



# Sustainable Rangeland Management Project Tanzania

Lessons learned



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# Sustainable Rangeland Management Project

## Tanzania: lessons learned

Compiled by Fiona Flintan, ILRI  
December 2021

## Acronyms and abbreviations

<b>CCRO</b>	Certificates of customary rights of occupancy
<b>CSO</b>	Civil society organisation
<b>IFAD</b>	International Fund for Agricultural Development
<b>ILC</b>	International Land Coalition
<b>ILRI</b>	International Livestock Research Institute
<b>JVLUA</b>	Joint village land use agreement
<b>JVLUM</b>	Joint village land use management
<b>JVLUP</b>	Joint village land use plan or joint village land use planning
<b>LKA</b>	Livestock keeper associations
<b>MOLF</b>	Ministry of Livestock and Fisheries
<b>NGO</b>	Non-governmental organisation
<b>NLUPC</b>	National Land Use Planning Commission
<b>OLKA</b>	OLENGAPA Livestock Keepers Association
<b>PLUM</b>	Participatory land use management
<b>SRMP</b>	Sustainable Rangeland Management Project
<b>TALIRI</b>	Tanzania Livestock Research Institute
<b>TLMI</b>	Tanzania's Livestock Modernisation Initiative
<b>VLUM</b>	Village land use management
<b>VLUP</b>	Village land use plan or village land use planning



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# Executive Summary

The *Sustainable Rangeland Management Project (SRMP)* aimed to promote and support sustainable rangeland management for livestock development and strengthen linkages between securing land rights, land use planning, rangeland management and livestock development.

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*This document is a consolidation of project reports, media items, interviews with key stakeholders, an independent outcome evaluation and reflections from ILRI staff involved in the Project's implementation.*

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An important innovation developed by SRMP was *joint village land use planning (JVLUP)* which provides for the planning and management of shared resources such as grazing lands across village boundaries. Supported by Tanzanian policy and legislation, it brings communities together, builds capacities for more equitable decision-making and good governance, contributes to the resolution of land use conflicts, and provides a layer of tenure security with grazing lands delineated and featured on the village land use map. A second innovation supported was the issuing of *group certificates of customary rights of occupancy (CCROs)* to livestock keeper associations, the first of their kind in the country. This gave an additional and firmer layer of tenure security to the livestock keepers for their lands and greater incentive to invest community resources in protecting and managing that land and investing in productivity improvements and rangeland restoration where needed.

During the processes of SRMP implementation, lessons have been learned that are both important for scaling-up joint village land use planning and group CCRO approaches in Tanzania, as well as for influencing the application of similar approaches in other countries. *The JVLUP approach has been effective in resolving land-use conflicts at the local level and maintaining shared resources between communities across administrative boundaries.* It has set a precedent in Tanzania that many other clusters of villages want to follow. However, the process is costly and it is difficult for districts to secure funds for individual village land-use plans, let alone for JVLUPs. There is a need to work with the government in making the process more cost-efficient. The choice of villages/clusters is a critical factor in a smooth, conflict-free and successful JVLUP. Decision-making tools such as landscape-level mapping can support this.

Keeping momentum going through the JVLUP process with gaps minimised is important, and resources need to be available from the beginning to support this. As has been shown through the experiences of SRMP, communities are willing and able to contribute financially to the JVLUP and CCRO processes. All stakeholders must be clear about the process and its implications before commencing. Capacity building is important for those involved in JVLUP, particularly the district and village government. This includes training in conflict resolution, land laws and policies and related roles and responsibilities of stakeholders, technical planning and mapping skills, gender and social inclusion.

Securing grazing lands should not stop with the joint village land use plan and agreement. Instead, these need to be implemented to show that the land is being well-used and managed. Additional layers of security can be provided through provision of CCROs and by getting the grazing land registered with the Ministry of Livestock and Fisheries. As populations and pressure on land grow, holding onto rights to grazing land and other village lands will continue to need renegotiation and agreement. The greater the number of layers of security the land has and the greater the number of supporting stakeholders, the more likely the land will remain secured.

Improving the enabling environment for JVLUP continues to be important if the approach is to be scaled up. This includes working with national government stakeholders and influencing national processes as opportunities arise to ensure that JVLUP is included wherever possible. Simultaneously, there is still a need to influence the agricultural and land sectors to pay more attention to and increase investment in land use planning, pastoral areas and securing grazing lands.



# Planning, tenure and governance in pastoral areas

*Tanzania relies heavily on agriculture for its economic development and food security. Pastoralism and agro-pastoralism are the basis for the livelihoods of over 10% of the population. Tanzania has the third-largest population of livestock on the African continent, with the vast majority produced in its rangelands. However, the contribution of pastoralism to GDP is low, currently contributing only 7.9%. Tanzania's Livestock Modernisation Initiative calls for investment in the sector to improve livelihoods, food security and the economy.*

Ecologically, rangelands cover the majority of the country's area at around 83% (Figure 1). Pastoralists used to dominate these areas but over the last half-century the presence of other land users has increased, often pushing pastoralists to the margins or even to non-rangeland areas such as the coastal region. Rangelands have become islands amidst a sea of agriculture and urban areas, with mobility between these islands blocked, often resulting in conflict between land users. Poor land use planning and a lack of tenure security in pastoral lands have been key contributing factors to their loss.

The Government of Tanzania promotes a participatory approach to land use planning that is the basis for issuing land holding certificates. Planning and securing of tenure in pastoral areas have particular challenges<sup>1</sup> that demand an integrated approach that incorporates issues of scale, mobility, nested and multi-layered use and land governance, including multiple sets of actors and the interconnectedness of dryland ecological and social systems. In an often-political environment that supports small, manageable administrative units and the decentralisation of power and resources, planning at a large scale is challenging, and will often demand working collaboratively with multiple stakeholders across administrative boundaries. When done well, it can contribute to building community cohesion and help stimulate community members to engage in resource and land-related decision-making, while resolving land use conflicts.

<sup>1</sup> For a comprehensive discussion of these challenges see Flintan, F., L. Robinson and M. Allen Bello (2021) A review of tenure and governance in the pastoral lands of East and West Africa. <https://www.sparc-knowledge.org/resources/review-tenure-and-governance-pastoral-lands-east-and-west-africa>

In Tanzania, land use planning at the local level was formalised through the 1999 Village Land Act No. 5 (the Village Land Act, mainly sections 12 and 13) and the 2007 Land Use Planning Act No. 6 (Land Use Planning Act, mainly sections 18, 22, 33 and 35). These acts provide for the formation of planning authorities and for the functions and procedures of developing participatory village land-use plans (VLUPs) and approval processes. They also grant power to village councils and their institutions to prepare VLUPs. These provisions anticipate that village-level processes will be supported by district technical teams, in particular the district *participatory land use management teams (PLUMs)*.

The *Guidelines for Village Land Use Planning, Administration and Management in Tanzania* (April 2013 revised version), developed by the *National Land Use Planning Commission (NLUPC)*, detail six main steps to follow when developing participatory VLUPs:

- » **Step 1:** Preparations at district level
- » **Step 2:** Participatory rural appraisal (PRA)
- » **Step 3:** Mapping existing village land uses
- » **Step 4:** Participatory village land use planning
- » **Step 5:** Implementation of village land administration:  
enhancement of security of tenure
- » **Step 6:** Detailed village land use management planning

Due to a lack of resources and capacity, undertaking VLUP has been slow, particularly in pastoral areas and where land-use conflicts occur. Where it is undertaken, rarely does the process move beyond Step 4. In 2016, only 2% (1.28 million hectares) of the land deemed suitable for grazing was protected within VLUPs, which had been implemented in less than 10% of villages in 81 of 150 districts.<sup>2</sup>

Rangelands cover the majority of Tanzania (Source: *Rangelands Atlas 2021*)<sup>3</sup>



<sup>2</sup> J. Kami, D Kalenzi, V. Mwitwa, F. Flintan and H. Liversage (2016) Making village land use planning work in rangelands: The experience of the Sustainable Rangeland Management Project, Tanzania. 2016. World Bank Conference on Land and Poverty, March 14–18 2016.

<sup>3</sup> <https://www.rangelandsdata.org/atlas>



# The Sustainable Rangeland Management Project

The *Sustainable Rangeland Management Project (SRMP)* was established in 2009 to help address some of these challenges and gaps. The goal of the Project was to promote and support sustainable rangeland management for livestock development. Its purpose was to strengthen links between securing land rights, land use planning, rangeland management and livestock development.

SRMP was implemented in several phases by the Government of Tanzania, namely the *Ministry of Livestock and Fisheries (MOLF)* and the *National Land Use Planning Commission (NLUPC)*, through the International Land Coalition (ILC) and its members and partners.<sup>4, 5</sup> Funding was provided by the International Fund for Agricultural Development (IFAD), Irish Aid, the Belgian Fund for Food Security and the Finnish government, with in-kind contributions from the Government of Tanzania, the International Livestock Research Institute (ILRI) and pastoral communities.<sup>6</sup>

The Project was expected to facilitate the development of new approaches to village land use planning and rangeland management that address issues of land, water and other natural resource rights, especially those of poor pastoralists, agro-pastoralists and smallholder crop farmers. It would consider approaches to land use planning that allowed for herd mobility as an important mechanism for range management, strengthen lesson-learning and policy dialogue on the conditions and requirements and support the development of policy recommendations and implementation guidelines for improved land use planning and rangeland management at local and national levels.

4 Phase 1 was initiated with a start-up workshop at the end of November 2009 and was scheduled to finish end of 2011. However, extensions, restructuring and some additional funds from ILC and the ILC Rangelands Initiative activities provided for a Phase 2, which continued until the end of 2014. Phase 3 commenced in February 2016 and closed in March 2020, with SRMP the major component of the project Fostering Land Governance for Inclusive Agricultural Development including Pastoralism in Tanzania.

5 In Phase 1, implementation in-country was led by CARE International. For Phase 2, the Tanzania Natural Resource Forum was included as an additional in-country partner with technical support from ILRI. In Phase 3, SRMP was led by ILRI working through the GoT and KINNAPA.

6 Total funds for Phase 1 2009–2011 (excluding in-kind contributions) were around Euro 547,000; a bridging phase 2 funded by the ILC Rangelands Initiative provided around USD 50,000, and Phase 3 2016–2020 was funded with USD 1,050,000 from IFAD Tanzania and USD 200,000 from Irish Aid Tanzania, the latter to strengthen the focus on gender.

It was anticipated that the Project would also contribute to the national and global discourses on pastoralism and rangelands and strengthen the engagement of other members of the ILC. Emphasis would be on a process of iteration between the lessons learned in pilot projects, case studies, thematic research and developing methods, approaches, guidelines and policy recommendations. Multi-stakeholder involvement would be promoted. The capacity of a range of civil society and government stakeholders to support and facilitate participatory VLUP and rangeland governance and management would be strengthened.

## Innovating with village land use planning

When the Project started, the focus was on supporting individual VLUPs. However, challenges emerged as this activity proceeded. One issue was that as villages go through the VLUP process, village borders are formalised and strengthened. This can break up what were previously shared resource units such as pastoral grazing lands that fall across village borders and are jointly used by two or more villages supported by reciprocal and collective tenure systems. Land-use zoning can compromise what had been multiple uses of land in the past. For example, land used for cropping and then for grazing livestock on post-harvest crop stubble. As the SRMP was focused on improving rangeland management rather than challenging it, the Project looked for an alternative, more flexible approach that could better support the pastoral land-use system.

Following a review of good practices and policy and legislation (see ILC's Rangelands Initiative *Issue Paper No. 3*),<sup>7</sup> it was discovered there is a solution in the Government of Tanzania Land Use Planning Act No. 6 of 2007, which states that where resources are shared between villages, joint land use and management plans should be developed (LUP Act 2007, Section 33 (1) (b); *Box 1*). A joint village land use management committee could facilitate but would require negotiations and agreements between the villages. Shared resources can include forests, water and grazing lands. Once resource sharing is agreed upon and joint plans developed, a governing body should be established to manage them.

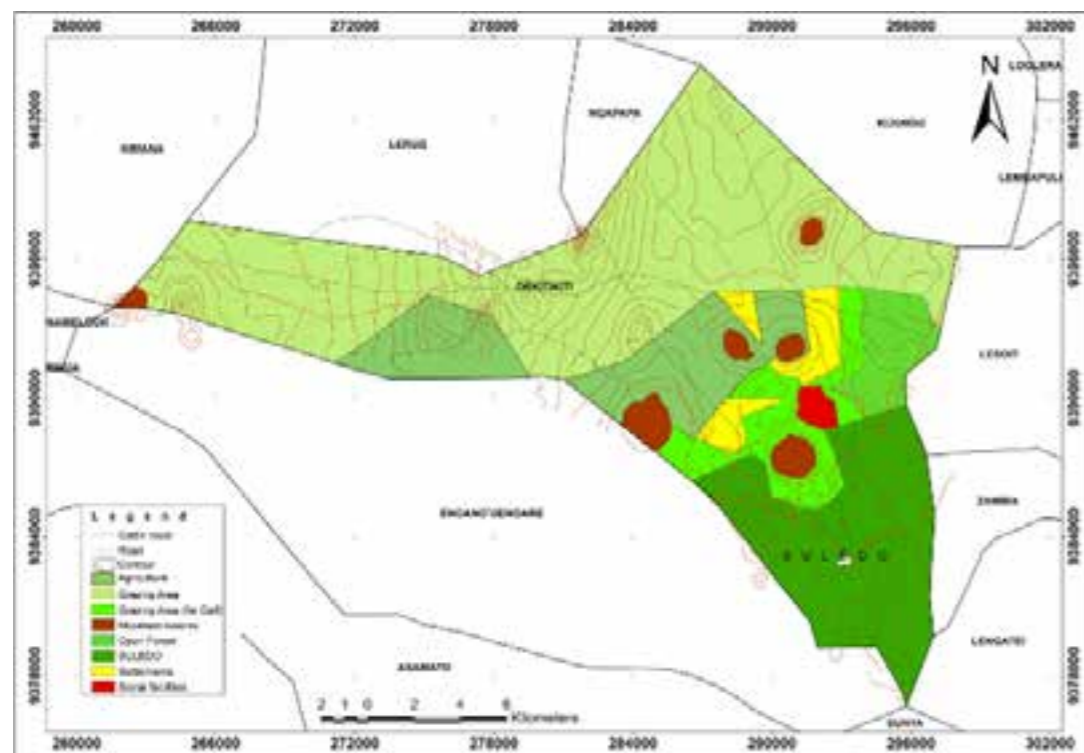
### **Box 1**

#### ***Land Use Planning Act, Article 33 (1a)***

Every village land use planning authority shall... regarding resources shared with other villages, prepare jointly with other village planning authorities, a village resource management sector plan and submit such plan to the district planning authority for rationalisation and incorporation into the district land use framework plan... and where the villages belong to different districts, shall consider them jointly.

**Source:** Land Use Planning Act 2007.

<sup>7</sup> <https://cgspace.cgiar.org/handle/10568/90500>



Example of an individual village land use plan, that later become part of the OLENGAPA cluster.

This is in addition to the development of the individual VLUPs and can support a joint village land use plan (JVLUP) or a joint village land use agreement (JVLUA). Once a JVLUP process has been carried out, a group (e.g. an association) of land users can be formed and certificates of customary rights of occupancy (CCROs) can be issued to secure their rights of use to the shared land and resources. This process is also supported by the government's Grazing Land and Animal Feed Resources Act (2010), which specifically supports the protection of grazing lands. Despite the potential benefits of these processes, they had not been implemented due to a lack of recognition of the opportunities and a lack of resources and technical capacity. Over the subsequent years, SRMP developed the JVLUP approach, piloting it in two clusters of villages and later scaling it up to another three clusters. The process was led by Mr Kalenzi, a retired Director of the NLUPC, who was employed by SRMP as a technical consultant and proved to be a valuable asset for the Project.

## Joint village land use planning

As with all land-use planning processes, JVLUP involves negotiation. It requires land users to adopt a broad landscape-level integrated approach that considers land use in a holistic and integral manner, understanding there are opportunities for reconciling different land uses in the landscape in a sustainable manner which can bring mutual benefits. Such a landscape approach has gained momentum globally in addressing multiple land uses. It considers different land uses and interests and the links between them in an inclusive manner while also allowing for community participation and other stakeholder engagement in the discussion on how best to address land use challenges.

To keep grazing land intact across administrative boundaries requires the extra commitment of each village not to change the land use of that part falling within their jurisdiction without approval from all villages in the JVLUP cluster. JVLUP involves planning for those outside the village and within it, which may not be something that all villagers accept, particularly those more interested in short-term gains.

Through SRMP, the JVLUP process was first piloted in a cluster of villages in Kiteto District called OLENGAPA (incorporating the villages Orkitikiti, Lerug and Ngapapa) and a second cluster called LAHAKI in Kondoa, later becoming Chemba District (incorporating the villages Lahoda, Handa and Kisande). Planning in the first cluster was successful and is described below. However, despite much investment of time and effort and a protracted negotiation process, communities in the second cluster in Kondoa/Chemba failed to reach an agreement over joint grazing land with the process becoming embroiled in local politics fuelled by local elections and at one point violent conflicts between vying parties of land users. Eventually, the process had to be abandoned. Despite this setback, the experience was a major learning point for the Project and led to improved and more informed preparation phases in future clusters and the provision of training on conflict resolution for all Project staff, partners and government land officers at different levels. More information on both these processes can be found in the ILC's Rangelands Initiative *Issue Paper No. 7*.<sup>8</sup>

<sup>8</sup> <https://cgspage.cgiar.org/handle/10568/79796>



## OLENGAPA and JVLUP

The OLENGAPA shared grazing land is in Kiteto District, Manyara Region. It was chosen as the first pilot for JVLUP due to the clear interdependency of the villages in terms of sharing resources (two villages had a greater percentage of grazing lands and one village had the only permanent water point, the Orkitikiti dam).

*“This [joint village land use planning] is a model for addressing conflict over land and natural resources. We would like to see this approach replicated in other parts of Tanzania.”*

**Hon. Titus Kamani**, Minister of Livestock and Fisheries, March 2014.

Early in the JVLUP process, it was agreed that the shared grazing land should be called OLENGAPA, a name made from the names of the three villages: Orkitikiti, Lerug and Ngapapa. This naming immediately gave the land a shared identity, instilling feelings of joint ownership in the process, solidarity and commitment amongst the livestock keepers and other villagers involved. As the JVLUP process proceeded and gained ground, OLENGAPA became synonymous with the JVLUP approach and received significant publicity and media attention.





## Participatory rangeland resource mapping

An important early step in the JVLUP process was undertaking participatory rangeland resource mapping. This is a participatory rural appraisal tool that generates information and empowers the community, making them central in the planning process and “hands them the pen” in the early stages. The process is important in terms of social development because when community members create the map, they feel ownership of the map and maintain an interest in its use. It can contribute to building community cohesion thereby helping stimulate community members to engage in resource and land-related decision-making. Early use of the tool was documented in the ILC Rangelands Initiative *Issue Paper No. 2*.<sup>9</sup>

Participatory mapping is a good starting point for discussing sensitive resource and land-based issues. For example, for OLENGAPA, mapping highlighted that a large area had been encroached on by agricultural settlers, which triggered an animated discussion and a call for assistance from the local government and NGOs to help deal with the issue. It also highlighted the need for involving all actors, including new community groups such as illegal settlers, in negotiations over boundaries and land use. Groups were surprised at the in-depth knowledge women had of resources in the area and their use. Although village and district councilors were relied on to draw the official administrative boundaries of the villages on the map, it was clear that the perception of the villagers (both men and women) was closely related to these boundaries showing the in-depth spatial knowledge they have.

Mapping enables communities to display and document resource distribution and identify the important features they use. This helps legitimise these uses in the eyes of the government. Participatory mapping is low-cost and is not dependent on complicated technology. Maps can be produced in a relatively short time and can be documented, reproduced and updated.

Mapping is normally done using locally-sourced materials. Once completed, it is copied onto paper with accompanying notes and then the main elements are digitised and used as a base map for the VLUP/JVLUPs. When producing such maps for the joint VLUP process, it works best when villages map next to each other on the ground so they can discuss and show how shared resources such as grazing lands cross village borders and ensure that they are aligned.

<sup>9</sup> <https://cgspace.cgiar.org/handle/10568/90495>

**”Maps are more than pieces of paper, they are stories, conversations, lives and songs lived out in a place and which are inseparable from the political and cultural contexts in which they are used.”**

**Source:** Warren 2004. In IFAD 2009.

The mapping process also allowed participants to discuss, reflect on and start planning their land and resource uses. A lively and informal forum encourages information exchange. Other actors can also be involved, including local government. At the time of the Project, participatory mapping had been widely used in Ethiopia but had not been included regularly in VLUP in Tanzania. SRMP facilitated sharing the mapping process and worked with the NLUPC to develop a *manual on participatory rangeland resource mapping*, published in both English and Swahili.<sup>10</sup> Participatory mapping is now recognised as an important step and used in Tanzania’s participatory VLUP processes during the investigation and preparation stage.

The finished map is a key piece of documentation and a starting point for developing VLUPs and rangeland management plans. It visually summarizes the area and its resources and can be used in negotiation processes to define land use zones and access arrangements. The map can also form a baseline for monitoring and evaluation within adaptive management processes.

<sup>10</sup> <https://cgspace.cgiar.org/handle/10568/51348>

## Reaching agreement

SRMP helped village members to agree on the individual village land use maps and plans, the joint village land use map and plan and the joint village land use agreement (JVLUA). The maps detailed and ultimately help protect the shared grazing area, water points, livestock routes and other shared resources. Reaching agreement was a protracted negotiation process between the villages and within villages between different interest groups. It involved many community meetings and much investment of resources. In the end, each village council and village assembly approved the VLUPs and the subsequent JVLUP/JVLUA on 19 November 2014, which allocated 12,187 ha of land for shared grazing or roughly 40% of the total area of the villages. Bylaws for resource management were developed and adopted. Once completed, the plan, the JVLUA and bylaws were approved by the Kiteto District Council.

Following approval, the grazing land was demarcated and beacons set at regular points with signposts stating that this is OLENGAPA grazing land. This demarcation process can be a critical step in the process, as this is the first time community members will clearly see what the VLUP/JVLUP means in practice and where the border of the shared grazing land will be. There may be protests, particularly from those who may be illegally settled in the grazing land. In OLENGAPA however, the process went smoothly because time and resources had been invested in ensuring that all the community and other stakeholders were fully aware of the JVLUP and its implications.

All meetings held leading to the development of the JVLUA were minuted and are legally recognised documentation of the decisions made. The JVLUA signed by all three villages was witnessed by the District Council legal officers and is a legally binding document. To add weight to this document, the JVLUA is being registered with the Registrar of Titles in the Ministry of Land, Housing and Settlements. The individual village land use plans of the three villages (registered with the Ministry of Lands) also provide details of the Agreement.

The experiences of this first phase of SRMP and the JVLUP process in OLENGAPA and the failed process in LAHAKI are documented in ILC’s Rangelands Initiative *Issue Paper No. 7* (2016).<sup>11</sup>

<sup>11</sup> <https://cgspace.cgiar.org/handle/10568/79796>





## Mapping livestock routes

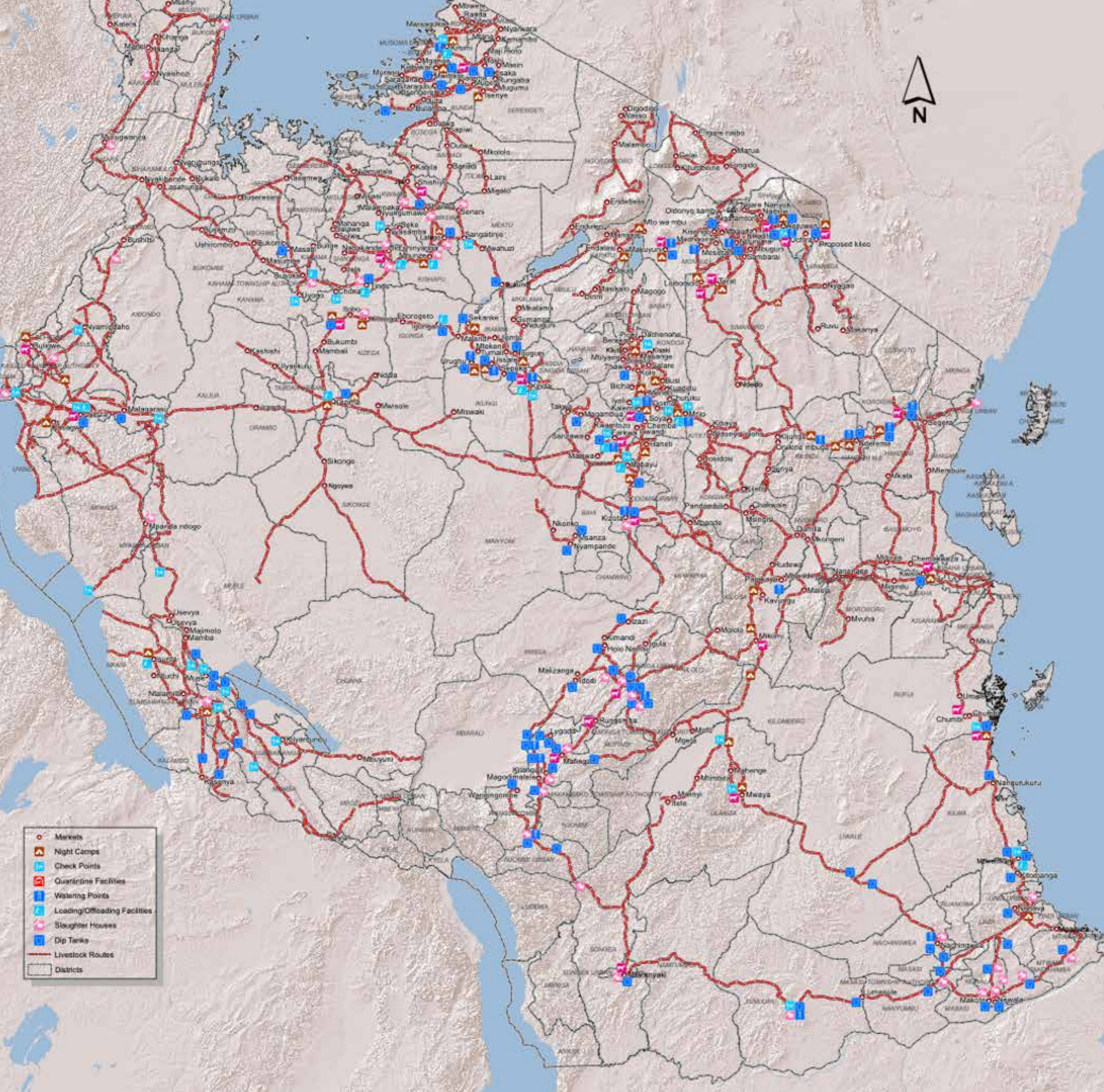
Livestock mobility is enshrined in the Grazing Land and Animal Feed Resources Act (2010) (Box 2). Building on mobility mapping activities developed in SRMP and alongside the undertaking of JVLUP, the Tanzania Livestock Research Institute with technical assistance from ILRI, carried out a national mapping of livestock routes and one local case study. This was completed with extra funding from ILC's Rangelands Initiative. The mapping produced a national map of livestock routes and supporting structures and services. Following the mapping process, the data was passed to the MOLF and the NLUPC for their databases.

### Box 2

#### *Land and Animal Feed Resources Act (2010), Article 16(s)*

Without prejudice to the generality of section 32(1) of the Village Land Act, the Village Council shall grant the right of way for stock-driving for purposes of providing access to water, dipping, marketing facilities and other services which are not within the grazing land.

**Source:** Grazing Land and Animal Feed Resources Act (2010)



National map of livestock routes produced with support of SRMP.

“Our livestock will now move freely without any disturbance from other land users.”

Lang’ututi Lengio, a livestock keeper from Loolera Village, 2018.

“Having the shared grazing areas of ALOLLE and OLENGAPA is a major milestone in our district. Secured grazing lands for pastoralists will not only ensure sustainable use of rangelands but it will also reduce conflicts between pastoralists and farmers. Development will be stimulated. Less time will be spent on resolving conflicts between land users. I recommend this innovation of joint village land use planning be implemented in other villages in the district to resolve the prevailing conflicts between pastoralists and farmers.”

Tumain B. Magessa, Kiteto District Council Commissioner, 2018.

“The government is committed to ensuring that the process of village land use planning is expedited to improve productivity, conserve biodiversity and reduce land-use conflicts in the country. Securing grazing lands for pastoral and agro-pastoral communities will reduce the conflicts between pastoralists and other land users such as farmers, protected area authorities and investors. At the same time, it will improve economic development and the sustainable management of rangelands.”

Stephen Nindi, Director-General NLUPC, 2018.



## Scaling up joint village land-use planning

The third phase of SRMP (2016–2020) focused on scaling up the joint village land use planning approach in several new clusters of villages and expanding the original one (OLENGAPA) because during the JVLUP process it was realised that the villages also shared resources with a fourth village which needed to be included. This phase also prepared the ground for implementing the plans, including action research on rangeland rehabilitation and improvement and intensification of rangeland and livestock productivity.

As a starting point for identifying clusters of villages where the scaling up of joint village land use planning would be viable, a series of maps were produced across five districts covering part of the central livestock corridor stretching from Kiteto District through to Bagamoyo District in Pwani Region. This map provided a visual image of the situation across the landscape and showed the connectedness of the landscape and pastoral mobility across it. Data was collected and mapped including district socioeconomic profiles, livestock and human population numbers, village boundaries, the status of VLUPs, land uses and conflict hotspots. This created a set of data layers on thematic areas and provided a significant amount of data (over 100 maps) which were stored in a database in the NLUPC and the MOLF. This was the first time that such spatial and socioeconomic data had been combined to produce what was effectively a decision-making tool for identifying clusters of villages for JVLUP. It was readily taken up by the NLUPC, the then-Director of which led a *paper and presentation of the process at the World Bank Conference on Land and Poverty 2019* (Nindi et al. 2019).<sup>12</sup>

Following this cross-district landscape mapping, three new clusters were identified for implementation of JVLUP in Kiteto District, plus additional clusters in Pwani and Chalinze Districts. Chalinzi was a newly established district following a division of Bagamoyo District, the other half of which was designated a Special Economic Zone where all village land will eventually be converted to public land.

With the establishment of OLENGAPA and the benefits seen by neighbouring communities, the pathway to JVLUP in the new clusters of villages was easier. The Project staff now had much more knowledge and experience of the JVLUP process and the likely challenges and hurdles to be faced. A legal precedent had also been set to which the SRMP team could refer to as necessary.

<sup>12</sup> <https://cgspace.cgiar.org/handle/10568/107388>

The total grazing lands protected by SRMP under VLUP/JVLUPs totaled 161,000 hectares across the four village clusters.



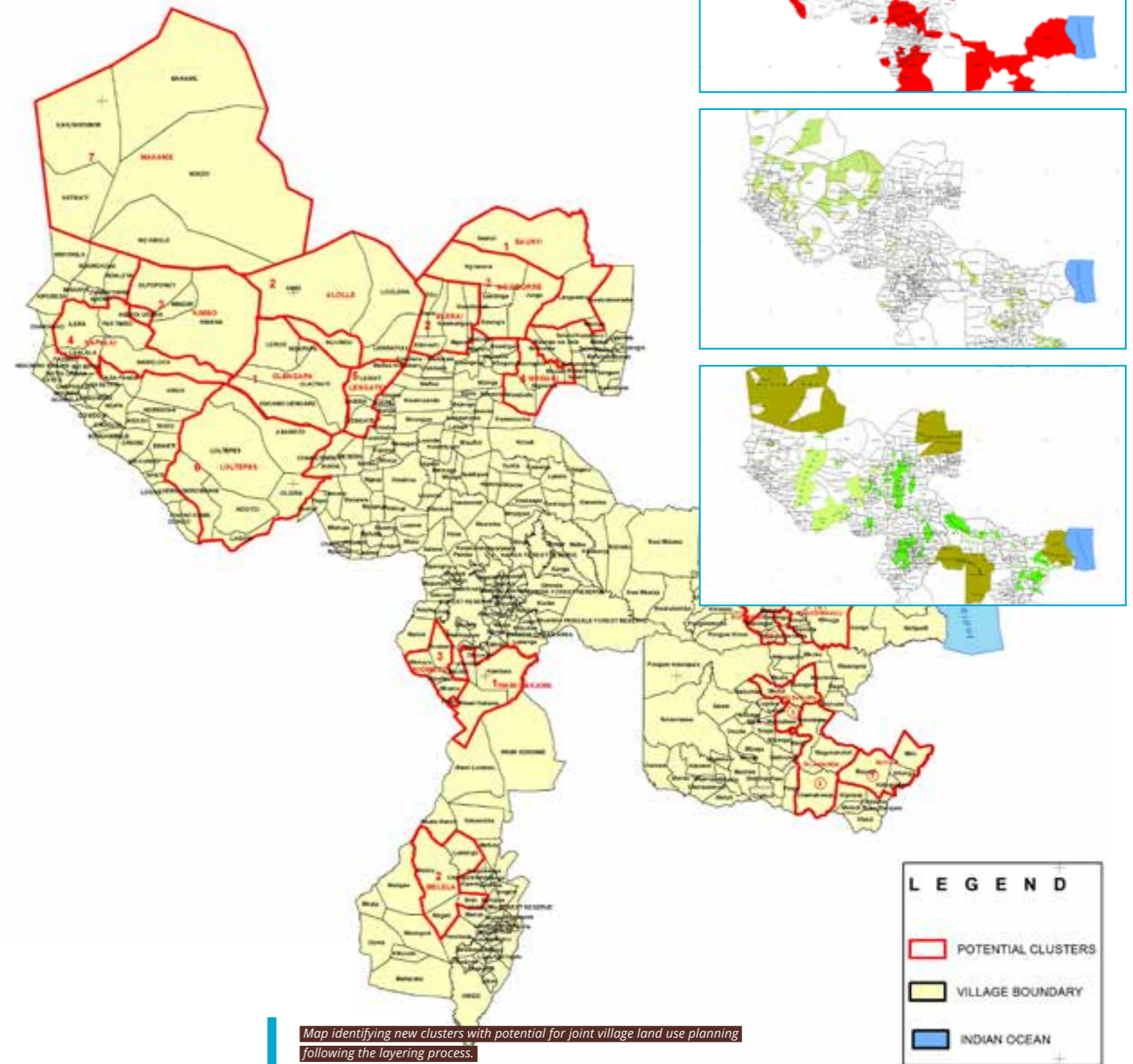
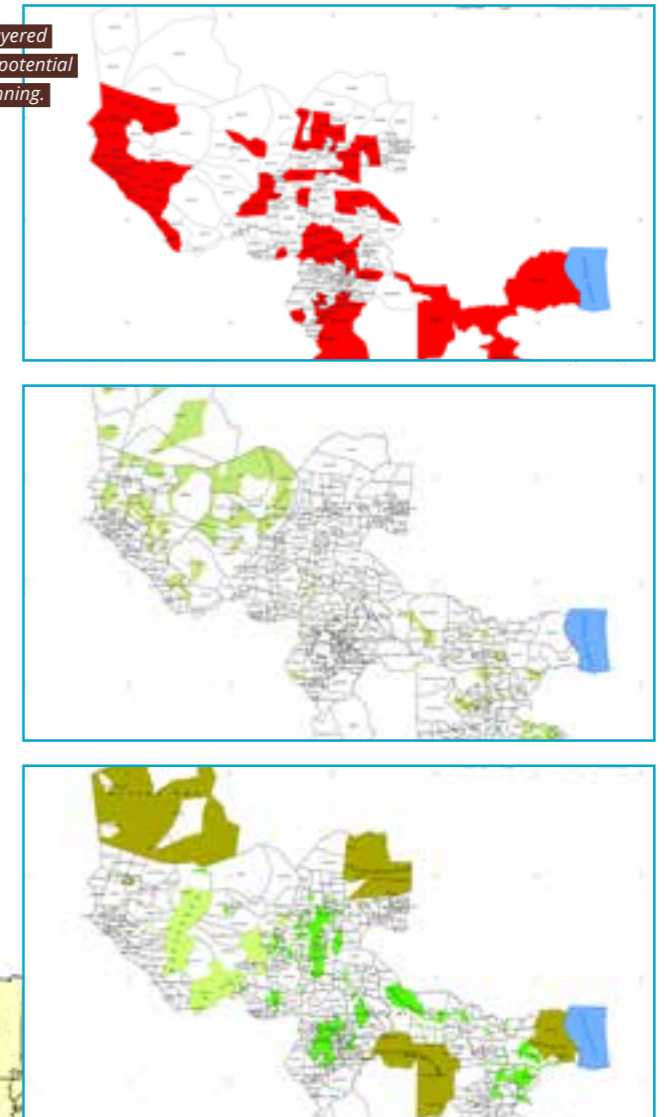
Though the expansion of the JVLUP was not without its challenges, three more clusters of villages were supported resulting in JVLUAs. OLENGAPA was expanded to include the fourth village, increasing the shared grazing land almost three-fold to 31,026 hectares. This resulted in over 160,000 hectares of grazing land being protected for pastoralists and other livestock keepers in Kiteto District (Table 1). Through these JVLUP/VLUP processes, grazing land was secured as well as village land for other uses including cropping and in some cases forest and conservation lands thereby benefiting all village members.

Table 1. Total area of shared grazing land protected through JVLUP in SRMP.

Cluster of villages	Total area (hectares)
OLENGAPA	31,026
ALLOLE	81,237
KIMBO	24,790
NAPALAI	24,091.2
<b>Total</b>	<b>161,144.2</b>

Unfortunately, the Project finished before the JVLUP was concluded in Chalinze District, having been delayed by a village boundary dispute but additional funds will likely be secured to restart and finalize the process.

A series of maps that were layered to identify new clusters with potential for joint village land use planning.



Map identifying new clusters with potential for joint village land use planning following the layering process.



## Issuing group certificates of customary rights of occupancy (CCROs) in OLENGAPA

Following approval of the JVLUA in OLENGAPA, the four village councils also established a Joint Grazing Land Committee made up of members from all four villages. This committee is responsible for planning, management, enforcement of bylaws applicable to the OLENGAPA and coordination of implementing the OLENGAPA land use agreements and joint land-use plan.

In addition, the OLENGAPA Livestock Keepers Association (OLKA) was established with 53 founding members and most households from the villages joining as associate members. With the new VLUP/JVLUPs in hand, the Village Councils were then in a position to issue *certificates of customary rights of occupancy (CCROs)* that provide villagers with the rights to use land and resources. Normally, village councils would provide individual CCROs, however where resources are customarily held and managed collectively it is more appropriate to issue group CCROs. The first group CCROs in the country had been issued to hunter-gatherers in another part of Tanzania as a special dispensation and no group CCRO had been provided to a group of livestock keepers nor one following a JVLUP approach. Once again, SRMP was breaking new ground and worked through the process of issuing group CCROs with the OLENGAPA village councils, OLKA and the Kiteto District Council.

By working together, success was achieved, with the District Council approving four group CCROs in September 2018. Four CCROs were necessary, one from each village for the part of the grazing area that fell under its jurisdiction. Signboards and beacons marking the boundary of the shared grazing area were then put in place. Other clusters in Kiteto District followed suit by establishing livestock keeper associations that are now finalising the process of securing their group CCROs, a process many villages contributed to financially.



### Box 3

#### JVLUP achievements of SRMP

SRMP resulted in the following JVLUPs and securing of grazing lands:

- » **OLENGAPA cluster, Kiteto**, including four villages (Orkiritiki, Lerug, Ngagapa and Engang'uengare) with a shared grazing area of 31,026 hectares secured and individual VLUPs, a JVLUA and the OLENGAPA livestock keepers association established. Four group CCROs were issued to OLKA members numbering 237 people/households and indirectly benefiting the local population of approximately 6,000.
- » **ALOLLE cluster, Kiteto**, including four villages (Amei, Loolera, Lembapuli and Lesoit) with a shared grazing area of 95,000 hectares of grazing land secured, individual VLUPs, a JVLUA and the ALOLLE livestock keepers association established, directly benefiting 113 members/households and the wider population of approximately 11,000. Completed in September 2018.
- » **NAPALAI cluster, Kiteto**, including four villages with a shared grazing land of 25,854.26 hectares of grazing land secured, individual VLUPs, a JVLUA and the NAPALAI livestock keepers association established, directly benefiting 101 members/households and the wider population. Completed in November 2018.
- » **KIMBO cluster, Kiteto**, including four villages with a shared grazing area of 11,000 hectares secured, individual VLUPs, a JVLUA and the KIMBO livestock keepers association established, directly benefiting 181 members/households and the wider population. Completed in January 2019.





## Mainstreaming gender

In any planning and governance strengthening process it is important to consider issues of equality and inclusion. Under SRMP, a gender strategy and gender toolkit were developed to mainstream gender issues throughout the JVLUP process. A gender expert was employed by the Project to facilitate and continued through 2018 to build partner capacity and communities to address gender issues within the village land use planning processes. In addition, the Project worked with the CGIAR Collaborative Research Project titled Policies, Institutions and Markets to carry out research on pastoral women and land issues.

SRMP and partner staff recognised the importance of mainstreaming gender to improve the results of the Project by taking positive action to include women and to 'do no harm' to positive gender relations that already existed. Steps taken were:

- » a household survey focused on understanding gender issues in the local community,
- » holding gender awareness consultations in relation to land issues and JVLUP,
- » encouraging equal participation of men and women in meetings and decision-making processes,
- » undertaking gender-specific activities such as training and exposure/ learning visits,
- » raising issues in national dialogues on rangeland issues,
- » undertaking research on gender issues,
- » providing useful gender-related tools for staff and partners,
- » producing publications and articles on the gender components of SRMP, and
- » flexibility of the Project staff to ensure women's participation in meetings and decision-making processes.

The Project supported *studies* to understand how pastoral women's land rights can best be secured with fieldwork undertaken in Kiteto and Chemba Districts (Daley et al. 2017)<sup>13</sup> and a *study on pastoral women's rights and leadership forums* (Dungumaro and Amos 2019),<sup>14</sup> which offered insights into processes and interventions that would improve women's inclusion in and benefits from JVLUP. The concept of the women's leadership forums was incorporated into the Project as a result of the study.

<sup>13</sup> <https://cgspace.cgiar.org/handle/10568/89483>

<sup>14</sup> <https://cgspace.cgiar.org/handle/10568/106430>



## Capacity building

Capacity building was a core pillar of SRMP, both in terms of building staff capacity within organisations working on the Project and the capacity of a broader range of stakeholders to influence and strengthen a more enabling environment for SRMP-supported processes, actions and activities.

Through the lifetime of SRMP, a significant number of training events were supported, including grant management and financial training, VLUP and JVLUP and roles and responsibilities, participatory rangeland resource mapping, gender mainstreaming and conflict resolution and transformation (see Box 3). One particularly important training session was training district executive directors and district commissioners from those districts where the Project planned to work to improve understandings of conflicts and how they can best be resolved. Training at the highest administrative levels was expected to have a trickle-down effect. These events included developing training materials and manuals.

Another important aspect of capacity building was training recipients of subgrants in more effective financial and administrative management and training.

To ensure that the Government of Tanzania had ownership over the Project, ILRI developed collaborative research agreements with the MOLF, the NLUPC and the local NGO, KINNAPA. During the granting process, it was realised that all three organisations required support to fulfil the grant obligations for administration and financial reporting and ILRI finance and administration staff provided this through training and ongoing support throughout the Project.

**Learning visits** were an important tool for capacity building and sharing experiences. SRMP worked with the ILC's Rangelands Initiative to organise several learning routes, study tours and other events for others to learn from SRMP and for SRMP stakeholders to learn from other projects and communities.

Learning visits and route and study tours attended by SRMP staff and partners over the Project lifetime were:

- » Two *learning routes in Kenya and Tanzania*<sup>15</sup> with participants including representatives from the Tanzania Prime Minister's Office, MOLF, NLUPC, CARE and KINNAPA, February and September 2012.15, 16, 17, 18
- » Learning route for staff of IFAD Nigeria and partners to *learn how JVLUP can contribute to the resolution of conflicts*<sup>20</sup> between farmers and herders; for application in their own intervention areas, September 2017.19, 20

<sup>15</sup> [https://www.youtube.com/watch?v=\\_fF0fcSBXcY&t=14s](https://www.youtube.com/watch?v=_fF0fcSBXcY&t=14s)

<sup>16</sup> <http://www.celep.info/wp-content/uploads/2014/06/2014-UNEP-Learning-Route-for-Darfur.pdf>

<sup>17</sup> <http://africa.procasur.org/index.php/our-work/lr-sorted-by-year/item/81-10/81>

<sup>18</sup> <http://africa.procasur.org/index.php/our-work/lr-sorted-by-year/item/81-10/81>

<sup>19</sup> <https://landportal.org/debates/2017/learning-initiative-innovative-practices-and-tools-reduce-land-use-conflicts-between>

<sup>20</sup> <https://cgsp.space.cgiar.org/handle/10568/117743>

- » SRMP representatives visited Cameroon, hosted by the Mbororo Social and Cultural Development Association (MBOSCUDA) and the Ministry of Livestock, Fisheries and Animal Industries, to learn about innovative ways to resolve conflicts between herders and farmers through approaches such as alliance farming, 20–24 February 2018. The Tanzanians were joined by participants from Kenya and Nigeria to increase opportunities for cultural exchange.
- » Around 165 community members (including 44 women) from fifteen villages in Kiteto District visited OLENGAPA to learn about JVLUP including conflict resolution and gender mainstreaming and to strengthen friendship and solidarity among communities, 14th March 2018.

#### Box 4

##### *Building capacity on conflict resolution and transformation*

Building capacity on conflict resolution and transformation was given significant attention in the third phase of SRMP. This included:

- » Visit of SRMP representatives to Cameroon, hosted by the Mbororo Social and Cultural Development Association (MBOSCUDA) to learn about innovative ways to resolve conflicts between herders and farmers such as alliance farming.
- » Training on resolution and transformation of land-use conflicts for Project staff and wider stakeholders including for District Executive Directors and District Commissioners from the districts where the Project anticipated working.
- » Development of a manual on conflict resolution and transformation related to village land use planning
- » *Contributions to How to Prevent Land Use Conflicts in Pastoral Areas*<sup>21</sup>, IFAD, 2020

**”This visit has completely changed my life. I now understand that every community member has a responsibility in land use planning and implementation and not just the Village Council Village Land Use Management Committee team or the chairperson since the Village Assembly has the final say. I now clearly understand the meaning and process of a land-use plan, so I will participate fully in the planning activities and I will teach my neighbours and relatives.**

**Maria Moses**, community member during learning visit to OLENGAPA, March 2018.

**”I have seen that the joint village land use plan helps secure and protect grazing lands. It will guide us when moving our animals from one village to another so we don’t cross farming lands which will reduce conflict with farmers.”**

**Tanda Kiondo**, community member during learning visit to OLENGAPA, March 2018.



<sup>21</sup> <https://www.ifad.org/en/web/knowledge/-/publication/how-to-prevent-land-use-conflicts-in-pastoral-areas>



## Partnership building

SRMP operated as a partnership of donors, government, research and technical organisations, NGOs, development agencies and communities working through challenges and problems and sharing resources and expertise. A national technical working group brought partners together at the national level. The Project contributed to the ILC's national engagement strategy coordinated by the Tanzania Land Alliance.

By the end of the Project, significant trust had been built up among the partners and continues to this day. Important contributions were:

- » IFAD's role in the design of the Project consulting with different stakeholders and developing a shared vision for the Project,
- » ILRI providing subgrants to the MOLF, NLUPC and KINNAPA giving them greater control and autonomy over the funds and related processes and activities, the organisation of joint activities which all partners contributed to in different ways,
- » joint supervision missions and M&E, facilitation of stronger working relations between civil society organisations and the Government of Tanzania, and
- » joint experience-sharing and learning activities such as attending conferences and learning routes.

The role of the government was important in this partnership and the MOLF and NLUPC played a critical role in moving things forward when they got blocked by bureaucracy or other hurdles, mobilising resources and reminding authorities of their roles and responsibilities in the process, particularly at the district level. The MOLF representatives for the Project were highly active in SRMP with clear personal technical interests in the Project and the processes it was developing, assisted by their positions in the Ministry during most of the ten years the Project operated. A key development was the promotion of Dr Maria Mashingo to Permanent Secretary of the MOLF. Dr Maria had been involved in SRMP from its design stage and following her promotion she continued to support the Project and help elevate its standing, status and publicity.

Working with communities was not always easy, particularly at the beginning of the JVLUP processes when building trust among community members and communicating the objectives of the Project. Community members were easily influenced by some factions who made false accusations that the Project wanted to take away village land (one of the contributing factors to the failure of the second pilot project). Over time, trust grew and once OLENGAPA had succeeded, other villages and clusters felt more comfortable in supporting the JVLUP process. It also helped to establish common needs and goals among all villagers such as protecting village land from external investors. This became the basis for establishing how this could best be done and moving forward more quickly with the JVLUP process.



## Improving the enabling environment for VLUP/JVLUP

In Tanzania, the capacity of NGOs and CSOs to deliver much-needed services to support securing village land rights and sustainable land management is uneven and there is considerable diversity and fragmentation in the sector and in some cases antagonistic relationships with the government. SRMP tried to improve this situation through capacity building and establishing or strengthening platforms and processes that brought NGOs and CSOs together for discussion, debate, development of common messages and planning for advocacy and lobbying. This included supporting the Rangelands Working Group of the ILC's National Engagement Strategy (NES) for Tanzania while also mobilising the NES in Tanzania. At other levels, multi-stakeholder platforms were supported, including the NES Technical Working Group on rangelands, the CSO platform developed to produce a *statement on rangelands for presentation to the national government* in February 2018, and multistakeholder platforms established at the district level where land issues were discussed.<sup>22</sup> The latter were included in a global study of multi-stakeholder platforms documented in Ratner et al. (forthcoming).<sup>23</sup>

In addition, Project staff and partners engaged in policy and legislation processes at the national level. This included the national review of the land use policy, input to Tanzania's Livestock Modernisation Initiative and the design of a new version of the NLUPC's manual on VLUP in which JVLUP is included to guide such plans throughout the country.<sup>24</sup> Where funds are provided, either through a project or from the central treasury to government offices, such funds tend to be spent on the easier, less complex and thus less resource-intensive VLUPs and not the more complex and often protracted process of JVLUP. During the design of individual VLUPs, not only are shared grazing lands broken up but it is also often the case that not enough attention is given to ensuring that the processes followed include pastoralists and other groups less visible in communities. Again and again, this has resulted in VLUPs allocating inadequate grazing lands for the number of livestock in villages and pastoral lands lost to other land uses.

22 <https://livestocksystems.ilri.org/2018/03/15/tanzania-rangelands-national-dialogue-proposes-new-measures-for-sustainable-land-use-and-conflict-free-use-of-rangelands/>

23 Ratner, B., A. Larson, J. P. S. Barletti, H. El Didi, D. Catacutan, F. Flintan, D. Suhardiarnan, T. Falk and R. Meinzen-Dick (n.d). Multi-stakeholder platforms for natural resource governance: Lessons from eight landscape-level cases. Ecology and Society forthcoming.

24 <https://www.nlupc.go.tz/uploads/publications/sw1605705279-Draft%20of%20PLUM%20Guidelines%20-%203rd%20Edition%20Nov%202020.pdf>

Financial commitments to the VLUP/JVLUP processes from the government were encouraged. While this was achieved to a certain degree during the design stage, the government failed to allocate sufficient funds over the Project lifetime beyond the provision of in-kind contributions such as a used vehicle and office space. In Phase 1 and 2 this was significantly less than had been anticipated even though districts provided several thousand US dollars towards the process in the form of per diems for district PLUM experts and other officials and fuel for vehicles. In Phase 3, although the districts had good intentions of contributing to the JVLUP processes, more often than not they did not have enough funds to do so. This reflects the ongoing lack of budget allocated to land and VLUP/JVLUP by the central government despite the clear advantages of the processes and requests from land and technical sectors for funds.

A related factor is the cost-efficiency of the VLUP/JVLUP process. The cost of the JVLUP in OLENGAPA was high given the time it took to pilot the process, including gaps between phases and the broader advocacy and lobbying processes. As the process was scaled up in the new clusters, SRMP focused on making the process more cost-efficient through combining activities, reducing the time district experts spent in the field and encouraging community contributions. By the end of the Project, it was calculated that it costs USD 62,700 to undertake individual VLUPs and JVLUP/JVLUA in a cluster of five villages including the provision of five group CCROs. This and the process of JVLUP are being included in a guideline on JVLUP for future applications.

SRMP helped to facilitate dialogue directly between policymakers and the pastoral communities with which it was working. This happened on site in the JVLUP clusters through visits of government officials organised by the Project, as well as by supporting community representatives to attend national meetings. For example, SRMP supported representatives from OLKA to attend a national meeting of the Tanzania Livestock Keepers Association on 14–15 May 2018, attended by the then Minister for Livestock and Fisheries, Hon. Luhaga Mpina (see Box 5).



#### Box 5

#### *OLKA members making their voices heard at the national meeting of Tanzania livestock keepers*

On 14–15 May, a meeting of the Tanzania Livestock Keepers Association took place in Dodoma, officiated by the Minister for Livestock and Fisheries, Hon. Luhaga Mpina. The meeting was attended by around 180 participants including representatives from the OLENGAPA LKA (Livestock Keepers Association), facilitated by local NGO KINNAPA.

During the meeting there was a presentation of the joint village land use planning process that had been piloted in OLENGAPA, which the Hon. Minister described as:

*“very inspiring.”*

The presentation started a discussion on the ongoing problem across the country of protecting enough grazing land for Tanzania’s significant livestock population. With increasing competition for land, a growing human and livestock population, and insecure land rights, the problem is not easily resolvable and often leads to conflicts between land users.

Determined to make the most of having the Minister’s attention, the OLENGAPA livestock keepers explained how the joint village land use planning had helped them protect their land but they now needed funds to invest in livestock infrastructure and rangeland improvements. The Minister recognized the value of this innovative process and expressed interest in scaling up the methodologies of joint village land use planning to other areas as well as further supporting OLKA in their endeavours. The Minister highlighted the urgency for all districts to set aside grazing areas for livestock and the importance of carrying out and implementing village land use planning.

The experience of attending the TLKA meeting and the support expressed by the Minister, strengthened OLKA members’ resolve to protect their grazing areas and to find funds for improving its management. As Baraka Kosingye, one of the OLKA members and a resident of Engongwangare village said:

*It is our first time to attend such a big meeting with participants from all over the country. We thank SRMP and KINNAPA for enabling us to attend the meeting. When we go home we will stand firm to make sure that our people will respect the land use plans in place for peaceful co-existence among land users.*



## SRMP as a global learning site

SRMP served as a learning site for communities, national stakeholders, ILC members and partners, governments in the region and other stakeholders working in pastoral areas. It supported cross-country and cross-continental exchange with other ILC members and their partners working in similar contexts. This included learning visits, study tours, meetings (*Box 6*) and dissemination of results through a wide range of publications, conferences, social media and other forums as described in this document.

A photo of the OLENGAPA grazing land was used as the backdrop for *UNEP's media card for restoring grasslands and savannahs* for the UN Decade of Ecosystem Restoration.

These events and actions helped raise interest and the profile of OLENGAPA, the JVLUP process and rangelands and pastoralism in general and influenced policy interventions and actions in and beyond Tanzania, including at the global level. Indirectly, this contributed to further improving the tenure security of OLENGAPA and the other JVLUP clusters as it would be more difficult for the government to overturn decisions made in the public and global eye.



## Box 6

### National and international meetings where SRMP experiences were shared

- » **Presentation of the joint village land use planning experience**<sup>25</sup> by Dr Stephen Nindi, NLUPC at the Global Landscapes Forum, Nairobi, August 2018.
- » Presentation on Joint village land use planning in Tanzania: A process to enhance the securing of rangelands and resolving land use conflicts, at the 3rd Scientific Conference of the Rangeland Society of Tanzania, March 2018. (Boniphace Shija)
- » Presentation at the World Bank Conference, Washington, March 2017 "Pastoral women's land rights and VLUP in Tanzania: Experiences from the SRMP" (Fiona Flintan)
- » World Bank Conference, Washington, March 2017 "Building evidence on rural women struggles for land rights in Tanzania" (Godfrey Massey)
- » IASC Conference, July 2017, "Village land use planning and pastoral women's land rights" (Naseku Kisambu)
- » AU-LPI, Addis Ababa, November 2017 "Joint village land use planning in Tanzania: A process to enhance the securing of rangelands and resolving land-use conflicts" (Victor Mwita)
- » Pastoralism Conference, Dakar, November 2017 "Experiences of village land use planning in Tanzania" (Fiona Flintan)
- » Attendance of a representative from the MOLF (Victor Mwita) at the ILC Global Land Forum, Dakar, Senegal, May 2015, with representatives from the Ministry of Agriculture Ethiopia and the National Land Commission Kenya providing an opportunity for peer-to-peer learning.

International publications in which JVLUP featured as a case study:

- » **Case study on JVLUP published in the global Rangelands Atlas**<sup>26</sup> (2021)
- » **Inclusion of SRMP/JVLUP in WOCAT**<sup>27</sup>: Sustainable Rangeland Management in Practice: Best Practices for Sub-Saharan Africa Database
- » **Inclusion of SRMP/JVLUP in Indigenous Peoples and Local Communities Land Rights Toolkit**<sup>28</sup>
- » **Protecting shared grazing through JVLUP: Good practice document**<sup>29</sup>
- » **Case study of joint village lands use planning**<sup>30</sup> in UNCCD East Africa Outlook Report 2019

25 <https://events.globallandscapesforum.org/agenda/nairobi-2018/day-2-thursday-30-august-2018/parallel-sessions-2/3-parallel-discussion-forums-2/bringing-rangelands-into-the-sustainable-landscapes-agenda/>

26 <https://cgspace.cgiar.org/handle/10568/114064> and <https://www.rangelandsdata.org/atlas/>

27 [https://qcat.wocat.net/en/wocat/approaches/view/approaches\\_3336/](https://qcat.wocat.net/en/wocat/approaches/view/approaches_3336/)

28 [https://d3o3cb4w253x5q.cloudfront.net/media/documents/commitment\\_toolkit\\_\\_5\\_book\\_-2019-web\\_spread.pdf](https://d3o3cb4w253x5q.cloudfront.net/media/documents/commitment_toolkit__5_book_-2019-web_spread.pdf)

29 [https://d3o3cb4w253x5q.cloudfront.net/media/documents/ilc\\_case\\_study\\_0015\\_tanzania\\_en.pdf](https://d3o3cb4w253x5q.cloudfront.net/media/documents/ilc_case_study_0015_tanzania_en.pdf)

30 [https://www.unccd.int/sites/default/files/documents/2017-09/GLO\\_Full\\_Report\\_low\\_res.pdf](https://www.unccd.int/sites/default/files/documents/2017-09/GLO_Full_Report_low_res.pdf)

# Fertile ground for participatory rangeland management (PRM)

As highlighted earlier in this report, a key challenge for the VLUP/ JVLUP process is moving beyond the development of plans to actual implementation. Given the time taken to develop the JVLUP process and then to produce the plans, there was little time in the Project lifespan to implement them. However, the Project was able to kickstart a few activities including supporting communities to explore additional permanent waterpoints and to establish a grass nursery under the supervision of the MOLF (see Box 7). SRMP partners played a key role in securing funds for piloting participatory rangeland management (PRM) in the grazing lands secured by the JVLUP process. Implemented by TNRF in Tanzania, the Piloting of PRM Project has had considerable success in supporting communities to improve rangeland management and productivity, as well as more equitable decision-making processes. These successes and lessons learned are documented in a separate volume: *Piloting of participatory rangeland management in Kenya and Tanzania: Lessons Learned*.<sup>31, 32</sup>



31 <https://cgspace.cgiar.org/handle/10568/116995>

32 Funded mainly by the EU with a grant of Euro1.5 million to the ILC, the project was implemented by RECONCILE, TNRF, governments of Kenya and Tanzania, ILRI and VSF-Belgium, and ran from 2018-2022.

**Box 7*****Establishing a grass seed nursery for pasture rehabilitation***

Accessing seeds for re-seeding degraded pastures is a challenge in Tanzania due to limited production and supply. This impacts animal production.

When community members from the shared grazing area of OLENGAPA requested assistance in reversing degradation found there, the Ministry of Livestock and Fisheries helped the community establish a seed nursery and demonstration plot.

An area of 1.3 ha was planted with *Cenchrus ciliaris* seed purchased by the Project. *Cenchrus* is known for its hardiness and high drought-resistance and ability to withstand heavy grazing. Boniphace Shija, the Ministry's SRMP focal person, worked with local district livestock officers, KINNAPA, and community members: eighteen pastoralists were trained on how to prepare the land, sow the seed and manage the nursery. Seed from the nursery will be used to restore the pastures and the excess will be sold to neighbouring villages. The nursery is being managed by OLKA.

Communities were hopeful and eager to learn and replicate the nursery in their farms:

*"Having this knowledge and seeing for ourselves how the grasses are grown will help us cope with pasture shortages, especially during the drought season, reduce conflicts with other land users and improve livestock production"*

**Baraka Oloisiji** of Orkitikiti Village.

The government will continue to support pastoralists in the villages through the provision of technical support, including how to scale up the pasture farm, harvest seeds and make hay for use during the dry season.

## Lessons learned

The JVLUP approach has been effective in resolving land-use conflicts at the local level and maintaining shared resources between communities across administrative boundaries. It has set a precedent in Tanzania that many other clusters of villages want to follow and influenced land-use planning and securing grazing lands in other countries in the region and beyond, for example, the incorporation of cross-district land use planning in pastoral areas of Ethiopia.<sup>33</sup>

However, the process is costly and it is difficult for districts to secure funds for individual VLUPs, let alone for the JVLUP. There is a need to work with the government in making the process more cost-efficient. The choice of villages/ clusters is a critical factor in a smooth, conflict-free and successful JVLUP and it is vital to spend time and resources in getting this choice right using tools such as the landscape mapping described above. As has been shown through the experiences of SRMP, communities are willing and able to contribute financially to the JVLUP and CCRO processes.

**The government supports sustainable productivity of livestock and improvement of pastoral and agro-pastoral livelihoods. Accordingly provision of CCRO to livestock keepers including pastoralists in Kiteto will reduce the challenges facing these communities and ensure land-tenure security whilst increasing animal productivity through improved management of rangelands.**

**Mr Victor. C. Mwita**, then-Assistant Director of Land for Livestock Development in the Ministry

Land is an emotive and sensitive subject and can easily become politicised, particularly if there is time for groups in a community to organise themselves or use processes such as local elections to cause trouble. When there are gaps in the JVLUP due to delays in funding, administrative procedures or other reasons, this exposes the process to potential disruptions and should be avoided. This highlights again the importance of preparing well for the JVLUP making sure all resources required are secured, all stakeholders understand the process and all administration and administrative procedures have been prepared.

It is important to create a shared identity for stakeholders, villagers and others in the JVLUP process. In OLENGAPA, this started with the name and its incorporation of letters from all villages involved. Joint activities, meetings, experiences and publicity about the process can help build a shared identity and a willingness to collaborate and make it more difficult for an individual or group to disrupt the process.

<sup>33</sup> MoA (Ministry of Agriculture) (2018a). Woreda Participatory Land Use Planning (WPLUP) in Pastoral and Agro-pastoral Areas. Volume 1. Addis Ababa. <https://cgspace.cgiar.org/handle/10568/99262>

Joint village land use planning increases opportunities for more inclusive decision-making processes, however, a concerted effort is still needed to ensure the participation of groups that are less visible in the community, including pastoralists and particularly pastoralist women.

Capacity building of all stakeholders involved in JVLUP, particularly the district and village government, is important. This includes training in conflict resolution, land laws and policies and related roles and responsibilities of stakeholders, technical planning and mapping skills, gender and social inclusion. Delays between training and application in the field should be minimised. JVLUP will benefit from the experiences in Kiteto District described above and study tours for peer-to-peer learning are recommended.

Securing grazing lands should not stop with the JVLUP/JVLUA. Instead, these need to be implemented to show that the land is being well-used and managed. Investing in the land is important for showing presence and increasing productivity. Once land is put to use, it is difficult to change that use. Additional layers of security can be provided by getting the grazing land registered with the MOLF and by developing a partnership with a conservation NGO to develop a conservation area. As populations and pressure on land grow, holding onto rights to grazing land and other village lands will continue to need renegotiation and agreement. The greater the number of layers of security the land has and the greater the number of supporting stakeholders, the more likely the land will remain secured.

Improving the enabling environment for JVLUP continues to be important if JVLUP is to be scaled up. This includes working with national government stakeholders and influencing national processes as opportunities arise to ensure that JVLUP is included wherever possible. Simultaneously, there is still a need to influence the agricultural and land sectors to pay more attention to and increase investment in pastoral areas and securing grazing lands.

# Publications

## produced by SRMP or with input from SRMP

### Evaluation

- » Sulle, E. 2021. Qualitative outcome study: The contribution of the CGIAR Research Program on Livestock to land use planning processes in Ethiopia, Kenya and Tanzania. Nairobi, Kenya: ILRI. <https://cgspace.cgiar.org/handle/10568/117285>

### Brief

- » ILRI. 2019. Sustainable Rangeland Management Project Tanzania. ILRI Solution Brief 2. Nairobi, Kenya: ILRI. <https://hdl.handle.net/10568/101211>

### Manuals produced for or drawing from SRMP

- » International Land Coalition. 2014. Participatory rangeland resource mapping in Tanzania: A field manual to support planning and management in rangelands including in village land use planning. Rome: International Land Coalition. <https://cgspace.cgiar.org/handle/10568/51348>
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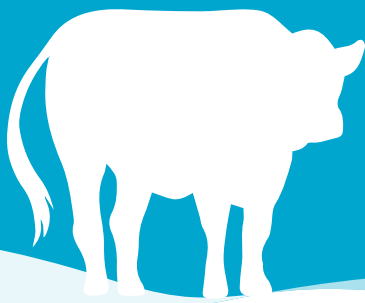
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#### Pictures

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