follow up</li> </ul>	<ul style="list-style-type: none"> <li>▪ Good communication between village and district institutions.</li> </ul>

Source: URT; 1998, *Guidelines for participatory village land use management in Tanzania*

The processes for the formulation and implementation of land policy and act gives decision making powers for planning and management of village lands to the village general assembly. The Village general assembly through the village council approves allocations of land into various uses and provides guidelines on the management of land resources within the village.

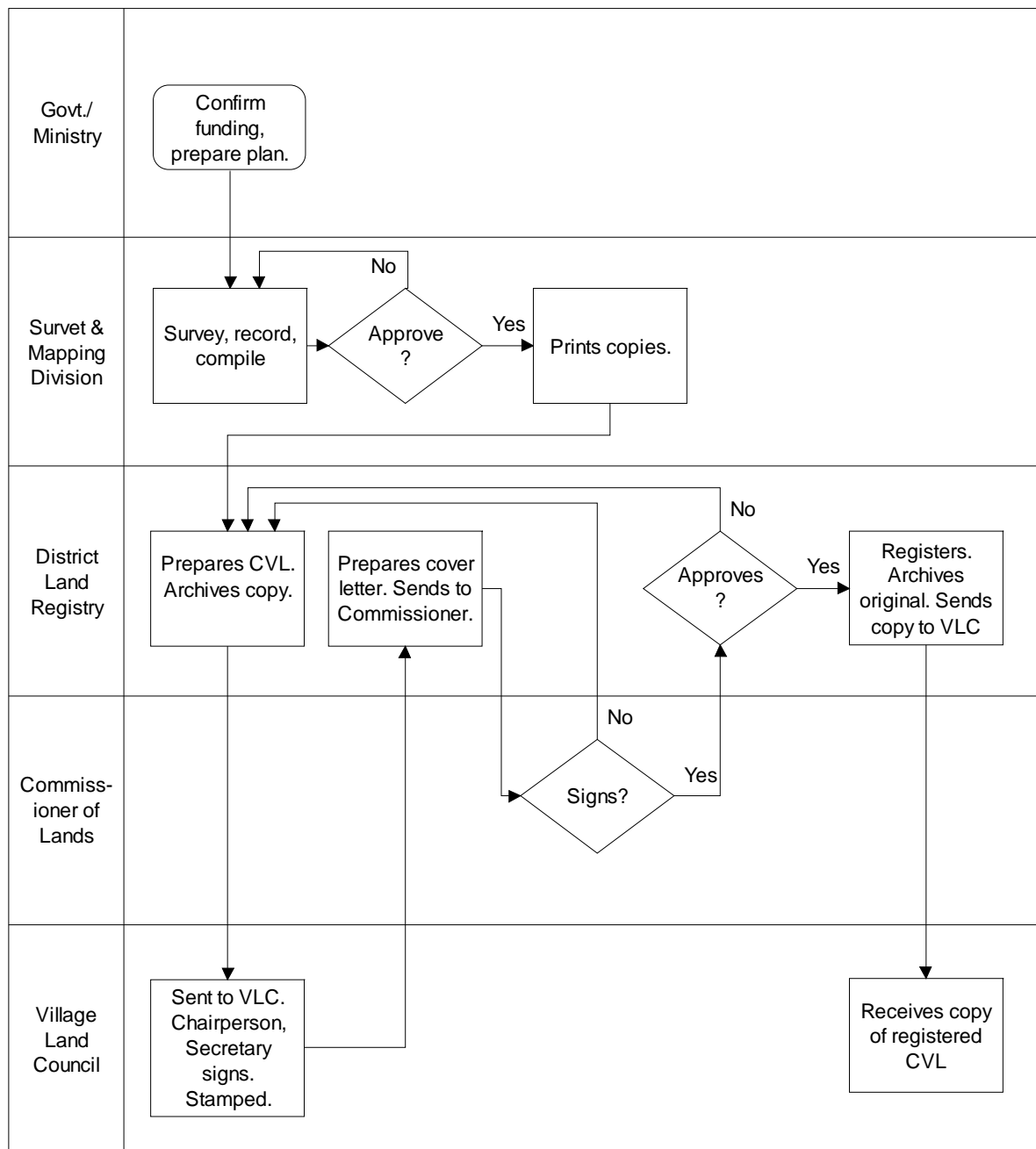
Village lands are formalized by acquisition of customary rights and registration of village lands with the commissioner of lands. Implementation of the land policy to a level of acquiring *village land certificate on customary rights of occupancy assures security of* village lands. See diagrams below for procedure to acquire certificates of village lands and Customary Certificates of Occupancy (CCRO) s.

Figure1: Procedures for getting a CCRO





**Figure 2: Process for the Issuance of Certificates of Village Land.**



A total of 52 pastoral villages in Ngorongoro, Kiteto and Simanjiro are registered with the commissioner of lands and acquired CCRO. Land use planning and management increase pastoral security of tenure to land, eliminate encroachment to and conflicts on pastoral lands, increased access to grazing resources of which for instance in Simanjiro district alone 90 percent of

land is allocated for grazing and related resources. The establishment of VLUM and village land councils, corrupt practices on land issues has been minimized; in addition, these institutions provided mechanisms for implementation of other sustainable land use projects such as forest, wildlife and water catchments areas conservation.

#### ***4.2 Natural Resource Management policies: wildlife policy and Act, the Forest Policy and Act and Tourism policy***

Wildlife activities have greater influence on management of rangeland resources for pastoralists. The control that Wildlife management authorities has over livestock keeping, particularly in villages closer to National parks(NP, Game Reserves(GR) , Game Controlled Areas (GCA), is reinforced by the fact that both share the same grazing resources from the rangelands. Though wildlife management authorities perceive the coexistence of livestock and wildlife as that which limits availability of grazing resources to wildlife, the truth is the co-existence of livestock and pastoral practices within and around NP, GR, and GCA, enhances and improves the quality of grazing resources for both livestock and wildlife. Thus policy objectives and statements in the wildlife policy are discussed here to elucidate important element that open doors for pastoralists and their livestock to benefit from their presence in wildlife areas while implementing the wildlife policy. Pastoral rangeland management is supportive of conservation objective of wildlife policy. Though livestock share the same grazing resources with wildlife, pastoralism has provided a buffer zone for wildlife to live. Increased opportunities for pastoralists to benefit from coexistence of livestock and wildlife, as well as, accessing direct benefits from wildlife is seen to foster conservation effort of the wildlife, through the availability of grazing resources outside NP's, GR's, GCA's .

##### ***4.2.1 Integrating wildlife conservation and rural development***

Wildlife policy of 1998 proposes measures that bring an equitable share of revenue, from tourist operators to the rural communities, whose land the industry is thriving. The policy objective has good intentions to increase benefits of wildlife resources to rural communities; practices on the ground give a different picture in various communities with wildlife resources. Bad relationships that exist between some hunting companies with villages communities whose land hunting activities are undertaken, is a source of land use conflicts, as well as, leading to communities desire to change land allotted to hunting into other uses with such examples as Loliondo Game Controlled Area, Longido Game Controlled Areas, just to mention a few. Pastoral villages around NP's, GR's and GCA's, which do not adequately benefit from wildlife

resources are in the processes of reviewing their land use plans as well as changing the investment patterns from consumptive tourism to non consumptive tourism: a subject discussed elsewhere in this study.

The idea among pastoral communities around wildlife areas towards re-assessment of the value of existing land use on wildlife management and the need to transform investment pattern on those areas, so as to contribute more to rural development, shifted the attention of investors and land users, towards a scheme that donate resources to finance village development projects. A recent analysis of a few tourists companies investing in the areas indicated an increase in their contribution to rural development projects. Benefiting villages include; Sukuro, Emboreet, Loiborsoit A and Loiborsiret in Simanjiro district. For example Dorobo and Kikoti Safari companies operating in Emboreet in Simanjiro District on photographic and camping tourism, apart from photographic and camping fees paid to the village, they have donated financial resources amounting 100,000 US\$ for the construction of class rooms, water drilling and school feeding programmes on a one year (2006) village development programme.

#### ***4.2.2 Recognizing the intrinsic value of wildlife to rural people***

The strategies aim at establishment of community natural resources management that help rural pastoral communities secure ownership and long term user rights of wildlife and natural resources on the land (Wildlife Policy 1998: 15-19). The policy strategies encourage pastoralists to acquire land and conserve resources and benefit from them. Initiative undertaken by pastoral communities includes those supported by TANAPA-in Tarangire, Manyara and Serengeti NP's, as well as Ngorongoro Conservation Area (NCA). Increased recognition of pastoralists and pastoralism around NP's, and a better benefit sharing package from wildlife resources perked up community spirit to participate in wildlife and natural resources conservation.

The compatibility of pastoralism and wildlife activities around NP's reduced the threat posed by human activities about the parks. Pastoralists neither hunt for subsistence nor poach, making it safer for wildlife to graze closer to pastoral areas. A study conducted by Kadzo Kangwana and Rafael ole Mako (Kangwana and Ole Mako in David Hulmes and Marshall Murphree 2001: 148-159), indicated success of community conservation practices around the TNP ecosystem. The success from Tarangire community conservation is attributed to livelihood practices of pastoral communities living adjacent to the park borders. This study confirms that most of wildlife in TNP depends on resources outside the park for more than six months of the year. Well managed land use activities- settlements, subsistence farming- in addition to the majority land use allotted to pastoralism, if goes on unrestricted, it is optimistic that natural resources of wildlife, forests, plants and grasses will sustainable be conserved.

TNP through TANAPA established a Community Conservation Service Unit (CCSU) with aims to improve relationships with local communities around TNP. The aims of CCSU are to ensure that interests of TNP with regard to natural resource conservation and communities' welfare are met. CSSU facilitate the process for sharing of benefits to target communities and assist communities to gain access to information, resources and services that promote sustainable development through conservation and utilization of natural resources. Community conservation drive around TNP benefits from the formation of Village Natural Resource Management Committees (VNRMC), VLUM and Village Land Councils (VLC)<sup>1</sup>, which oversee the implementation of conservation activities and design of project to promote social and economic welfare of participating communities through use of land resources.

The established VNRMC, VLUM and VLC pioneered land use planning process an important component in NR conservation and management<sup>2</sup>. The improvement and increased community involvement in conservation activities is envisaged to enhance the capacity of community Institutions for NR management at village level reduces the negative impact of consumptive tourism. Consumptive tourism depletes natural resources of wildlife, while community conservation emphasis is on non consumptive tourism. Non consumptive tourism-photographic and game viewing tourism earn participating villages around TNP and SNP annual income ranging from 36, 000 US\$ to 60, 000 US\$ per annum. Consumptive tourism through hunting earns less than 2, 000 US\$ per annum. This revelation coupled with the bad relationships existing between consumptive tourist operators in pastoral villages has engaged many villages into processes to review their land uses towards non-consumptive tourism. The intention is seen to benefit both community conservation objective as well as increase the contribution of wildlife resources to village development.

Further there are arguments that promotion of Community Based Natural Resource Management (CBNRM) better augment TNP conservation effort through community based ecotourism projects. Support to communities from this angle, has a double impact in solving communities economic problems, whilst, solving the conservation puzzle of TNP. There are processes going on in support for non consumptive community based tourism facilitated by PINGOs Forum in collaboration with villages falling within the Lolkisale GCA. This process has engaged the Ministry of NR and Tourism, hunting companies and non consumptive tour operators in the area. Process outcome on the dialogue aiming at de-gazettement of the Lolkisale GCA<sup>3</sup> outlined below is seen as achievement through the ministry of NR and Tourism recognition of the significant role played by CBNRM on conservation.

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<sup>1</sup> Details of these community institutions and their organisation provided in a box below.

<sup>2</sup> Summarized Details of land use planning and management processes are detailed in this study on a section discussing land policy.

<sup>3</sup> Lolkisale GCA covers areas in the following villages lolkisale, terrat, sukuro, loiborsiret, emboreet, and loiborsoit b

### ***Box 1: Policy makers and Pastoral communities Dialogue on CBNRM***

Hunting tourism is growing fast in Tanzania, however, the contribution of this form of investment to the national economy and local communities' development has been insignificant. Hunting companies operate in hunting blocs demarcated within village lands, but managed by the Ministry of NR and Tourism, through the Department of Wildlife (DW). This form of management of land and resources there in, is complicated. The hunting blocs are within registered village land, of which village land use plans list them under CBNRM Areas (CBNRMA). The CBNRMA according to village by-laws are supposed to be managed by CBNRM committees. The impediment on the part of village on this arrangement comes when CBNRM committee wants to enforce conservation by-laws on hunting companies, which reports directly to the Director of wildlife. The hunting companies knowing that village authorities have no power to enforce anything upon them, decided to conduct their affair in an unsustainable manner, in addition to, human rights abuse (this bit doesn't make sense).

Unsustainable and human rights abuse coupled with limited contribution to local villages' development within the Lolkisale Hunting bloc, prompted community decision to seek an audience with the Prime Minister (PM), to present their case against the hunting companies namely Bundu Safaris and Luke Samaracks. The permission to see the PM through the Minister of NR and Tourism was granted. A taskforce involving eleven villages from the Lolkisale GCA was formed to represent communities in the meeting with the Minister of NR and tourism. The meeting aimed at making the following process agreement towards the de-gazettement of Lolkisale hunting block to give way for CBNRMA

- Influence and facilitate a process for decision making towards a better scheme for wildlife benefit sharing
- Eliminate conflicting views on Natural Resource Management (NRM) among various stakeholders; DW (what???), hunting companies and CBNRM committee
- Grant Village Communities the rights for NRM through the establishment of CBNRM and de-gazettement of hunting blocks
- Convince policy makers that Communities are capable of the managing and conserving natural resources if given opportunities.
- Propose a process for policy makers to make various national policies coherence to one another particularly on land, wildlife, tourism and rural development policies
- Make wildlife management-conservation and sustainable utilization-a tool for rural development and poverty reduction
- Accord legal status Community Based Eco-tourism (CBE-T) initiatives to support rural development and conservation efforts

The meeting convened on the 06<sup>th</sup> of March 2007 has the following process agreement outcomes:

- Hunting safari companies were asked to recognize and respect village land use and that those villages have rights to utilize their land and resources there in at wish..
- Land use and benefit sharing conflicts to be solved amicably based on community interest of villages within the hunting block: another forum has been organized to see how community based eco-tourism and hunting activities can operate together
- The Minister for NR and Tourism issued a last warned to Bundu safari involvement in human rights abuse and unsustainable utilization of wildlife resources and that tough measures will be taken against them.
- Hunting companies operating in the Lolkisale hunting block were given a responsibility for community development, Hunting block development and conduct anti-poaching surveillance.
- For the communities to apply for de-gazettement of the hunting block towards formation of a CBNRMA communities are supposed to follow procedures outlined.

Though communities out rightly did not achieve their objective of de-gazettement of the hunting block, the government through the Ministry of NR and Tourism indicated their willingness to support communities towards achieving their developmental objectives in NRM.

*Source: Process dialogue meeting with Ministry of NR and tourism with pastoral communities around TNP on the de-gazettement of Lolkisale GCA to give way for CBNRM-06<sup>th</sup> March 2007*

#### ***4.2.3 Forest resource management***

Suledo forest community in Kiteto district has established an effective system of village based forest management. Suledo forest community is comprised of

three wards-Sunya, Lengatei, and Dongo from which the name Suledo is derived. The forest covers an area of 167,416 hectares. The unique characteristic of the forest is that it is mainly used for grazing by Maasai pastoralists owners of the land. Being one of the successful forest resource management programme in Tanzania and in the world, pastoralism practiced in the forest proved not to be a threat to forest resources-flora and fauna-coexisting with livestock.

The processes that led to the establishment of Suledo and now Murtangos forests reserves were:

1. Land use planning for participating villages
2. Joint land use agreement by participating villages to contribute areas designated for the forest reserve
3. Development of an action plan for joint land use in the forest reserve: *for the case of Suledo and Murtangos-Action plan include land use for grazing wildlife, forest and ecotourism.*
4. Demarcation and mapping of the forest areas jointly agreed by participating villages.
5. Regional land registry offices review and approve the map
6. Approved maps by regional land registry office submitted to the ministry of natural resources and tourism for final approval before it handed over to ministry of lands and settlement for registration
7. Gazette approved community based natural resource management designated area as forest reserve exclusive for wildlife, livestock and tourism activities.

Based on the success of forest resource management in Suledo forest, combined with pastoralism, adjacent villages of *Namelock, Kimana, Ndingish, Nhati, Emalti, Engusero Sidan and Londepesi* were influenced to engage into a joint land use planning to establish a forest reserve-*Murtangos*- contiguous to Suledo. The Murtangos Forest reserve combines wildlife and livestock grazing land uses. Demarcation and mapping of the forest reserve has been completed and processes are underway to gazette the forest reserve in the government gazette.

### ***Box 2: Community Based Rangeland Resource Management***

Murtangos a newly established CBNRM programme involving seven villages of Namelock, Kimana, Ndingish, Nhati, Emalti, Engusero Sidan, and Londepesi, the formation of CBNM came as a result of deforestation activities of farming, illegal hunting and charcoal burning undertaken by non-pastoral communities migrated into the area. The pastoralists cry (what???) on environmental degradation and the need to conserve pasture, forests, wet lands, salt licks and wildlife resources, drew the attention of the Kiteto district commissioner, who advised and supported the pastoral communities' initiatives towards the formation of a CBNRM programme, the shore up (what ???) included farming interdiction and eviction of invading farming communities as well a taking legal measures against those who refused to implement lawful district commissioners orders.

The processes for the establishment of CBNRM programme included joint land use planning, with seven villages contributing part of their village land for Natural Resource (NR) Conservation. Land use activities designed in Murtangos CBNRM covering 3,200 square kilometers, of which 15 square kilometers are wetlands and salt licks resources, included livestock keeping, wildlife conservation and tourism. The approved land use plan for conservation of Murtangos forest by seven villages General assemblies formed a basis for lodging a formal request to map and gazette the CBNRM programme. The Murtangos CBNM programme status awaits the approval of the programme by the ministry Natural Resource and Tourism after district and regional authorities' approval.

Murtangos CBNRM programme is managed by a NR committee comprising members from participating villages. Management of NR is guided by the programme constitution and by-laws proposed by the NR committee and approved by the participating village general assemblies.

*Source: Interviews with key informants, member of Murtangos communities February 2007*

Initiative and efforts of pastoral communities in environmental protection and conservation are further evidenced by rejuvenated forests at ololosokwan previously degraded by farming communities, refer to the box below.

### ***Box3: Community Based Conservation***

Community conservation in ololosokwan village bordering SNP, rejuvenated ololosokwan river ecosystem previously dried as a result of invasion of farmer and farming activities on the river banks. Today the river forest has been reinvigorated allowing water to flow again providing a reliable source of water to livestock and wildlife. The community through its NRM committee managed to revive much of forest reserves in the village, attracting a good number wildlife making permanent home in village forest reserve throughout the year. Community conservation scheme have attracted a number of tourist investors to invest in village land as a result of richness in flora and fauna in Ololosokwan village. The forest reserve a home to wildlife is used for grazing more than 80,000 livestock herds by villagers while at the same time provides areas demarcated for tourist investors' campsites. Ololosokwan village government receives between 40, 000 US\$ to 60, 000 US\$ from camping and bed fee from Sokwe, Nomard, Kleins and Royal investment tourist companies operating in the area. Other benefit to the community includes employment opportunities provided by tourist investments. The employment opportunities enable destitute household in the village in livestock restocking programmes. CBNRM is seen by community members as a sure way towards poverty reduction. A comparison made on the benefit earned from CBNRM far outweigh less than 3,000 US\$ per year earned by the village from consumptive hunting tourism from Loliondo GCA -managed by the ministry of NR and tourism through DW- which is considered to water down community conservation efforts.

*Source: interviews with key informants and focus Group discussion with Members of Ololosokwan Village February 2007*

Once the areas is gazetted as a CBNMA, participating government departments and Non Governmental Organisations (NGOs) intend to engage into community capacity building programme on Forest management. The capacity building programme includes Community Based Organisation (CBO) institutional capacity building on issues of administration, constitution, formulation of management structures, and technical knowledge on natural resource management; designing by-laws for natural resources conservation, financial management, entrepreneur skills-contracting and other business skills.

### ***4.3 Tourism Policy, 1997***

Another important policy vital for local peoples livelihoods vis-à-vis natural resources is the Tourism Policy. The policy seeks at supporting effort for promotion of economic and livelihood of the people, essentially poverty alleviation through encouraging the development of sustainable and quality tourism that is culturally and socially acceptable, ecologically friendly, environmentally sustainable and economically viable. Specific objectives with profound implication to affirmative action for development of pastoralism and pastoralists' ways of life have the following policy statements, which when implemented in pastoral settings will increase access to grazing and other resources.

*Promotion and development of tourism that is ecologically friendly and environmentally sustainable as well as improvement of land for tourism in a coordinated manner so as to attract private investment and ensure sustainable tourism development*

Protected areas of Ngorongoro Conservation Area (NCA), TNP, Serengeti National Park (SNP), and Manyara National Park (MNP) previous used by pastoralists as dry season grazing area are populated with abundant wildlife (Ced Hesse and James MacGregor 2006:25). Today still, areas with abundance of or rather used as wildlife corridors as well as GCA's and GR's are pastoral grazing land. In Arusha and Manyara regions; GCA's of Loliondo, Simanjiro Kiteto, Mbulu and Monduli incorporates pastoralism and wildlife management, the practice that persisted for many years. The evidence provided by the co-existence of pastoral activities with wildlife prove the argument that pastoralism is an ecologically friendly endeavor that support tourism. After the eviction of Maasai pastoralists from Ngorongoro Conservation crater floor the number of black rhinos decreased significantly (NCAA 2005, 1996 quoted in Ced Hesse and James MacGregor 2006: 142), an indication that pastoralists played a significant conservation role both to fauna and flora, a credit to pastoralism on environmental resources conservation. What this means in effect is the fact that while pastoralism is responsible for the conservation of many areas which attract many tourists today and thus being a major source of foreign exchange earnings for the country, this fact is never taken to be the contribution of pastoralism to the national economy. At worst, the wealth that is created in



these areas is never ploughed back to pastoralists and thereby building incentives for conservation and sound natural resource management.

The tourism policy objective on the promotion of private investment that ensure sustainable tourism development, influenced a number of villages adjoining TNP-Loiborsoit A, Emboreet, Sukuro, and Terrat to set aside an area approximately 625 Square Kilometers termed as a wildlife corridor whereby wildlife and livestock graze side by side. The land use plans of individuals' villages some of which are complete and other at their initial stages agreed on setting aside the area for private tourist investment. The investment that the communities have already engaged a private investor-*Dorobo safari*-to utilize land and wildlife resources in the area for tented camping and photographic safari. Total earning per year by communities from photographic and camping fees for all participating villages of the Tarangire Wildlife Corridor amount to more than 280, 000 US\$ in addition to individual employment provided by tourist investments in the area (*interviews with community members and key informants February 2007: Emboreet, Terrat and Loiborsiret wards*). The wildlife corridor enables communities' livelihood diversification to supplement income earned from pastoralism and subsistence farming. If income earned from tourism and pastoralism prove to be enough, members of the communities foresee a future which there will be no farming activities in the area.

The Land use pattern of the areas around TNP (particularly those comprised of Emboreet, Terrat, and Loiborsiret wards) including the wildlife corridor, allow access to pastoral grazing resources through a traditionally designed wet and dry season grazing land. During the wet season livestock graze to the south of the wildlife corridor, while wildlife remain in the wildlife corridor for a period of six months before they start returning to areas closer to TNP borders. The period between June and November-dry season-livestock utilizes grazing resources of pasture and water in wetland area within the corridor.

Controlled farming is another important land use practice of Emboreet, Loiborsiret, and Terrat wards. Farming practiced by pastoral communities, the majority in the area, is mainly for subsistence, however, there is little commercial corn and beans farming. The combination of different land uses in the areas is still seen to be ecologically sustainable and that it support conservation efforts that continue to attract a number of tourist investments. Future land use plans are predicted to register the land as a multiple land use areas something comparable to NCA, but owned and managed communally through community's authorities.

The thoughts to establish CBNRM<sup>4</sup> in the area come as a result of irresponsible and ecologically unsustainable hunting activities conducted by Bundu safaris

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<sup>4</sup> CBNRM will focus at conservation of wildlife-Giraffes, Zebras, Gazelles, Cheetahs, elephants, lions-found in the area. In addition, pasture conservation for grazing both in the forests reserves and grasslands.

and Luke samaracks hunting companies. The hunting activities are seen to deplete wildlife resources, while at the same time destroying the environment which communities' livelihoods and wildlife depend. Hunting rights exclusively granted to the hunting companies impinge on communities livelihoods earning through pastoral tourist activities of photographic tourism and camping. The compromising situation faced by pastoral communities in the area necessitated the initiation of a process for change to increase community benefits as well as sustainable ecological management. Currently a consortium of villages bordering TNP from Simanjiro and Monduli district-Emboreet, Loiborsiret, Lolkisale and Makuyuni- are lobbying the local government authorities through the prime ministers office to degazette the hunting blocks in the area to give way for CBNRM (*interviews with the consortium committee March 2007 also refer to the process agreement on the de-gazettement of Lolkisale GCA on a box*).

The consortium of village envisage the following advantages and benefits to arise once a CBNRM programme is affirmed-it will encourage community Natural Resources (NR) conservation of forest and wildlife, this is foreseen to improve the status of forest species and numbers of wildlife. CBNRM enhance access to grazing resources of pasture, water and salt licks as well as their sustainable utilization. The process is seen as a way to minimize land use conflicts. (Interviews communities and consortium committee-Emboreet, Loiborsiret, Lolkisale and Makuyuni March 2007).

#### ***4.4 Livestock Policy, 2006***

The national livestock policy realizes the limitation around the development of livestock sector; constraints outlined in the policy take into account-restricted access to land, water and pasture resources to pastoralists. This is attributed to a land tenure system lacking proper arrangement to allocate land and give ownership of grazing areas in accordance with traditional and legal procedures as outline in the land policies and laws. In addition, the problem of inadequate grazing resources is amplified by frequent change of pastoral land into cultivation and game reserves (URT, Livestock policy2006: 5, Mattee A.Z and Shem M March, 2006: 12-13). Coupled with inadequate infrastructure for processing and marketing livestock products; it has been difficult to ascertain the contribution of pastoralism to national income. Consequently, importation of highly subsidized foreign livestock production crippled local production capacity and marketing strategies.

In response to the above constraint faced by the livestock sector, the policy overall objective *is to improve the well-being of the people whose principal occupation and livelihood is based on livestock<sup>5</sup> and to effectively use*

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<sup>5</sup> Indigenous cattle breeds in the national herd account for 97 percent of the total herd (Ced Hesse and James MacGregor, 2006: 11. A mention of indigenous cattle is associated with

*available resources within, to make the livestock industry more competitive and efficient.*

The fact that the majority of livestock, 97 percent, are indigenous cattle (Ced Hesse and MacGregor 2006: 11), efforts to improve livestock sector focus on the promotion of integrated and sustainable use and management of natural resources related to pastoral livestock production in order to achieve environmental sustainability (URT, Livestock Policy 2006: 10 *pastoral emphasis given is mine*). In acknowledgement of the rationale for sustainable rangeland resource management for sustainability pastoral communities have responded by engaging into land use planning processes to improve on access to grazing resources a necessity to the improvement of pastoral well-being. The policy statements in support for enhanced security of tenure on pastoral lands and common property regime, as well as improvement of grazing resources in the rangeland are outlined in the box below.

The design of land use planning center of attention, is to control overstocking, overgrazing, and land degradation. The fact that mobility is an important aspect of pastoralism, land use pattern considered this important need, by allowing movement within boundaries of a single village and to other villages based on joint land use plans. Communal ownership and utilization of rangeland resources enabled pastoralists to practice mobility enhanced by common property ownership advocated by traditional pastoral leadership.

Livestock policy statement with regard pastoral production systems states that it will *promote identification and inventorization of potential rangeland resources for pastoral and agro-pastoral* (what?) (URT, Livestock policy 2005: 24). Ilera village to the east of Kiteto district illustrate the benefit of land use planning to pastoralists based on access to grazing resources and marketing of livestock. Refer to the box below.

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pastoralists whose entire occupation and livelihood depend on livestock through pastoralism. Thus by implication the policy objective is to improve the well-being of pastoralists of Tanzania among other livestock actors whose improved cattle breeds in ranches and diary production system account only to 3 percent of the national herd.

#### ***Box4: Positive Policy statement on pastoralism***

- Guaranteed security of tenure for pastoralists in pastoral land areas through registration of village land boundaries and land use, to protect common property regime
- Reclaim and Restore to pastoralist under-utilized or former pasture land when not in conflict with national interest. *Despite the fact that the general statement of the policy is in favour of pastoralism the definition of the term not in conflict with national interest need to be put forward-some some question the definition by asking whether the statement mean to exclude local community interest as a matter of national interest(Matte A.z and Shem M march 2006: 13)*
- Identification and inventorization of potential rangeland resources for pastoral and agro pastoral will be promoted
- Technical support services on rangeland management will be strengthened
- The use of low cost and appropriate technologies in water harvesting in the rangelands will be encouraged and supported
- Integrated and sustainable use of rangeland areas will be established and strengthened
- Grazing areas in general and village land will be surveyed, demarcated and declared as Range Development Areas (RDAs)
- Appropriate forage conservation practices for dry season feeding will promoted
- When any activity other than pastoralism cease in the range land (eg abandoned ranch), that land will revert to its original land use
- The government will recognize the right of pastoral communities to their traditional grazing land and will promote communal initiatives for better management and integrated exploitation of rangeland resources
- All acts and regulations pertaining to pastoral land use and tenure will be reviewed to bring them in line with the national land policy of 1995
- The government will promote community based natural resource management and control among livestock keepers and farmer through participatory land use planning

When you use text boxes it really messes up the document – I would find another way of presenting gthis if I were you

*Source: Matte A.Z and Shem M, March 2006, Ambivalence and Contradiction: A review of policy environment in Tanzania in relation to pastoralism*

### ***Box 5: The benefit of Community based Planning and Management of Rangeland resources***

Ilera and Amei village laying to the east and west of Kiteto district respectively, in 2005-2006, decided through different village fora to engage into land use planning processes. The process started with sensitization campaigns on land use planning, policy and laws- aimed at gaining community support and capacity building. In addition, initial processes focused at awareness creation of the invasion on grazing land by farming communities from Matui, Kondoa and Dodoma.

Community participation in the land use planning process was through attendance in capacity building sessions, identification of existing land uses and resource base, collection of social economic data, and development of village action plan, propose future land uses, develop by-laws, and process registration of village boundaries and land uses, besides, implementation of development plans emanating from the identified and proposed land uses. Identified land uses include; natural resources conservation-forest, grazing resources, livestock routes, water points and catchments and wildlife-residential and farming areas.

Ilera twelve thousand (12,000) hectares in Mapichi, Njiro, Nondoto, Kichwa ya Tembo, and Embarbali ondoto, allocated for grazing, providing enough water, pasture and salt licks for a total of 250,000 livestock units (LU) comprised of (50, 000 cattle, 70, 000 Goats, 90,000 Donkeys, and 40, 000 Sheep. In Amei livestock population is at 226,214 LU (46,273 Cattle, 67,885 Goats, 81,621 Sheep, 3,435 Donkeys), graze on an approximately 10, 500 hectares of land. As one would see the majority are small stock whose impact on the environment and grazing resources is negligible (this is not true - small stock can degrade the environment just as well as big stock). Local available data on livestock number are rarely reliable though they provide a general picture. The total number of stock available within the village varies from time to time due to pastoral tradition of splitting the herd for easy mobility, while in search of pasture outside village boundaries and to avoid diseases.

The livestock population in both villages decreased by 50 percent as a result of the 2006 drought impact, though Amei is estimate to have lost more than that rate, despite the shock on pastoralism, optimism of Ilera an Amei pastoralist is immense. The basis for their hope for a better future on pastoralism rests on the success gained through land use plan. The outcomes of land use processes eliminated conflicts between farmers and livestock keeper, land grabbing and alienation as well as bringing to an end selling of common land property and improvement in community conservation processes.

Economic benefits of pastoralism and related land use in Amei include fee earned from wildlife harvesting, livestock and farming in the area amount to; hunting 1,000 US\$, Goat 25,000 US\$, Cattle 50,000 US\$ and Farming (beans) 30,000 US\$. Pastoral communities in the two villages are confident that if they were able to earn so much while there was land use conflict there will be more to earn with the prospect brought about by Land use plans

*Source: Focus Group Discussion with Ilera and Amei selected community members and key informant interview February 2007.*

A key aspect of the National Livestock Policy is mobility. This is an unavoidable fact of pastoralism, though the state intends to take legal and regulatory measures to manage rangelands and control free movement of pastoralists and agro-pastoralists. Pastoralists on the other hand, devised mechanisms to contain the impact of policy objectives to restrict mobility, through the used of opportunities from land policies and land use acts to design land use plans that allow continued mobility. Pastoralists in Arusha and Manyara regions, land use plans are constructed to take into consideration possibilities for joint land uses on grazing resources, as well as providing for livestock routes in and out of the village boundaries to allow continued practice of pastoralists' movement with their livestock.

The government argument for regulated free movement of pastoralists with their livestock is meant to contain land ownership and use conflicts with settled communities (Mattee and Shem March 2006: 15), this move brings more harm than good to pastoralism as it amounts to sedentarisation of pastoralists causing uncontrolled environmental degradation. However, the government encourages livestock owners in overgrazed areas to move to lower stocked areas and facilitated modalities for new settlements for pastoralists (ibid), the drive behind pastoralist's movement with livestock, emanate not only from overstocking and overgrazing, but also prompted by the needs for conservation and disease control purposes.

The government position on mobility and traditional pastoralism generally has become very clear in recent years. The Presidential Circular of 2001 and the Animal Diseases Act of 2003 are very clear that unregulated mobility is no longer going to be tolerated. The adoption of the Environmental Management Policy of 1998 and its consequent enforcement are responsible for the eviction of more than 1000 pastoralists from Ihefu Wetlands in Mbeya region.

Thus, any initiative for rangeland management should take into consideration an important aspect of mobility tapping the traditional knowledge on the rationale behind the practices. For instance recent development among pastoralists in rangeland management included livestock composition discussed elsewhere in this study. Stock composition among pastoralists is balanced in such a way that the number of small stock-shoats-is larger than that of large stock. This mechanism enable pastoralist to easily dispose small stock to buy large stock as well as meeting household needs of food, while at the same time harmonizing stock numbers with the carrying capacity of land. This practice has been successful in many pastoral areas; table 2 on sampled villages and their stock composition illustrate this argument.

Loiborsoit B village in Simanjiro District proposed land use plan (2006)<sup>6</sup> shows the cattle routes connection to other pastoral villages of Ruvu Remit, Orkesmet, and Ngage, this design allows livestock movements to and from Loiborsoit B. The importance of grazing resources, covering 13, 317 hectares of land in Loiborsoit B for other neighboring villages include salt licks, accessible water and dry season pasture though out the year, is a reason behind the design of grazing land use that accommodates the needs of other pastoral communities at the times of draught and water shortages. Details of the distribution and management of Loiborsoit B grazing resources are provided below. Despite the fact that at times-for example the 2006 drought-when grazing resources were not enough even for Loiborsoit B, pastoralists have a tradition of sharing grazing resources without restrictions.

Loiborsoit B typical grazing resources exploitation throughout the year

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<sup>6</sup> Loiborsoit B Land use planning map is annexed to this study-detailing dry and wet season grazing, types of pasture and use, different stock herds grazing areas and reasons for differentiation, forest reserves for medicinal purposes both human and livestock.

### ***Box 6: Land Use Planning in relation to Pastoralism***

Loiborsoit B allocated 13,3317 hectares of total village lands for grazing. The distribution of grazing resources in four sub-villages (Oltibu, Mazinde, Sendeu and Engurashi) varies in type and use. Grazing reserves-*alalili*- covering an area from *larpau to langata ongoroyok at Oltibu, at Sendeu the areas lies to the east of the sub-village on the range of mount Lemony, at Engurashi the area starts at Nasinyai to langata mbala*. This is a grazing reserve utilized during the dry season (June to November).

The general grazing land are between *salaw and Embuseli, langata ongokiin* at Engurashi, joining areas at Oltibu, and areas within the forest reserve on the foots of *Lemunyi* range of mountains in all the four sub-villages. The general grazing lands are utilized during the wet season of December to May.

Other grazing resources within Loiborsoit B range lands include Salt licks for internal and external users at Mazinde sub-villages covering a 10 acres area on Mazinde low lands closer to Ruvu River, water holes, water catchments areas of *Lemunyi, Embalulu and Nairujuruj*. The richness of grazing resources at Loiborsoit B, serve not only the village but also neighboring villages as well as villages as far as from Kiteto, western Simanjiro and Arumeru. Villagers are optimistic that once land use plans are completed in the neighboring villages of Ngage, Ruvu Remit and Orkesmet, processes for a strategic joint natural resource conservation area for grazing and tourism should be initiated to widen the spectrum under which livestock can graze and conservation of fauna and flora in the area.

The forest reserve which forms the grazing land at Loiborsoit B provides unique plants of medicinal value to human and livestock not found else in the rangeland. Loiborsoit B communities consider it imperative to develop strategies for conservation. Plants in the area and their use: *Orkinyi, Ondondolyan and Orkereyani are grass types for livestock and wildlife. The following trees leaves, flowers and fruits- Oremit, Olerai, Olmakarikara, Orngoswa, Ndulele-feeds cattle, goats, and sheep as well as provision for fattening ingredients to livestock. The roots and fruits of Oitemwai are use to treat tick-borne diseases for cattle. Some of plants like Oremit and Oldupai provide treatment for malaria and venereal diseases to human being*. Conservation of these grazing resources and traditional knowledge has been an important undertaking of village land use plan.

Further, within the grazing land, there is a wide range of wildlife resources of giraffe, buffalos, Gazelles, elephants, leopards, lions, wild cats, and jackals, which if well managed and CBNRM could benefit communities more compared to the current arrangement which has limited opportunities for community participation in management and benefits. Communities are planning to initiate Community Based Ecotourism project to diversify sources of income from total dependence on livestock keeping.

The benefits available to communities in the management of rangeland resources within the village include unrestricted access of grazing resources of pasture, water, salt licks, and medicinal plants. The management of rangeland grazing resources is under village NR committee guided by Village Executive officer (VEO), supported by village government, traditional leadership under (*Laigwanani*). Individual community members have responsibilities of enforcing the by-laws on utilization and conservation of grazing resources in the village.

Recent changes in mobility patterns owe much to land scarcity and restriction posed by other land use on originally pastoral lands. Though, mobility has changed greatly-*from permanent to temporary*-pastoralists have adapted the situation by controlling the size and composition of their livestock herds as well as engaging into joint land use to open up opportunities for mobility. This thinking among many pastoralists is believed to be effectiveness and efficiency in the management of grazing resources.

The control of size and composition of livestock herds is seen in a number of pastoral villages visited during this study to be a mitigation strategy on restricted mobility.

**Table:2 Livestock herd composition**

Pastoralists Village	Large stock-cattle herd	Small Stock- Shoats herd	Remarks
Ilera	50,000	110,000	
Amei	46,273	149,406	
Ololosokwan	21,892	94,123	
Loiborsoit B	36,254	120,732	
Emboreet	23,456	84,967	

*Source: Individual village livestock Census reported before the 2006 drought*

The changes affecting mobility of pastoralists with their livestock has triggered transformation on the purpose of pastoralism in some way from subsistence mode of livestock keeping to commercial. However, the commercial nature of livestock trade lean much on small stock-shoats-either as a source of income to meet household needs or to replenish large stock of cattle. Small stock are preferred for their short maturation and gestation period, and the fact that herd reconstitution by trading small stock for cattle bring about rapid recovery of cattle herds and depletion of small stock (Homewood and Rodgers; 1991: 148) bring about a balance required for effective and efficient management of rangeland grazing resources.

## 5. Conclusions and Recommendations

The inclusion of Bills of rights that provided for freedom of association protected by the laws of the land opened up doors for formation of PCSOs and NGOs that engaged into policy reform processes include those that impose restricted access to human and livelihood rights to pastoralists.

This investigated the policy and legal process both at national and community level and their outcome in favour of pastoralism to contain the core problem faced by pastoralists on land alienation and negative perception on pastoralism as a fruitless production and livelihood as well as environmentally unsustainable engagement.

On the contrary to negative policy, legal and political perceptions on pastoralism, the production and livelihood system has indeed played an important role promoting the national economy and environmental conservation. In acknowledgement of this fact PCSOs engaged into forceful interventions through policy and legal framework analysis and supported implementation positive opportunities the outcome of which in selected areas pastoralism and pastoralists have benefited through increase access to and benefit from production and livelihood resources.



Policy and legal process engaged on issues impinging on pastoralists have produced positive outcomes;

### ***Rangeland Resource management***

In areas inhabited by pastoralists practicing burning to allow growth of fresh pasture as well as control of disease have safe havens not to livestock but also to wildlife. On the contrary in former pastoral areas put under conservation and hence restricted burning wildlife number have declined dramatically examples of NCA and some parts of SNP.

It is recommended therefore, that decision makers be influenced to adopt traditional knowledge from pastoralists including burning, disease control, traditional livestock medicines, and traditional livestock breeds tolerant to droughts. The adoption to such positive practices in managing arid and semi arid area can be taken to increase productivity and economic benefits from rangeland resources management.

### ***Land policies and laws***

The milestones in attempts to create equitable access and secured land tenure systems in Tanzania owes much to land policies and laws processes that opened up possibilities for citizen participation including marginal communities such as pastoralists, through provisions in Land policy 1995 and Village land Act number 4 and 5 of 1999 as well as Land use Act. These processes together with implementation of positive provisions in policies and laws enabled pastoralists acquire legal ownership of communal pastoral land and benefit from natural resources of forest, wetlands, pasture, salt licks, water points and wildlife examples found in Suledo, Ololosokwan and Soit Sambu, and Murtangos CBNRM whereby pastoralists have been able to utilize available resources optimally by combining pastoralism with tourism activities. Further the fact that opportunity offered under the implementation land policies (is something missing here?)

These outcomes can serve as positive case studies that pastoral communities in similar situation could emulate to increase security of tenure and access to a wide variety of pastoral resources through increased mobility as a result of joint land use plans among pastoral villages, diversify their livelihood engagement for sustainable development. The cited example could also be use as tools for advocacy in other pastoral inhabited areas.

### ***Livestock policy***

The acknowledgement of the policy on the predicament faced by the livestock sector including pastoralism from insecure tenure systems, inadequate grazing resources and change of pastoral land into cultivation and conservation, coupled with inadequate infrastructure and marketing systems, led to a policy

objective to improve the well-being of people whose principal occupation and livelihood is based on livestock and to effectively use available resources within, to make the livestock industry more competitive and efficient. This statement and other have opened avenues for pastoralist to access former pasture land turned for example ranching for pastoralism. In recognition of the importance of the sector a full ministry of livestock development has been instituted in 2006.

The policy and legal process that recognition of livestock and hence pastoralism as an important sector of the economy should be taken further to make sure that livestock keepers, the majority of whom are pastoralists, to have formal representation in decision making institutions such as the parliament. This should focus at a broader objective of creating an environment for favorable policy environment for livestock sector with particular emphasis on pastoralism to thrive well after decades of being neglected.

Generally this study report will be demystified for pastoral communities to access the information necessary for improvement of pastoralism through better designed natural resource ownership and management programme.

This is good, but we need a clear list of the environmental (and economic/livelihood) benefits of the various changes. I recommend pulling out all the positives (land management, conflict reduction, wildlife increased, incomes increased etc. etc.) and listing them in a series of bullet points. You need this in the executive summary, in the conclusion and in the policy brief.

I would make the executive summary and the policy brief more or less the same. Pick out the main argument - pastoralism is good for the environment - then give evidence, follow this with an explanation of what policies support this and finish with the process of getting those policies in place. And start the policy brief with a clear summary (three or four points maximum) of recommendations. It needs to be very obvious to the reader what the message is that they take away.

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Annexes  
Map 1: Loiborsoit B Proposed Land Use map

