



Jumuiko la Maliasili Tanzania

Tanzania Natural Resource Forum

Conference on Land Policy in Africa (CLPA-2017):

The Africa We Want: Achieving socioeconomic transformation through inclusive and equitable access to land by the youth- ADDIS ABABA, ETHIOPIA

Emerging and Promising Practices: Securing Rangeland through Youth Pastoral Associations. The case of Pastoralists Programme in Tanzania, and selected synthesizes from Africa



Author: Zakaria Faustin
Tanzania Natural Resources Forum(TNRF)
P.O Box 15605, Arusha Tanzania;
Email: z.faustin@tnrf.org, faustinz@yahoo.org
Mobile number: +255 652 468 219.

Paper prepared for presentation at the “**Conference on Land Policy in Africa (CLPA-2017)**” in **ADDIS ABABA, ETHIOPIA** on November 2017 at Roundtable and Dialogue Sessions.
Sub-theme: Empowerment of youth through strengthening their land rights

i. Executive summary

Rangeland provide unpredictable climate and unproductive nature, a wide variety of goods and services including forage for livestock, habitat for wildlife, water and minerals, woody products, recreational services, nature conservation as well as acting as carbon sinks. Pastoralists and agro-pastoralists, sedentary farmers, as well as fishermen and hunters depend on these rangelands for their livelihoods¹.

Pastoralists classify and use tenure for rangeland in ways that do not fit easily with government's definitions or processes, in contrary with a way most government thinking on the granting of land rights and provision of titling. This lead to the lack of attention paid to rangelands, resulting in poor investment and support. Despite a wealth of land-related legislations, policy, frameworks, constitutional rights in most African countries pastoralists that are living in rangeland are still considered highly vulnerable in terms of land rights and tenure security. Of particular concern is the youth. There are different initiatives taken by NGOs active in land securing and planning interventions. Positive lessons can be learned from these initiatives including how the youth have been included.

Through a participatory study and the review of various best practices, this paper document how youth pastoralists unions and associations in Tanzania, Cameroon and other African countries have been organized, their power strengthened in securing rangelands and reopening livestock routes that connect and sustain rangelands in different localities. It builds on evidences including innovative pastoralist collectives; and how they have been able to influence rang land governance by pastoralists themselves. This paper concludes on how under the context of rapid land use changes and increasing pressure on rangeland resources and securing range land access, youth associations can be a bridge to guarantee integration and enforcement of customary laws and legal frameworks over their rangeland and livestock corridors including sustainable use and governance structures that protect land tenure on rangeland, for resilience and food security. The paper gives specific recommendations on the best way youth community institutions can secure and manage rangeland accessed collectively, land security, facilitate investment and interventions in improving the productivity of rangelands in line with recently legal frameworks and interventions that seeks to achieve this.

Key works: Securing Rangeland, Youth Pastoral Associations, Pastoralist Unions, Federations

¹ Azuhnwi B. and Flintan F, February, 2017, A Review Of Good Practice, Making Rangelands More Secure In Cameroon: ILC range land series No.8

1.0 Introduction

Rangelands are grazing-dependent systems, characterized by dry periods and droughts that provide numerous goods and services that have great economic, social, cultural, and biological value where pastoralists, hunter-gatherer, and farmers have sustained their livelihoods for centuries². In rangeland, pastoralism is the main production system practiced by communities who traditionally access and use rangeland collectively, using customary laws and norms to manage the land.

Pastoralist and hunter-gatherer production systems often require movement across village boundaries to access or share grazing or water resources managed by traditional institutions including youth. These traditional practices can jeopardize land rights or tenure of other user groups if and when the awareness on land rights for youth is not taken into consideration. Following the rapid diminishing/shrinking of the rangeland, youth are facing complex issues and changes in pastoral societies including unemployment, access to education following youth migration from rural to urban, opportunities for alternative livelihoods, exposure to other ways of living that impact livestock and rangelands security, loss of Indigenous knowledge, and banditry. Through a synthesis of several case studies from Tanzania, Cameroon, other Africa countries, this paper build evidences on how and which unique approaches adopted in selected countries through innovative pastoralist youth collectives; and how they have been able to influence the securing of rangeland and tenure security and protection of livestock corridors.

This paper on emerging best practices will add value by documenting various development initiatives on rangelands in addressing 2030 Agenda for Sustainable Development Goals (SDG) and currently global and regional development initiatives and frameworks. Pastoralists in rangeland are one of the beneficiary targeted by SDG³. In December 2016, during a side event at the Convention on Biological Diversity COP13 in Cancun, 28 government and 48 CSOs signed a strong statement that recognizes the value of rangelands, grasslands and pastoralism for biodiversity. Also, the United Nations Environment Assembly of the United Nations Environment Programme (UNEA) recognized the importance of sustainable pastoralism, securing rangeland and protection during its second meeting in May 2016 where 158 countries passed a resolution (UNEA L.24) on “Combating desertification, land degradation and drought and promoting sustainable pastoralism and rangelands”⁴. Further it will contribute to Food and Agriculture Organization of the United Nations (FAO) that has recently released a Technical Guide on “Improving governance of pastoral lands”.

² Flintan, F. (April 2013) Village land use planning in rangelands in Tanzania: good practice and lessons learned; Rangeland series number 3.

³ *Healthy and productive rangelands throughout the world are needed to realize these goals.*

⁴ <http://www.unep.org-UNEPEA2>

2.0 Background information

For thousands of years, pastoralists thrived in rangelands that are marginal lands, arid, cold, and mountainous areas, and they have been successful in producing nutritious foods⁵. Pastoralist practice started around 10,000 years ago⁶ where mobility across rangelands has allowed them to access patchy and unpredictable resources, while communal land management reduced their risk for crisis.

Traditionally, pastoral communities have accessed and used rangeland collectively, using customary laws and norms to manage the land. Both use collective land tenure and common sustainable practices⁷ including mobility and mosaic grazing, split grazing, genetic improvement and herd size management. Once the land tenure becomes individualized, these strategies can no longer be practiced. Under collective land tenure and common sustainable practices in rangelands, traditional norms empowers elders of the community to determine grazing patterns, when to graze in a specific period, where to migrate in search of resources, and who to negotiate with when intending to migrate to rangeland available within neighboring communities.

In the global development trends are seen such as [increased population, rapid urbanization, expansion of other economic activities](#) and [misconceptions about pastoralism](#) by policymakers and technocrats on rangeland, changing technology, the change in land use patterns in rangelands favoring non-pastoral uses. This has greatly undermined and weakened traditional governance systems disrupting livestock movements and traditional grazing patterns. All these positioned rangelands vulnerable for grabbing and change to other land uses, development of policies, frameworks and plans that aim to promote [individualization and privatization of rangeland](#). As a result rangeland declined and traditional communities lost access, ownership and rights to rangeland at the expense of promoting other livelihoods and economic systems like mining, wildlife conservation, agriculture and forestry plantation etc.

Therefore, to counter attack the situation, key actors including Civil Society Organizations(CSOs), and development partners have played ultimate roles to ensure there are sustainable practices for pastoralist rights to secure rangeland where their livelihood is depending on them. Key advocacy initiatives have been in place for decades that have proved to be promising practices for the sustainability of pastoralists' livelihood in rangeland. Among these initiatives is the International Fund for Agricultural Development (IFAD) support to governments, pastoralists and farmer communities in various countries in negotiating and strengthening local solutions for rangeland governance including agreements securing pastoralists' migratory routes. Others include the Pastoralist Programme funded by Irish Aid in Tanzania and implemented for five years(2012-2017) supporting the formation of pastoralists unions and networks across conflict-hotspot districts throughout the country to defend and advocate the securing of rangeland that is under threat from land-based investment models.

⁵ Manzano, P & Agarwal, M. Pastoralist Participation and Networking in Policy dialogue: Dimensions and Challenges. Perspectives (UNEP) 18: 1-16 (2015); Manzano, P. Pastoralist Ownership of Rural Transformation: The adequate path to change. Development 58: doi:10.1057/dev.2016.3 (in press).

⁶ Fischer, A et al. The Origin of the 'Mycoplasma mycoides Cluster' Coincides with Domestication of Ruminants. PLoS ONE 7, e36150 (2012).

⁷ <http://globalrangelands.org>

2.0 Factors taken into consideration for promising practice and sustainability

Promising best practices are activities, approaches or methods of engagement and experiences that have shown to generate positive outcomes. In the context of this paper, factors taken into account to identify promising practices include:

- The practice was positively received by community members
- The practice was positively received by Local Government Authorities (LGAs)
- The practice did not impinge upon the rights or freedoms of others in an illegal manner
- The practice appeared likely to have long term positive benefits to the community
- The practice catalyzed other processes which led to positive outcomes for pastoralists; and
- The practice appeared likely to be sustainable.

For sustainability purposes, this paper points to “institutional”, “financial” and “social/cultural” aspects of securing sustainability. The following factors referred to:

- Institutional sustainability is an establishment of formal/informal institutions that contributes to sustaining impacts.
- Social/cultural sustainability is a social or cultural practice or exchange that supports the continuation of positive outcomes.
- Financial sustainability is an ability of interventions to be maintained without further external financial support.

3.0 Methodology

Two stages were used to gain knowledge of promising practices towards positive outcomes for youth securing rangeland. First was a participatory study, and secondly a review of various best practice documents. The author reviewed selected best practices from various studies and publications in drylands from selected countries in Africa including Tanzania, Burkina Faso, Cameroon, Ethiopia, Niger and Uganda⁸, PP best practices documents⁹ and other syntheses from Africa¹⁰ and related publications. The author participated directly supporting the management of the Pastoralist Programme for 5 years (2012-2017) in Tanzania that among other outcomes influenced the formation of youth associations and was able to join voices and secure rangelands in different districts.

4.0 Emerging and promising practices of securing rangeland

Creative and participatory capacity building trainings, supporting mobilization, organization and networking of pastoralists are more effective and encourage opportunities for developing group power, network building and alliances. This leads to strengthened voice, sharing of competencies, skills and opportunities for positive change to improve governance of rangelands.

⁸ The land we graze. A synthesis of case studies about how pastoralists' organizations defend their land rights (IUCN, Nairobi, 2011).

⁹ <http://tnrf.org/en/content/pp-best-practices-testimonials>

¹⁰ Herrera, PM, Davies, JM & Manzano Baena, P. The Governance of Rangelands: Collective Action for Sustainable Pastoralism (Routledge, London, 2014)

There are diverse models and approaches adopted by various initiatives across Africa some of which are successfully securing and protecting tenure in rangeland.

4.1 Tanzania Case study

In Tanzania with 45 million people, the Land Policy of 1995 and related land laws recognize 3 types of lands: General land, Reserve land, and Village land. Most of rangeland falls within Village Land that is governed by the Village Land Act of 1999. Principally, village land administered and managed by a Village Council and any land transaction should be approved by the village General Assembly.

The Tanzania Natural Resources Forum (TNRF) in collaboration with other national advocacy NGOs, through the Pastoralist Programme 2012-2017¹¹ funded by Irish Aid and jointly managed in partnership with Care Tanzania was able to empower pastoralists including form 49 platform and networks that include 34 Pastoralist Unions in Babati district, and 25 coalitions in various localities in 18 districts. This included supporting them to register their association and formation operating bylaws (constitutions) that legally allow them to defend and demand pastoralists' rights on rangeland, and build their capacity on advocacy to access, and secure their rangeland. These include KIPANET (a Pastoralist Network that comprises of 10 pastoralist groups), Ngorongoro and Serengeti Pastoralists Union comprised of members from 16 villages, Pastoralists Women Council in Monduli with membership of about 1200 pastoralist women. Most associations and unions have the purpose of securing and protecting their livestock, livestock routes and rangeland.

Through a series of capacity building, partnership and networking and alliance-building the youth Pastoralists Unions and networks formed and were able to influence the following¹²

- In 2014 Babati Pastoralist Unions worked hand in hand with Babati district council to resolve land use friction emerging between a group of farmers and pastoralists. About 800 hectares of the grazing land from Tarangire National Park was recovered. As a consequence of such collaboration the land was finally brought back to pastoralists' ownership and control.
- By the end of 2014, pastoralists networks influenced a total of 605,565 hectares of grazing land allocation or re-allocation by the government to support pastoralists, and reopening of 48 livestock routes.
- In 2015, a total of 127 acres (51.4 hectares) of grazing land was recovered in two villages of Babati- these include Ayamango and Mwikantsi village.
- Pastoralist Unions (Pus) at Nkatsi ward influenced the demarcation and erection of beacons to protect communal grazing land, as well as the establishment of a rotation communal grazing plan in rangeland guided by bylaws to govern the effective and efficient resource use.
- Olasiti village in Babati district succeeded in demarcating and fixing beacons so recovering 200 acres of grazing land.
- 10 acres of land, which were initially provided to an investor at Magala village without adherence to the existing procedures, were recovered back through Pus.

¹¹ [view summary here](#)

¹² PP end of the programme report 2012- June 2017

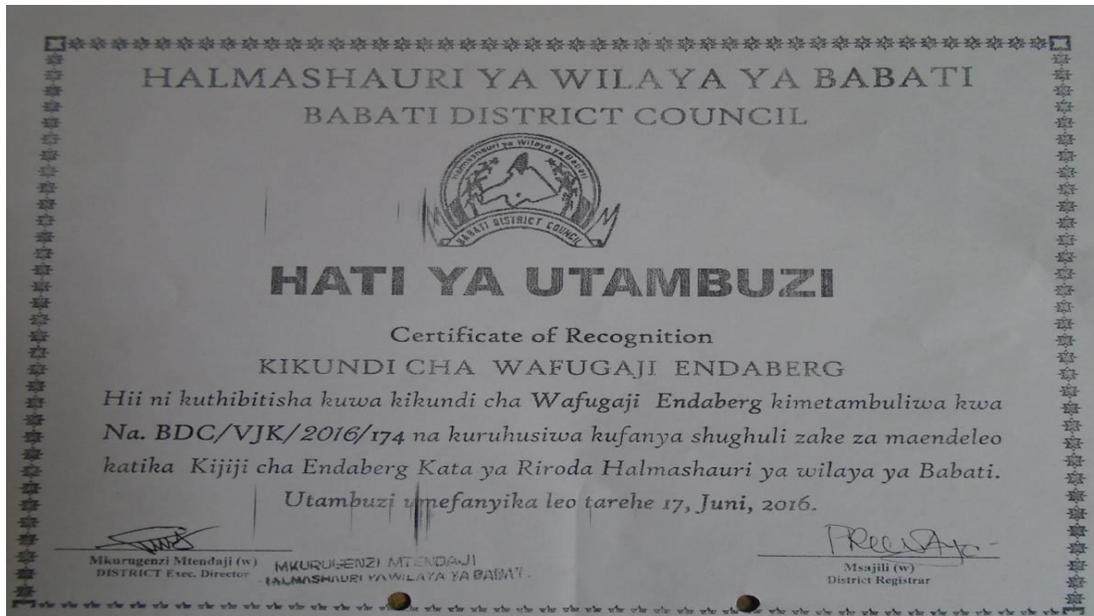
- PUs supported the Olasiti village government in making a follow up to a court case that was in court for 5 years against 200 acres of land grabbed by individuals. At the end they won the case, the individuals were fined TZS 29 million (US\$ 12,914.14) as a compensation;
- Joint efforts of Ayamango village government in Babati and PUs managed to defend and claim 256 acres at Arusha High Court - a case against a group of 45 individuals. The ruling judgment document released by the court in February 16 and PUs won the case;
- In the same district, PUs in collaboration with village leaders at Mwinkatsi village won the case at the District Land and House Tribunal and reclaimed back 27 acres invaded by 2 individuals;



Livestock Route 30 metres wide opened in Mwinkatsi village in Babati Ngoley and Pastoralists' Unions leaders showing up beacons that are fixed to show the boundaries of their grazing areas.



Mr. Japhet Teveli the secretary for Pastoralists Union within Kibaoni B grazing land in Olasiti village. Stand with inserted beacon



Endaberg Village PU Registration Certificate

4.2 Cameroon Case Study

In Cameroon, rangelands make up about 7.0 % of the total land surface, estimated to be about 3 million hectares of rangelands a home to Fulani pastoralists¹³. In the land tenure laws, private land rights are derived from possession of a ‘land title.’ While all untitled, unregistered land is deemed to be to be ‘public land,’ which is held by the state on behalf of the public, or ‘national land’ that includes unoccupied land and land under customary tenure. Rangeland/grazing lands in Cameroon are considered to be state property, under Ordinance No. 74–1 of 1974. This Ordinance gives all pastoralists the right to use common-pool resources (include protect transhumance corridors that allow pastoralists to move between seasonal grazing areas), unless the state requires these resources for other purposes¹⁴ Rangeland is therefore administered, like all other national lands, by two related structures: the Land Consultative Boards and Agro-Pastoral Commission(APCs), both headed by the Divisional Officers in accordance with Article 17 of Ordinance No 74-1 and Decree No 78/263 respectively.¹⁵

For pastoralists or individual to access or gain control over grazing land, the land ordinances of 1974 and decrees of 1976/1978 provide for the following ways 1) Occupants of land before 5th August 1974 (the date of entry into force of Ordinance No. 74-1), and 2) The APC can allocate grazing land to individuals or groups for grazing purposes, on a temporary basis, and for the land is still considered as national land until the individuals or groups apply and obtain a land title making it then ‘private personal land.’ A grazer or group of grazers can acquire grazing land through concession by establishing a livestock production or development project (cattle

¹³ cameroon.opendataforafrica.org

¹⁴ Moritz M., L. Bebis, A. Drent, S. Kari, A. Mouhaman, and P. Scholte (2013). “Rangeland governance in an open system: Protecting transhumance corridors in the Far North Province of Cameroon” Pastoralism: Research, Policy and Practice, 3:26.

¹⁵ Sali D., W. Shei and J. Duni (2011). Legal framework for the regulation of access to, and management of pastoral resources in Cameroon – implications for pastoral livestock production. MBOSCUDA/PASOC.

ranch, plantation etc.) and then applying for a concession. When land is classified as ‘final concession’ land it ceases to be ‘national land.’

In the review of initiatives that supported the titling, delimiting and protection of transhumance corridors and grazing areas, in the North and Far North Regions in Cameroon, documentation demonstrated the power of pastoralists association in securing and tiling rangeland. The area was under increasing pressures of land use change (rangeland to agriculture), rangeland fragmentation and blocking of livestock routes, overstocking and conflicts between different land users, and pastoralists were marginalized from decision-making processes and are poorly organized¹⁶.

Through the efforts of the project titled “*Projet d’Appui à la Gestion Equitable et durable de l’Espace Agropastoral dans le Nord et l’Extrême Nord du Cameroun (PAGEPA-NEN) project(2012-2015)*” that aimed to reinforce and consolidate dialogue between pastoralists’ organizations, farmers’ organisations and councils, pastoralists organised themselves into two federations. These federation have given greater visibility to the pastoralists of the North and Far North Regions in negotiations with other stakeholders¹⁷. Project was a cooperation between Cameroon Government and the European Union(EU) covering 15 Councils of the North and Far North Regions, the best predominantly under pastoral systems. It support registration of the two federations by the state and has bylaws, built their capacity through seminars, meetings, information and education sessions and also radio programmes.

Through action of these federations the following was realized:¹⁸

- These two federations of pastoralists, registered by state, have bylaws and now have five-year activity/development plans.
- Digitized mapping of about 565.73 km² of pastoral zones;
- Delimiting and securing with concrete pillars about 102 km of transhumance corridors; and
- The establishment of local oversight (or management) committees to continue dialogue between the different user groups and support the participatory management of the corridors;
- Institutional and organizational capacity of the 15 councils was improved to enable them to play attention to rangeland; and
- Consultation platforms now exist in most of the 15 councils by brought together among them youths in pastoral resource management.

4.4 Synthesis from case studies from other countries¹⁹

In the synthesis of case studies about how pastoralists’ organizations defend their land rights, done by IUCN 2011 suggested that changing political conditions on land rights of rangeland can be overcome through innovative pastoralist collectives²⁰. The synthesis of case studies from 17 partners in four continents (while in Africa, case studies came from Burkina Faso, Cameroon,

¹⁶ ibd

¹⁷ Azuhwi B. and Flintan F, February, 2017, A Review Of Good Practice, Making Rangelands More Secure In Cameroon: ILC range land series No.8

¹⁸ ibd

¹⁹ http://cmsdata.iucn.org/downloads/land_rights_publication_english_web.pdf

²⁰ Opcit ¹⁷

Ethiopia, Niger and Uganda) documented how pastoralists succeeded to organize themselves and to defend and secure their land rights to natural resources to support their livelihoods. Most case studies concluded with the need of situation-specific awareness and capacity building as a precondition for informed and efficient joint action to secure rangeland. Another basic condition necessary for pastoralists to assert their range land rights is to get organized, through empowering and reinforcing existing structures, or by creating new structures.

The case studies demonstrated that pastoralist youth networks or group influenced the following:

- As a result of a capacity building process fostered by a local NGO, the local livestock-keepers decided to organize themselves in an association of pasture users in order to facilitate the official registration of their range land use rights and access to remote pastures;
- The initiation of administrative or court procedures in cases of land rights or non-implementation of law;
- Networking and lobbying to foster changes in legislation; and
- Political demonstrations to raise awareness on deficiencies in policy, legislation and administration that will secure rangeland; and
- Influenced securing and protection of rangelands, with mechanisms to manage common property and techniques for insuring legal recognition of customary management arrangements

5.0 Lessons learnt

Key success of these actions was through integration of formal and customary norms, government and pastoralists' institutions to be mutually interdependent; representation of pastoralists youths in the institutions and processes is needed, and knowledge of the law and political and legal processes, and some pastoralists members represented legislative and administrative bodies.

6.0 Conclusion and Recommendations

Formation of pastoralist community organizations formed by pastoralist themselves, that include youth associations and networks can quickly become self-sustaining and mobilize significant advocacy outcomes as well as development interventions. It has improved linkages between local government and local communities and significantly increased the ability to lobby government on behalf of large groups of people and raised the likelihood of a government's response. In all cases studies, local groups of pastoralists started with the help from development agents to develop social and political structures and organizations to secure and improve governance of rangeland.

The following are key recommendations:

1. Strengthen community institutions especially youth institutions that manage rangeland and access collectively has successfully impacted in securing rangeland and tenure security. These should be supported with skilled and trained institutions within locality. Eg CARPA, in Cameroon, was created by an educated tribal member. Also MBOSCUDA was

established by educated members of the tribe and at present successfully provides legal support to members, as well as capacity building and awareness

2. Supporting children and youth formal education coupled with tradition skills and knowledge on the understating of whole pastoral system in the changing world of technologies will successfully enhance youth to defend their rights on rangeland through associations and loose networks.
3. A review of frameworks that aim to promote the formation of pastoralists associations and unions among other roles will also protect rangeland, where traditional powers are taken away by government
4. Capacity building of pastoralists association and awareness creation of pastoralists enable them to team up with their formally recognized institutions in dialogue and decision-making processes over rangeland administration and management.
5. Securing rangelands alone is not enough – in order to improve pastoral livelihoods including security of rangeland there is also a need to increase investment and interventions in improving the productivity of rangelands. This includes securing land tenure(tittle deeds), and capacity building on rangeland management.