

**ERETO II NGORONGORO  
PASTORALIST PROJECT**



**THE PROCEEDINGS OF A SEMINAR FOR  
MEMBERS OF PARLIAMENT ON:**

***THE PLACE OF PASTORALISM IN MODERN TANZANIA***

**ORGANIZED BY:  
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## EXECUTIVE SUMMARY

The pace at which the livestock and rangeland policy environment in Tanzania is changing accentuates the need to take a more pro-active role in influencing policies that better address the needs of pastoralists. A seminar was convened for parliamentarians and other stakeholders to provide alternative insights on the livestock and rangelands policy environment the place of pastoralism and pastoralists in the country's economy. The theme of the seminar based on the paper, 'Ambivalence and Contradiction: A review of the policy environment in Tanzania in Relation to Pastoralism', by A.Z. Mattee and M. Shem, which contains an in-depth analysis of policies, strategies and programmes affecting pastoralism. The policies and laws reviewed include those dealing with the overall national development, some are specific for the livestock sector, some dealing with access to pastoral resources, conservation of wildlife and natural resources and those dealing with decentralization and local governance. For example, the National Strategy for Growth and the Reduction of Poverty, the Local Government Reform Programme and the draft Livestock Policy and the Rangeland Management Bill, all of which directly affect pastoralists, are reviewed in the paper.

Certain policies are tailored to support a particular form of livelihood whilst others have been tailored to bring about radical and perhaps less viable changes to other forms of livelihood as is the case or pastoralists. The government is driven towards modernizing pastoralism and agro-pastoralist forms of livelihood with some of the supposed changes having far-reaching consequences on these forms of livelihood, the good management of the environment and peaceful co-existence among farming and herding communities. Areas of particular concern are currently the Ihefu wetlands and Ngorongoro Conservation Area. The cost of the rapid pace of change is the omission of key actors in the formulation of laws and policies in shaping the policy environment. This therefore stalls the development of marginalized communities with their lack of representation resulting in the omission of their needs in policy and government programmes leading to a lack of support for sustainably developing their livelihoods. A major issue is the case of mobility in pastoralism which has been the target of a heightened campaign to relegate it to the annals of history on the basis of out-moded science and confounding policies. Finally, geographical and climatic challenges have exacerbated pastoralist's marginalization and thus increasing their access to appropriate education and institutional support would enhance their chances in engaging in policy making processes.

A need to form a unified front by all pastoralist leaders and stakeholders who are well informed on policy issues would be to the advantage of their target community when advocating on their right to their livelihood. Several challenges will have to be tackled with strategic approaches mapped for effective advocacy which must start at the grassroots and incorporate all including the real policy makers in the mould of parliamentarians.

The key points of the paper were presented in the seminar together with a presentation of the utility and importance of the IIED-RECONCILE Generic training course which enables people to – not least pastoralists themselves – to better understand the most important aspects of pastoralism. A panel discussion was then held that gave the participants a chance to map the way forward in a bid to counter the current imbalance in policies and to address the situation in a more proactive and constructive manner.

Some of the key recommendations arising from the discussion were that pastoralists needed to be supported to adapt their land management practices to contemporary challenges; that the government should educate itself better in relation the challenges faced by pastoralists and their needs; the government should work to develop pastoralist zones with the necessary infrastructure and services; that pastoralists should have better access to new knowledge about animal husbandry and range management practices complementing their own; that pastoralists should have better access to education; that pastoralists should develop their own associations to gain better access to credit, services and markets; that there was a need to develop an integrated and holistic approach between livestock production, wildlife and agriculture; and that Members of Parliament should work together with pastoralist leaders and others to build and advance pastoralist interests. This latter point is particularly important – parliamentarians need to fully understand the dynamics of pastoralism, be clear about the options for ensuring its place and role in contemporary Tanzania, and know how to work with the colleagues and other stakeholders to ensure that the full potential of pastoralism for rural livelihoods and the national economy is achieved.

## 1 INTRODUCTION

The seminar was held at parliament buildings on the 4<sup>th</sup> of August 2006 and was attended by members of parliament, civil society organisation (CSO) representatives, journalists and representatives from the Ministry of Livestock Development (MLD). The seminar was organized by a consortium of civil society organizations that intended to provide the Tanzania Pastoralists' Parliamentary Group (TZPPG) and other interested Members of Parliament with a briefing on the place of pastoralists in modern Tanzania. The briefing was centred around the publication '*Ambivalence and Contradiction: A review of the Policy Environment in Tanzania in relation to Pastoralism*' by Professors Shem and Mattee. The seminar was organized in a manner such that a presentation on the publication was made by William Olenasha from Oxfam and John Letai from IIED/Reconcile then presented an overview of the Generic Training Course on Pastoralism. These were then followed by plenary discussions based on the presentations. Lastly the parliamentarians mapped the way forward.

The CSOs represented include Pastoralist Indigenous Non-Governmental Organisation (PINGOs) Forum, Ereto Project, the International Institute for Environment and Development (IIED)/Reconcile, Tanzania Pastoralist and Hunter Gatherer's Organisation (TAPHGO), the Tanzania Natural Resource Forum (TNRF) and VETAID.

The Hon. Job Ndugai (Chairman of the Parliamentary Standing Committee on Natural Resources and Environment) chaired the seminar and the guest of honour was Hon. Gertrude Mongella who is the Speaker of the African parliament.

## 2 OPENING REMARKS

Before inviting the guest of honour to give her speech, Hon. Ndugai highlighted that the seminar was intended to give pastoralist members of parliament a chance to meet and discuss issues affecting their target communities. He said that similar forums existed in other East African countries, and that the pastoralist parliamentary committee in Ethiopia had formal recognition due to the large percentage of pastoralists in the country. The Hon Chairman mentioned that it was a unique opportunity for such a forum to assemble and map ways to advocate for better policy on pastoralist issues. The Hon Ndugai reflected upon the representative mix of Members of Parliament present, and he hoped this would benefit the meeting notably due to the diversity of interests.

In her speech, the Guest of Honour, Hon. Mongella, first thanked those assembled and stated that it was an opportunity to exchange views on how pastoralism can move forward to a formidable level and compete with other forms of livelihoods. The seminar would accord the participants a chance to exchange views and experiences from the presentations and pave the way to analyze the laws and policies that govern pastoralists and agro-pastoralists and how they should help improve the livelihoods. The government, she pointed out, stresses the need to involve all the key stakeholders in the formulation of laws and policies that govern their lives and thus the forum should review this process in how it could improve pastoralist livelihoods.

The Hon Mongella said that the gathering of CSOs supporting pastoralist livelihoods gave hope that the government in conjunction with MPs would be able to change attitudes in parliament and the way that laws and policies were formulated. She expressed the hope that pastoralism and agro-pastoralist would no longer be marginalised as a production system and as a form of livelihood. As members of parliament, she stressed that they were indebted to their constituents to represent them appropriately by giving voice and credence on their expertise and development as pastoralists to wider society. She asked them to take advantage of the skills and expertise gained from different projects carried out by different government agencies and CSOs in streamlining pastoral programmes which would help pastoralists improve on their livelihoods.

The Hon Mongella said livestock and its products had a tremendous importance for the economy of the country, and that it was high time pastoralism was accorded its place and due recognition. Whilst analyzing pastoralism she stressed that MPs look at it as a way of life, a gender issue and a viable production system. In trying to streamline the whole pastoral system, emphasis should be put on maintaining their identity while at the same time making pastoralism a vibrant and competitive production system bent on alleviating and reducing poverty. She noted, that as a production system, pastoralism is one of the fastest ways to provide income to those engaged in it but that the resources allocated to it in helping it reach its full potential are meagre compared to other modes of production.

The Hon Mongella emphasised education as another component that should play a big role in pastoralism. She pointed out the need for pastoralists to be offered more relevant education that would help them improve on their traditional pastoral livelihoods and not abandon them altogether. Education should also complement pastoralists' traditional knowledge and the two should form a basis for a fruitful production system. She acknowledged that pastoralists have been marginalized, their input to the national economy ignored, the potential pastoralism offers for employment untapped, and pastoralists' traditional knowledge and skills left under-realised. The Hon Mongella ended by stating that what she said in her speech falls within the 2025 vision and is integral to the National Strategy for Growth and Poverty Reduction (NSGRP or MKUKUTA). As representatives of the people, she reflected that MPs are tasked with the mandate of ensuring that they present the issues on behalf and for the benefit of their constituents.

### **3 PRESENTATION 1: ‘Ambivalence and Contradiction: A Review of the Policy Environment in Tanzania in relation to Pastoralism’, presented by William Olenasha from Oxfam.**

The presentation was based on a review of the policies and laws that affect pastoralism in Tanzania carried out by Professors Shem and Mattee. Mr Olenasha began his presentation by noting the quagmire and confusion over pastoralism apparent in the country’s policies and laws. He stressed that in the recent past that many developments had been seen in the policy environment all aimed at improving the conditions of target communities, but these were already having, or would have, adverse effects. In this sense, he explained the situation in regards to the pastoral context and specifically mobility.

Currently the policy in place is aimed at revamping livestock in the rangelands but by prohibiting mobility. The reasons for stopping mobility are that it depletes the environment and that mobile range use is not a viable economic activity. Key policy makers regard pastoralism as archaic and continue to emphasise doing away with mobility and therefore pastoralism.

In a nutshell their position on the disadvantages and failings of pastoralism include the following policy statements:

- The growth of livestock populations has increased the demand on resources like grazing land and water sources and this has created serious soil erosion due to overgrazing and movement of large herds of livestock to areas that traditionally had few livestock such as Mbeya, Iringa, Morogoro, Rukwa and the coast region ( National Land Policy)
- While seasonal migration of livestock is an important coping mechanism in times of drought, it is had to be stopped in order to control diseases (Agricultural Sector Dev. Strategy, 2001).
- There is increased land degradation due to a lack of ownership of the grazing lands and occasional conflicts between crop and livestock farmers (Agricultural Sector Dev. Strategy, 2001).
- Deliberate measures need to be taken to improve the livestock sector. Nomadic cattle herders need to change and become modern livestock keepers aided by improved pastures, veterinary care, cattle dips and auctions (Hon. Jakaya Kikwete, President, URT on his inaugural speech to parliament, 30<sup>th</sup> Dec. 2005).

Despite the criticism levelled at mobility and pastoralism, Mr Olenasha said that the merits of mobility included the following:

- It results in the optimal utilization of existing natural resources by taking advantage of temporal and spatial variations in the distribution and quantity of rainfall and forage as well as the best nutritional status of the forage.
- It is an effective way of risk management by evading drought conditions and actual or potential disease or pest outbreaks that are dependent on climatic conditions.
- It avoids the over-exploitation of natural resources by reducing the concentration of livestock in one area thus leading to conservation of the biodiversity.

With evidence from Botswana and Mali, it is evident that animals reared in mobile systems are up to three times more productive per hectare than those reared under similar climatic conditions in ranches or sedentary systems in either Australia or the USA.

All in all, pastoralism should not be seen as an intrinsically expansionist in nature but as an efficient production system for using and exploiting range resources. In essence, the extensive land use and freedom of movement as practiced by pastoralists enables access to dispersed, ecologically specialized and seasonally varied grazing lands and watering holes. It also provides forage for different livestock species and affords a margin of safety against erratic rainfall.

Pastoralism is under tremendous pressure in Tanzania. The effects of expanding settlements, encroachment on traditional pastures, lack of infrastructure, poor market mechanisms and difficulties in marketing their products are all contributing to increased stress. Many attempts have been made to modernise pastoralism through sedentarization and development projects but continual failure has only led to disillusionment and frustration on the part of decision makers who then blame pastoralists for being conservative and resistant to change.

It is a fact that sedentarization has occurred, and that it has been precipitated by pastoralists in order to access services such as schools, hospitals and markets, or in other cases because of drought and the loss of

their animals. It is a fact that sedentarization without good planning would impact negatively on the environment. Good planning therefore entails the use of appropriate livestock management techniques, availing extension services and appropriating livestock marketing systems.

In cases where the above conditions are not set, large numbers of livestock are confined in one area perennially overburdening the grazing area, which in the long run changes the composition of pasture and this in turn may reflect a decline in the number of quality animals. Concentrations of sedentarized pastoralists will eventually degrade the environment around settlement areas, in turn contributing to a loss of livestock from range depletion and increased disease pressure, particularly in the absence of appropriate veterinary services. Lastly, some pastoralists are opt to sedentarize when they have loose land while others are displaced and migrate to new areas often occupied by crop farmers. This in turn results in conflicts that can turn violent as witnessed in Kilosa, or large concentrations of livestock as recently evicted from the Ihefu Swamp in Mbarali District.

Some of the forces at play that have brought about the decline in pastoralism include;

- (a) **Lack of understanding by policy makers on pastoralism** - resulting in policies being formulated that do not reflect the needs of pastoralists. The rationale for mobility is poorly understood and consequently much interfered with by policy makers, development planners and governments in their quest to modernise livestock production and pastoralists.

Interventions in range management are inspired by alien practices with different and irrelevant eco-social regions such as the western prairies of North America, Australia and New Zealand. These management approaches and interventions are considered properly scientific yet they have been shown to be deficient when applied in the East African pastoralist context.

- (b) **Twin encroachment by the state and private interests** - the state's encroachment has often been in the form of establishment of national parks and game reserves on traditional pastoral lands that subsequently exclude pastoralists. Expansion of small scale and commercial cultivation has also resulted in the loss of range resources. Other land uses such as mining have also deprived pastoralist access to range resources.
- (c) **Inappropriate systems for delivery of social services** - experiences in Tanzania and elsewhere show that inappropriate school curricula and other influences have tended to be destructive to the lifestyles, livelihoods and value systems of nomadic pastoralists. The children of pastoralists attending schools are nearly always alienated from their cultural and livelihood heritage and learn to disdain their parents' way of life in favour of false expectations of a settled urban life with professional jobs which most are ill equipped to attain.
- (d) **Interaction between wildlife and livestock** in the past, the interaction was harmonious and it has been strongly postulated that pastoralists have had a significant influence on the evolution of the ecology of the areas they inhabit, including the type and distribution of wildlife species.

However, competition for resources especially water and pasture is a major concern in Ngorongoro and other East African areas. The spread of disease from wildlife to livestock (and vice versa) is another facet of the problems coupled with the predation on livestock, crops and humans by wild animals that compound the myriad of problems pastoralists face.

Although wildlife constrains land use for pastoralists, opportunities from wildlife may be incorporated into pastoralist livelihood strategies especially through community-based natural resource management in areas with sufficient wildlife for sustainable use. In reality, the potential for wildlife to contribute to sustainable pastoralist livelihoods has been curtailed by a number of factors. Some of the factors include the perceptions of the costs and benefits of wildlife, national and international wildlife legislation, natural resource tenure, the degree of community homogeneity and the quality of institutional management.

Mr Olenasha then proceeded to highlight the various policies and laws that affect pastoralism as follows:

- Those dealing with overall national development.
- Those specific to the livestock sector
- Those dealing with access to pastoral resources
- Those dealing with conservation of wildlife and other natural resources

- Those dealing with decentralization and local governance

### **3.1 Policies and laws on national development**

**The National Strategy for Growth and Reduction of Poverty (NSGRP) 2004** - commonly referred to as MKUKUTA. The NSGRP's genesis lies in the first Poverty Reduction Strategy Paper. The NSGRP focuses on stimulating private investment, improving infrastructure, developing human resources, building a competitive economy and an efficient government. The Strategy is also expected to deepen citizen ownership and inclusion in policy-making processes envisaging that their enhanced participation will institutionalize the Strategy. This therefore opens the door for pastoralists to engage with government in the development of various policies and strategies. Mr Olenasha noted that MKUKUTA recognizes that pastoralism is not just an economic mode of production but that it also a sustainable livelihood system. The NSGRP's guiding principles include the need for equity so that economic growth should be managed to reduce widespread poverty. The Strategy provides specific actions for the livestock sector like the empowerment of pastoralist institutions and promotion of programmes that increase income-generating opportunities for women and men in rural areas through promoting local small scale industries.

Another important strategy is **the Rural Development Strategy (RDS) 2001**. The Strategy was formulated to coordinate the implementation of sector policies for the development of rural communities in line with the previous Poverty Reduction Strategy Paper (PRSP). It also advocates for the improvement of the livelihood quality of the rural people by meeting their basic needs and services as well as electricity, communication, information and transportation. It also recognises the need for rural people to be empowered to take charge of their development. In addressing pastoralism, the strategy notes the negative consequences of pastoralist mobility by claiming that it degrades land from overgrazing and other factors. Therefore the strategy has the objective of resettling pastoralists on a permanent basis through identifying and demarcating pastoralist land, issuing title deeds to livestock keepers, improving water infrastructure in all livestock keeping areas and launching disease control campaigns. The strategy therefore sees sedentarization as the key way forward for addressing pastoralist problems. The RDS therefore shows a limited understanding of pastoralism as a livelihood system and thus there is unlikely to prevent pastoralist people's further impoverishment.

**The Agricultural Sector Development Strategy (ASDS), 2001** was formulated to implement the Agricultural and Livestock Policy of 1997 and to contribute to the PRSP that had been adopted earlier. Its primary objective is to create an enabling environment for improving the productivity of the sector in order to raise farm incomes and reduce rural poverty. The strategy also proposes that the government work towards creating an enabling environment for medium and large-scale investors to make use of the abundant land resources in the country. The strategy identifies strategic issues that need to be addressed with specific actions for each. Among them are proposals that have a direct implication on the access of pastoralists to land resources. In this case, it proposes procedures for gaining legal access to land and using land as collateral to access loans. It identifies the need for the government to undertake land surveys and demarcations in order to identify and set out potential investment zones. All this will be done against the backdrop of demarcating pastoral land and allocating it accordingly to pastoralists and agro-pastoralists. As part of this process, the government is supposed to prepare comprehensive land use maps to indicate areas suitable for cropping, grazing and for private sector investment.

The emphasis on modernization and commercialisation has serious consequences on the traditional sector. It also threatens the livelihoods of these communities since easy access to land by large investors means increased ease of land alienation from local communities and increased conflicts among various resources users including pastoralists.

### **3.2 Policies and laws specific to the livestock sector**

**The Agricultural and Livestock Policy of 1997** is the leading sectoral policy on animal production. It highlights the negative impacts of mobility, and it states that the government should facilitate pastoralists to move from over-stocked to under-stocked areas. The policy has not been implemented and will cease to apply to livestock when the draft National Livestock policy comes into force. The proposed National Livestock Policy is viewed as an instrument for achieving the National Development Vision for 2025. In providing the key vision for the livestock sector, the draft policy dwells on modernizing pastoral production through

sedentarization of extensive modes of livestock production. The joint pastoralist CSOs' recommendations for the Policy were not taken on board by the later drafts of the policy and the final draft is now ready for cabinet approval.

Mr Olenasha briefly highlighted the proposed **Beef Industry Act** where the Ministry of Livestock Development has finalised the Meat Industry Board Act that will regulate the meat industry in the country. The main purpose of the proposed bill is to organize the marketing of meat and meat products both nationally and internationally. The bill proposes to establish the Meat Industry Board Act whose main objective will be to ensure availability of high quality livestock, safe meat, meat products, hides and skins and other meat industry products for both local and export markets.

### **3.3 Policies and laws dealing with access to pastoral resources**

**The National Land Policy, 1995** has the overall aim of promoting and ensuring a secure land tenure system in order to encourage the optimal use of land resources, and facilitate broad based social and economic development without endangering the environment. The increases in human and livestock populations are some of the reasons why a land policy was needed. Livestock population is said to have increased demand for grazing land, created soil erosion and led to conflicts. Expansion of cultivation has also reduced available land for grazing.

**The Land and Village Land Acts, 1999** provides the basic laws for land matters in Tanzania that categorizes public land into General land, Village land and Reserve land. All land in Tanzania is public land and remains vested in the president for and on behalf of all Tanzanian citizens. A key feature of the Village Land Act is the titling of customary rights and interests in land that is useful for securing rights of occupancy for local people. However, it has its potential disadvantages if customary titling is to be extended to the individualization of land holding in rangeland areas, as this would inevitably interfere with the communal use of pastoral resources.

Furthermore, the individualization of land would make alienation easier as the right and obligations on land would statutorily be placed on an individual. Individualization of the commons has in many cases like Kenya led to massive land alienation and concentration of lands under the control of a few rich elites and influential individuals.

Section 4(1) of the Village Act, 1999, states that the President can transfer any area of village land to general or reserved land for public interest. Public interest includes investments (by the private commercial sector) for national interest. In addition, general lands have contradictory definitions: according to the Village Land Act, general lands mean public lands, which are not in the category of village or reserve lands while the Land Act defines general land as public, and includes unoccupied or un-owned village land. The contradiction threatens the security of pastoral land that is often considered idle, unoccupied or un-owned. This land therefore might fall in the category of general land meaning the government could dispose of it - possibly in establishing land banks - without seeking the consent of pastoralists.

**The Tanzania Investment Act, 1997** is very detrimental to the existence of pastoralism in Tanzania because it allows non-citizens to own land for the purpose of investment. The setting aside of 2.5 million hectares of land for prospective investors under the new land bank scheme under the Tanzania Investment Centre (TIC) will take away land already occupied by people such as pastoralists and other vulnerable communities. This argument is supported by the procedures used by TIC to identify and survey 'suitable' land for investment. According to HAKIARDHI, an NGO dealing with advocacy on land issues, TIC has written letters to regional authorities informing them about the government's intention to establish land banks.

The proposed **Range Management Act, 2005** aims to increase the productivity of the rangelands and the livestock sector. The draft bill proposes the establishment of Range Development Areas (RDAs) in General Lands and Village Lands where the Minister will regulate entry and exit. In seeking to establish clearly demarcated areas for livestock use where district level management committees control their carrying capacity, the proposed Act essentially supports the establishment of ranches but under a different guise. The provisions within this Act betray the same misconceptions held by the government of pastoralism as a backward, unproductive and environmentally damaging livelihood system.

### 3.4 Conservation of wildlife and other natural resource policies and laws

**The Environmental Management Act 2004** identifies various types of land that are environmentally sensitive with an objective of providing for and promoting the enhancement, protection, conservation and management of the environment. Some of the areas declared sensitive by the Act include:

Areas declared environmentally sensitive by any local government authority

Areas designated by the National Environmental Management Council (NEMC) as prone to soil erosion

All areas that have been closed by the Minister to livestock keeping, occupation, cultivation and other specified activities

Arid and semi arid lands

Land specified by the NEMC as land which should not be developed on account of its fragile nature or of its environmental significance

Land declared under any written law as an environmentally sensitive area or hazardous land.

In theory, many of the provisions within this Act are consistent with pastoralism and it recognizes the importance of traditional knowledge systems in conservation. However, practically, much depends on whether or not policy makers have a good understanding of the great potential benefits that pastoralism can bring to the environment if livestock mobility is recognized and appropriately supported. Regular movement of livestock over the range is a key factor in ensuring the sustainable use of pastures and contributing to the biological diversity of pasturelands. Virtually, all lands occupied by pastoralists fit in the category of sensitive areas and there are worrying implications to this end – for example where EMA has been applied to evict pastoralists from the Ihefu Swamp, Mbarali District.

**The Wildlife Policy of Tanzania, 1999** was formulated recognising the need for changing how wildlife resources should be managed and conserved in Tanzania. The Policy aims to involve a broader section of society in wildlife conservation, particularly rural communities and the private sector. The policy proposes the establishment of Wildlife Management Areas as a new category of protected area as key strategy for bringing about community-based conservation. The policy sees wildlife conservation as an important activity that should be able to compete with other forms of land use especially since can generate a substantial amount of revenue and foreign exchange for the state. While the government has benefit for a rapidly growing tourism industry heavily based on wildlife, historically rural communities have benefited poorly. The Policy therefore promotes local community participation in conserving and utilising wildlife resources, particularly as a means for improving local benefits. However, the Policy facilitates further marginalization of pastoralists by encouraging more land to be brought under conservation at the expense of pastoral activities. Despite the recognition of local communities in the conservation of wildlife, the Division of Wildlife is still vested with the overall responsibility of managing all wildlife in the country.

**The Wildlife Conservation Act No. 12 of 1974** is a significant piece of legislation as far as pastoralism is concerned. Many of the protected areas in the country are either pastoral lands or were used by pastoralists in the past as can be seen in the history of the Serengeti National Park (SNP) and Ngorongoro Conservation Area (NCA). In the latter case, despite historical government undertakings, pastoralists have limited access to areas and resources in the NCA which were previously used by pastoralists. The Act entrusts the President with the power to declare any area of the country to be a Game Reserve, and the Minister responsible for wildlife may declare any area to be a Game Controlled Area. The Director of Wildlife may declare any area a Partial Game Reserve for protecting specific species of animal. The law therefore grants unlimited powers to the government without regard to the rights and needs of the customary users of the land. This approach therefore does away with customary conservation practices and therefore excludes pastoralists from managing and conserving much of their land. The law effectively grants powers to the government to variably dispossesses pastoralists of their right to manage and access their lands and is silent on what should happen by way of compensation or other benefits..

The **Revised Wildlife Act, 2004** will provide the legal basis for implementation of the Wildlife Policy of 1998 and it will replace the Wildlife Conservation Act of 1974. While the Act continues to advocate for the expansion of wildlife-protected areas including wetlands at the expense of traditional livelihood activities, it also recognizes the role of local communities as partners in the conservation of wildlife. However, the same Act proposes a more stringent approach to the protection of wildlife including the establishment of an armed paramilitary Wildlife Protection Unit for the enforcement of the Act coupled with stiff penalties for those contravening the Act. The proposed Act offers little guidance on how exactly local communities will be involved in the conservation and utilization of wildlife vis-à-vis hunters and investors. It only proposes that

wildlife management areas may be established for purposes of effecting community-based conservation areas. A major concern is that since the very limited public consultations on the draft bill, prior to 2004, there has been no further public involvement. This is despite the fact that the bill, when passed, will affect the livelihoods and interests of millions of Tanzanians.

### **3.5 Policies and laws on decentralization and local governance**

An important component that afflicts Pastoralists' livelihoods is their lack of participation in the structures of governance where policy decisions are made. The lack of participation compounds, for example, pastoralists' lack of access to basic social services like health and education. It is in this light that the on-going decentralization process in the country has a major influence on pastoral communities' participation in governance and access to services. The enactment of the **Local Government Act, 1982** and subsequent amendments culminated in local authorities being established as policy- and decision-making bodies at the local level.

The main objective of the decentralization process is to improve the delivery of services to the public and to further democratise the system of public service management. Local government authorities have mandates for formulating policies, programmes and operational plans for their respective districts within the overall national policy framework. Therefore, the decentralization process provides the opportunity for the much more active participation of local communities in decisions which directly impact on their livelihoods.

Although the local government authorities have a certain degree of autonomy, the central government through its sectoral ministries still retains overriding powers where local interests conflict with national interests. This in turn means that policies and laws that impact negatively on pastoralism and pastoralists cannot be easily changed without the consent of sectoral ministries - even where Local Government Authorities would want to do so. A compounding issue is that pastoralists' mobility may hinder their participation in mainstream political processes at the local level. In mixed ethnic communities, there is sometimes the perception that pastoralists' presence is transient in nature. This leads to local political processes being monopolized by the more sedentary communities in these areas.

In his concluding remarks, Mr. Olenasha observed that issues of pastoralism and pastoralists livelihoods have been addressed in many of the existing policies, strategies and laws. Although mentioning pastoral livelihood systems, these policies and laws are generally not supportive of pastoralism. There is a view that the pastoralist system needs to be changed through a process of modernization and improving security of tenure of pastoral land with the demarcation and titling of land. There is little or no place for mobility - which underlies pastoralist livelihoods and production systems.

Mr Olenasha reflected that there is little, if any, understanding of pastoralists and pastoral livelihood systems. He therefore called for more education initiatives to be undertaken to sensitise policy makers at all levels using courses such as the Generic Training on Pastoralism and Pastoralist Policy. However he also noted that pastoralist livelihoods and production systems needed to change and adapt to contemporary circumstances, but that the essence of pastoralism – mobility – should remain a key component of pastoralist rangeland management systems

## **4 PRESENTATION 2: 'Generic Training Course on Pastoralism and Policy', presented by John Letai, RECONCILE/ IIED.**

Mr Letai stated that the overall objective of the programme was to work with pastoralist leaders and decision-makers to strengthen their capacity to articulate and implement the wishes of their people for their development. The programme is aimed at helping pastoralist groups better understand the dynamics of their own livelihood systems in relation to the broader policy-making environment so that they are able to come up with appropriate solutions to their problems. This training course will help them advocate for appropriate policies and laws in an informed and articulate manner, challenging common perceptions that are detrimental for pastoralism.

On the continued marginalization of pastoralists, he pointed out that a majority of people blame their production system for the crisis they face. There is a widespread perception that pastoralists' mobile lifestyle

in search of pasture and water for their livestock inevitably leads many people to making assumptions that pastoralists are the biggest threat to the environment. As a consequence, calls have been made for them to modernize and settle down or to change and become agriculturalists.

While it is true that pastoralism faces considerable challenges in trying to adapt to contemporary reality, it should be noted that pastoralists' plight is exacerbated by inappropriate policies and development initiatives. Poor understanding by policy makers of pastoralists' livelihood and production systems further heightens this situation and is compounded by a lack of political leverage by pastoralists to influence policy processes further increasing their marginalization.

The course addresses these knowledge gaps, and provides tools for building political leverage in terms of developing local organizational and managerial capacities. Some of the activities covered by the programme have been highlighted in **Annex 1**. A key outcome expected from the course will be that leaders/decision makers will have an improved capacity to analyse the pertinence and value of past and current policies and legislation governing resource management in pastoral areas. Most importantly, the course will build the capacity of participants to assess and analyse their perceptions of, and attitudes towards pastoralist people and their way of life. This will contribute to changing the negative perceptions of pastoralism currently held by many groups in East Africa.

## 5 PLENARY DISCUSSION

The parliamentarians were given an opportunity respond to the presentations and also offer their suggestions on the way forward to making pastoralists and pastoralism achieve a more positive and constructive prominence on the national agenda.

The following are the comments of the MPs who attended the seminar.

- They were in agreement that pastoralists are viewed as the main culprits when it comes to environmental degradation though they pointed out that the biggest culprits were agriculturalists, miners and industrialists whose activities change and deplete the environment far more. The levels of depletion by the latter group is of enormous proportion due to the nature of the activity that extracts and returns nothing to the land coupled with the permanence of their activities. Pastoralists' mobility accords the land time regenerate some of its lost resources though many claim that their movement with the herds of livestock to other areas creates conflicts with other communities.
- They also observed environmental changes facing the country and the world at large are having a greater impact on pastoralist livelihood due to their total dependence on its attributes. This has been exacerbated by the governments' insistence to conserve the environment putting in place stringent measures that would help in its endeavour.
- Policy-makers who base their decisions on poor information when coming up with policies and laws that affect pastoralists and their livelihoods know little or nothing about pastoralism.
- There is a chronic lack of education for pastoralists of options for taking up complementary forms of livelihood to their present systems and of adapting their traditional pastoralist methods to the present day.
- Pastoralists are finding it harder to move their livestock from place to place due to the increase in population of people and livestock, increasing pressure for land resources from farmers - especially commercial farmers, and continued increases in wildlife conservation areas and national parks. In the past, mobility was sustainable due to ample space for movement and settlement but this is not the case in the modern times.
- It was observed that mobile pastoralism and farming are strange bedfellows due to the fact that they compete for the same resources and therefore pastoralists should stick to one production system to attain autonomy.
- The notion that pastoralists are poor should be disregarded because the livestock they possess is of great financial value therefore they should be made to pay taxes in order that their livestock and livelihood is valued.
- The government has all but ignored the contribution pastoralists and pastoralism makes to the economy that leads it not to invest in them and their system of livelihood.
- On the lhefu conflict, the initial interaction between pastoralists and the resources in the area was sustainable due to the low number of Maasai pastoralists in the area. The arrival of agro-pastoralists led to more pressure on the land that included depletion of forests and more pressure on the water resources in the area. Pastoralists were then evicted from the area to other areas where they began to compete with other local communities for the limited resources available.
- There is little investment by the government in pastoral areas in terms of infrastructure for livestock and its products which in turn make them to migrate to other areas in search for the same. It was noted that money obtained from the sale of livestock is reinvested back into buying some more livestock thus difficult for the population of livestock to drop. The only way that pastoralists and pastoralism as a livelihood system can be valued is by paying of taxes and reinvesting and developing areas where it is practiced.
- It was asserted that the reason behind pastoralists not being designated their own areas is because they rarely develop the areas they inhabit. It was observed that they rarely pay taxes for their livestock and their mobility makes for them to invest in areas they occupy. It is on this assumption that the government prefers wildlife conservation to pastoralism and pastoralist livelihood.
- Pastoralists are not united and depend on others to advocate on their behalf.
- The place accorded to pastoralists as second-class citizens is detrimental to the unity and peace of the country.
- Many policies and laws are formulated in the guise of conserving and protecting the environment. The problem is that nothing is invested in pastoral areas be it social services or markets for livestock and its products though the blame is put on pastoralists for moving around in search of pasture and water.
- Transformation of the pastoralist's mindset is key to bringing about changes in their production system.

- There are plenty of misconceptions on the risks of educating pastoralists. Thus they are denied access to education facilities. Due to the raising of qualifying grades to join higher institutions of learning, there is a fear that pastoralist communities will be loose out and their children will be unable to qualify due to the hardships they face in accessing education.

## **6 SUGGESTED WAY FORWARD**

- Pastoralists should be educated on good land practices through education on land use plans through pilot projects like the ones in Kongwa ranch. The exposure will enable pastoralist communities observe alternatives to their traditional livestock keeping techniques.
- Experts from the Ministry should go down to the village level and experience first hand the problems facing pastoralist in order that they come up with comprehensive plans and solutions to their problems.
- The government should identify and designate pastoralist areas countrywide to practice their form of livelihood and develop them with the necessary facilities and structure that would ensure sustainability of their livelihood system. Such would include veterinary services, boarding schools and health facilities.
- Pastoralists should be educated on modern livestock keeping techniques and markets should be availed for their products. They should also be educated on the difficulties facing their traditional mobile pastoralism due to the decrease in land space and increase in population of both human and livestock.
- Pastoralists should be educated on the benefits of taking their children to school for them to be able to engage in other activities that would complement pastoralism as a livelihood.
- Research findings should be shared promptly at relevant forums for action and decisions to be taken quickly. Linkages between pastoralists, researchers and policy makers should be strengthened.
- More enlightening seminars to other members of parliament need to be conducted to help educate policy makers and help remove ingrained prejudices held by a majority of them because of their ignorance.
- Pastoralists should form associations that would enable them access loans to be used for their own development initiatives remove them from dependence on livestock.
- Policies should be formulated with emphasis on modern livestock keeping methods and techniques. This should only be done after educating pastoralists on the modern livestock keeping techniques and creating a conducive environment for their livestock and livestock products in terms of market structures.
- The government in conjunction with the Ministry of Livestock should come up with plans to set up experimental projects to produce food for livestock (mashamba darasa) that would curtail movement from place to place of livestock in search of food.
- Members of parliament and leaders from pastoral communities should unify in their efforts to advocate for the rights of their target communities.
- Networking to advocate on pastoral issues in key government ministries should be reinforced through constant information sharing seminars on issues affecting pastoralists. The meetings between the Ministry of Livestock and Land and Agriculture will be arranged to discuss policy issues.
- A balance should be struck between livestock production, agriculture and wildlife management that will prevent the detriment of neither.
- MPs should go through the budget to make them conversant with Ministry of Livestock objectives and initiatives on pastoralism.
- Livestock committees should be formed in parliament that would address pastoral issues and a budget should be set aside to help them advocate on key issues.

## **7 SUMMING-UP BY HON MONGELLA**

The Hon Mongella observed that there was a need to develop much better education services in pastoral areas. A key challenge was to enable livestock keepers to appropriately adapt their livestock husbandry and range management practices to contemporary challenges and markets in order for them to sustain their livelihoods in relation to other forms of livelihood. She also emphasised the need to further educate policy makers at all levels on pastoralism for them to be able make informed decisions that would alleviate pastoralists from the clutches of poverty. She observed that the education would be necessary especially to parliamentarians who are the key policy makers that can ensure pastoralists are allocated their measure of national resources to improve and supplement their livelihoods in equal measure. She observed the need for networking and, through the different regional pastoralists representatives, this would result in an increase in pastoralist issues awareness for other MPs. Lastly, she implored the Ministry to allocate some funds to MPs for them to be able to prepare their advocacy initiatives especially in areas prone to conflicts.

## **8 CLOSING REMARKS BY HON NDUGAI**

The Hon Ndugai observed that different policies although developed to apply in particular sectors often affect those for which they were not formulated for. In this respect the Hon Ndugai said that there was a need to form a unified front between the different parliamentary committees especially those that focus more on livestock in an attempt to address pastoral issues. He emphasized the need to form a strong livestock committee that would have the force to represent pastoral issues with some permanence as exemplified by other long-standing committees. Referring to the gathered participants, he observed that joining forces with other committees that have a stake in livestock besides those that strictly deal with pastoralist issues, the whole advocacy process could have more impetus. He added that there was a need to form a sectoral committee that would add a lot of weight and credence in policy-making forums. The Hon Ndugai observed that the present gathering was a mixture of different committees which would further enhance networking for the good of pastoralists beginning with holding a seminar for other members of parliament on pastoralism. He asked MPs from pastoral areas to meet and map the way forward.

## ANNEX 1: POLICY BRIEFS

### **MORE VOICES FOR BETTER CHOICES**

#### **THE PLACE OF PASTORALISM IN MODERN TANZANIA**

## **SOUND POLICY MEANS SOUND SUPPORT FOR PASTORALIST LIVELIHOODS**

### **MANY POLICIES AND LAWS UNDERMINE PEOPLE'S RANGELAND LIVELIHOODS**

Many experts and scientists consider pastoralism to be a rational and sound livelihood strategy. However, unfortunately in wider society, traditional pastoralism is seen as backward, inefficient and environmentally degrading. This is not necessarily true. pastoralism can be ecologically sustainable, very efficient and highly productive, supporting a vibrant rangeland economy.

- Like any other livelihood system, without appropriate government support, pastoralists may often struggle to solve their socio-economic and socio-environmental needs and challenges.
- There is no specific policy in place that positively recognizes or seeks to support pastoralist livelihoods and their production and marketing systems in a constructive way.
- Instead, there has been a continual lack of policy level support for pastoralists' livelihoods and an under-recognition of the substantial contribution that they make to the national economy.

The perceived socio-environmental problems associated with pastoralism have often been over-emphasized without recognising pastoralism's many socio-economic and ecological benefits. Often these perceived problems have been made worse through inappropriate policies and practices.

### **THE NEED TO BETTER UNDERSTAND RANGELAND MANAGEMENT AND MOBILITY**

Agropastoralist and pastoralists rely on the 'extensive' – or mobile – use of the rangelands for grazing their livestock. Mobility allows herders to move in well established and highly efficient movement patterns between dry season and wet season grazing areas. Since rainfall (which controls water and forage availability) is unpredictable and uneven, mobility is the most sustainable way of utilizing the rangelands.

- Mobility is an effective way of risk management. It increases livestock production, ecological resilience and results in the optimal utilization of existing natural range resources
- Mobility can help avoid the over exploitation of range resources by reducing the concentration of livestock in one area, helping conserve biodiversity such as wildlife and wildlife habitat.

The **benefits of mobility (reliable and sustainable livelihoods)** should be weighed against the **costs (disease and land-use conflict – both of which can be much better managed)**.

**The overall benefits of mobility-based rangeland use systems will continue to be much greater than the costs, if pastoralism is supported by appropriate policy and practice.**

Some agro-pastoralists may also move over large distances in search of grazing. This long range mobility may create land-use conflicts, ecological challenges and livestock disease problems. Recent government policy has been simply to evict pastoralists from areas that the government thinks should not be used by them. Eviction is not the best or only course of action for improving environmental management.

- Evicting people may only displace environmental and land conflict issues elsewhere making them worse. Eviction does not enable people to solve their natural resource and livelihood challenges.
- Eviction is not a long term solution for sustainable natural resource management.
- Environmental and land conflict challenges can be best solved if the government supports local solutions through communal natural resource management and other complementary initiatives.

## PLANNED POLICY DIRECTIONS – A FAILING VOICE FOR BETTER RANGELAND CHOICES

- Most of the policies and laws in existence or under development are not sufficiently supportive of pastoralism. An exception is the MKUKUTA.
- There is a consistent view permeating many policies and strategies that the productivity of pastoral systems needs to be increased through a process of ‘modernisation’ - probably by adopting ranching models similar to those adopted in southern Africa and elsewhere.
- Individualisation, titling and registration of land and the elimination of mobility is being proposed by the government in many policies and strategies. This has had poor results elsewhere – such as in Kenya.
- Ultimately, instead of pastoralists being assured of their livelihood, the proposed policy approaches are likely to make them more vulnerable, contrary to the MKUKUTA’s cluster strategies.
- The current policy tendency against pastoralism will probably lead to a heavy loss in pastoralist production, increase impoverishment, worsen socio-environmental problems, increasing unemployment, land loss and social disruption.

- Enforced ‘modernisation’ (through sedentarisation and intensification) of pastoralist livestock production in many dry rangeland systems in Tanzania is likely to be disastrous.
- Rapid intensification can be extremely expensive, requires a large body of experience and knowledge that rural people do not have, and will not guarantee any significant increase in production. Intensification is mostly inappropriate for the dry rangelands, and it is likely to fail. It will leave most people far poorer and endanger the ecological value and viability of the rangelands.
- It is far better to support pastoralists to improve their livelihood systems, by building on their substantial knowledge and experience. Mobility needs to be maintained but better managed.
- This can be achieved through building on customary or local institutions governing rangeland management & livestock production. With government support, these institutions can better mitigate the costs of mobility, helping to resolve conflict, manage disease and improve range management.

## A NEW VISION FOR THE PLACE OF PASTORALISM IN MODERN TANZANIA

- The MKUKUTA clearly recognises pastoralism as a livelihood that should be fully supported.
- The government needs to facilitate participatory and adaptive range management approaches based on managed mobility for sustainable rangelands, healthy herds and improved livelihoods.
- The government needs to support and empower pastoralists & other communities to address key problems of land use competition and human population growth. This can be achieved in part through participatory land-use planning, devolved natural resource tenure & local conflict resolution processes.
- New and innovative partnerships need to be facilitated by the government between pastoralists and the private sector – e.g. small and medium enterprises. Good enterprise can help to substantially improve local access to credit, appropriate technologies, veterinary services and fairer markets. The private sector can also bring new investment to the livestock sector such as meat processing and export facilities if it is based on a growing and equitable partnership with pastoralist producers.
- pastoralism could sustainably improve millions of Tanzanians’ livelihoods, enhance rural economic development, and increase livestock production through improved local natural resource management.
- In order to achieve this vision, pastoralists and their partners need sound policies and sound support. The government must do its part and more constructively work with its pastoralist citizens for a better future. **Ari mpya, kasi mpya, nguvu mpya!**

# **MORE VOICES FOR BETTER CHOICES**

## **THE PLACE OF PASTORALISM IN MODERN TANZANIA**

### **TAKE HOME FACTS AND ISSUES**

#### **AGRO-PASTORALISM AND PASTORALISM DEFINED**

Agro-pastoralism and pastoralism are 'extensive' livestock-based livelihood systems. These livelihood systems make efficient and productive use of the semi-arid rangelands, which cover 64% of Tanzania.

- **Agro-pastoralism** is a livelihood system in which people depend on livestock and crop farming.
- **Pastoralism** is a livelihood system in which people primarily depend on livestock for their livelihoods through the communal management of natural resources.
- **A person's livelihood** comprises their capabilities and their means of living, including food, income and assets.

#### **THE OVERALL STATUS OF PASTORALISTS IN TANZANIA**

- Tanzania has the third largest livestock holding in Africa.
- Approximately 95% of all livestock in Tanzania are kept by pastoralists.
- 61 million hectares of Tanzania are currently classified as under pastoralist management.
- Annual off-take from the national pastoralist herd is estimated at 10 – 15%
- Tanzania's meat consumption is almost entirely dependent on pastoralist livestock
- However, the true value of pastoral products marketed is not visible in official statistics

#### **PROBLEMS FACED BY HERDERS**

- Shrinking grazing lands due to population growth and protected area expansion
- Increasing sedentarisation and its adverse effects on range access and condition
- Inadequate animal & range husbandry services, veterinary care & access to markets
- Loss of grazing due to migration of farmers into traditional rangeland areas
- The deterioration of important customary institutions governing rangeland management
- Conflicts with crop farmers and within different groups of herders over natural resources

***These challenges are not being solved as:***

- Government policies inadequately support pastoralist institutions & production systems
- Local government institutions that control land and resource tenure are often very weak
- Local conflict resolution processes are under-developed & local courts are often corrupt

#### **BETTER GOVERNMENT POLICIES TO SUPPORT PASTORALISTS' NEEDS**

- Improved services for animal and range husbandry, veterinary health care and marketing

#### **TENURE OVER LAND AND NATURAL RESOURCES NEEDS TO BE DEVOLVED & STRENGTHENED**

- pastoralists need secure tenure over their lands and natural resources (including wildlife)

#### **EFFICIENT AND FAIR RESOLUTION OF CONFLICTS OVER LAND AND NATURAL RESOURCES**

- Local institutions need to be supported and developed for efficient and fair conflict resolution

## Annex 2: Timetable and Plan

The Dodoma MPs seminar on “The place of pastoralism in the modern Tanzania

Venue: Dodoma Old Parliament Building.

Time: Thursday 3<sup>rd</sup>, August 2006, from 11 a.m. to 4 p.m.

### Agenda and Timetable for the seminar

#### Agenda

The theme of the seminar is “The future of pastoralism in modern Tanzania”. Two major presentations will be made, each followed by plenary discussion. Papers for presentation are:

1. IIED issue paper no.140 **Ambivalence and contradiction: A review of the policy environment in Tanzania in relation to pastoralism**, a study by A.Z. Mattee and M. Shem.
2. The Generic Course on Pastoralism and Policy Implications IIED/RECONCILE

#### Timetable

Time	Event	Responsible
11.00	Participants getting into the hall and registering	All Participants, coordinated by RLTF
11.00-11.20	Introduction and Stage-setting	Evans Lushakuzi
11.20-11.40	Guest of Honour coming-in and opening speech	Hon. Getrude Mongella (MP Ukerewe)
11:40-12.10	Presentation I	William Ole Nasha
12.10-12.40	Presentation II	John Letai
12.40-13.40	Plenary Session	Evans Leshakuzi
13.20-14.20	Tea/Coffee	
14.20-14.35	Recap/wrap-up	Evans Lushakuzi
14.35-15.15	Way forward	Evans Lushakuzi
15.15-15.30	Closing Remarks	Hon. Ndugai (MP Kongwa)