



Participatory mapping of shared resources is the first step in the joint village land use planning approach. (Fiona Flintan)

Joint village land use planning (坦桑尼亚联合共和国)

描述

Joint village land use planning is a process facilitated by Tanzania's land policy and legislation. It supports the planning, protection and management of shared resources across village boundaries. It is an important tool towards land use planning and better rangeland management. This case study provides an example from a cluster of villages in Kiteto District, Tanzania.

The Sustainable Rangeland Management Project (SRMP) is an initiative led by Tanzania's Ministry of Livestock and Fisheries (MoLF), the International Livestock Research Institute (ILRI) and the National Land Use Planning Commission (NLUPC), with support from International Fund for Agricultural Development (IFAD), Irish Aid and the International Land Coalition (ILC). A key innovation of the project has been the development of joint village land use planning (JVLUP). The JVLUP process in Kiteto District, Manyara Region began in November 2013, and included the villages of Lerug, Ngapapa, and Orkitikiti. The three villages share boundaries and grazing resources, and in order to illustrate a single shared identity across the boundaries, the name OLENGAPA was chosen - incorporating part of each village's name. The total area of the three villages is (approx.) 59,000 hectares. The majority of inhabitants are Maasai pastoralists with some Ndorobo hunter-gatherers, and some farmers - most of whom are seasonal migrants. Mobility is central to the survival of the pastoralists and takes place across the three villages, as well as to locations in Kilindi, Gairo, and Bagamoyo Districts.

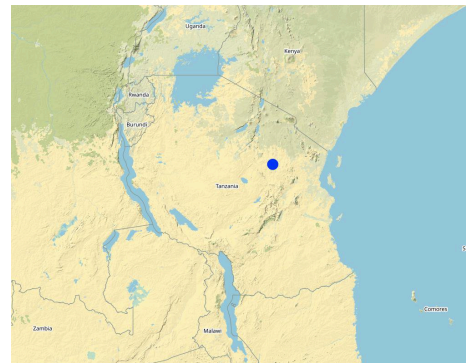
Average annual rainfall is between 800-1,000 mm per annum. There are no perennial rivers flowing through the OLENGAPA villages. The only permanent surface water source is Orkitikiti Dam, constructed in 1954.

In order to understand the different resources such as grazing areas, water points, cropping areas, livestock routes, and cultural places, SRMP supported participatory mapping. This assisted in developing a base map for the village land use planning process: it showed which resources were shared by the villages and where they were situated.

SRMP then helped village members to agree the individual village land use maps and plans - which zoned the village land into priority land uses - as well as the joint village land use map and plan, and the joint village land use agreement (JVLUA). These specified the grazing areas, water points, livestock routes and other shared resources. Reaching agreement was a protracted negotiation process between the villages, and within villages also - between different interest groups. It involved numerous community meetings and considerable investment of resources. Finally, each Village Assembly approved the JVLUA, which allocated approx. 20,700 ha of land for shared grazing - around 40% of the total village area. By-laws for management of the resources were developed and adopted.

Following approval of the JVLUA, the three OLENGAPA Village Councils established a Joint Grazing Land Committee made up of members from all three villages. This Committee is responsible for planning, management, enforcement of by-laws applicable to the OLENGAPA, and coordination of the implementation of both the OLENGAPA land use agreements and joint land use plan. In addition, a Livestock Keepers Association was established, including 53

地点



地点: Kiteto District, Manyara Region, 坦桑尼亚联合共和国

选定地点的地理参考

- 36.5366, -5.31046

启动日期: 2010

终止年份: 2017

方法的类型

- ☐ 传统/本土
- ☐ 最少的本地倡议/创新
- ☒ 基于本地方案

founding members – but with most households from the three villages being associate members. A constitution was developed for the Association, which was officially registered on 11 September 2015.

In January 2016 the Ministry of Lands approved and registered the village land boundary maps and deed plans for the three villages. The District Council has issued the village land certificates, and the next step is for Village Councils to begin issuing Certificates of Customary Rights of Occupancy (CCROs). The shared grazing area will require three group CCROs to be issued to the Livestock Keepers Association – one from each village – for the part of the grazing area that falls under its jurisdiction. Signboards and beacons marking the shared grazing area are being put in place.

In November 2017 a fourth village joined OLENGAPA, expanding the shared grazing area to 30,000 ha. The villages are now working to develop a management plan to improve rangeland productivity.



Rangeland resources mapping is an important step in the joint village land use planning process (Fiona Flintan)



Mapping livestock routes contributed to an understanding of mobility patterns across regions and villages (Mohammed Said)

方法目标和有利环境

该方法的主要目的/目标

To secure shared grazing areas and other rangeland resources for livestock keepers, and to improve their management.

推动实施本办法所应用技术的条件

- **社会/文化/宗教规范和价值观:** History of collective tenure, management and sharing of rangeland resources as part of sustainable rangeland management practices.
- **机构设置:** Strong local government/community institutions for leading process at local albeit their capacity may require building.
- **法律框架 (土地使用权、土地和水使用权) :** Tanzania's legislation, if implemented well, provides an enabling environment for securing of community/village rights for both individuals and groups.
- **政策:** Tanzania possesses facilitating national land use policy for the joint village land use planning approach, together with guidelines.
- **土地治理 (决策、实施和执行) :** Decision-making has been decentralised to the lowest levels, giving local communities considerable power to decide on the uses of their village land.
- **了解SLM, 获得技术支持:** Good local knowledge of rangeland management based on historical practice. Communities understand need for better rangeland management.
- **工作量、人力资源可用性:** Well-structured local community bodies ready to provide manpower. Local government experts in place to support VLUP process.

阻碍实施本办法所应用技术的条件

- **社会/文化/宗教规范和价值观:** Marginalisation of pastoralists from decision-making processes at local and higher levels.
- **财务资源和服务的可用性/可得性:** Village land use planning process is costly due to the requirement to include government experts in the process in order to gather required data and to authorise plans. Lack of government priority to village land use planning, so poor allocation of government funds to the process.
- **参与者的协作/协调:** Poor coordination of different actors supporting VLUP in the past due to previous weakness of National Land Use Planning Commission (NLUPC). However, this is now changing as NLUPC becomes stronger and takes up coordination role.
- **法律框架 (土地使用权、土地和水使用权) :** Legislation allows village land to be transferred into public land if in the "public" or "national" interest - this facility confers insecurity on village land.
- **政策:** There are conflicting policies over land coming from different sectors including land generally, together with forests, wildlife and livestock. These cause confusion at the local level. Depending on power of actors one set of policies may be stronger than another - wildlife-related policy for example can have a lot of power because there are many strong and influential tourism and conservation bodies lobbying for stronger protection of land, with potentially negative impacts for communities who want to use that land for other purposes.
- **土地治理 (决策、实施和执行) :** The process of village land use planning is costly due to the requirement for having local government experts involved, and the need to follow often complex procedures and steps. Many communities and even local government do not have adequate technical skills and knowledge to complete the long process, as well as not having adequate funds. This has held up the VLUP applications.

Further few VLUPs move from their production stage to implementation stage including enforcement of bylaws and, for example, land management.

- **了解SLM，获得技术支持:** Lack of investment in rangeland management and the provision of technical support e.g. through government extension services. Lack of technical knowledge in rangeland rehabilitation and improving rangeland productivity at scale.
- **市场(购买投入，销售产品)和价格:** Lack of local markets and coordinated operations for livestock production.
- **工作量、人力资源可用性:** Lack of knowledge, skills and capacity amongst local communities and government experts to complete JVLP adequately, including such as resolving conflicts between different land users.

相关利益相关者的参与和

该方法涉及的利益相关者及其职责

该方法涉及哪些利益相关者/执行机构？	指定利益相关者	说明利益相关者的角色
当地土地使用者/当地社区	Village members (Assembly) of three villages - Orikitiki, Lerug and Ngapapa.	All village members as the Village Assembly have an opportunity to contribute to the land use planning process and to approve it.
社区组织	Village Council, Village Land Use Management Committee (VLUMC), Rangeland Management Committee, Livestock Keepers Association.	Village government coordinated the planning process at local level. VLUMC develops plan. Village Council approves plans and issues CCROs. Rangeland Management Committee oversees development in rangelands. Livestock Keepers Association established made-up of all members of the villages that have livestock (nearly all village members) - they will be issued with CCROs as "owners" of the grazing land.
SLM专家/农业	Land use planning consultants	Provision of advice to the project team, local government and villagers on the JVLP approach.
研究人员	International Livestock Research Institute (ILRI)	Identification of good practice in village land use planning in Tanzania and ways to adapt and incorporate good practice into joint village land use planning to improve the approach. Research on role of and impact on pastoral women. Undertaking of baseline studies.
NGO	KINNAPA Development Association (supported originally by CARE and Tanzania Natural Resource Forum).	KINNAPA is the local CSO partner working as part of the project to implement the JVLP with local communities
地方政府	District Council including the PLUM (participatory land use management planning experts)	The District Council provides local government oversight of the planning process and approves the plan before submitting to national government body. The PLUM technically supports the development of the JVLP working with the village government(s) and village committees.
国家政府 划者、决策者	Ministry of Livestock and Fisheries, National Land Use Planning Commission (NLUPC), Ministry of Lands, Housing and Human Settlements Development,	Ministry of Livestock and Fisheries leading the planning process with a sectoral interest in protecting rangelands. NLUPC provides technical oversight and guidance. Ministry of Lands is the national body that approves the final plan.
国际组织	International Land Coalition (ILC)	ILC is the grant recipient for the funds from the donors. The project is implemented through ILC members such as ILRI. ILC coordinates its members work in Tanzania on land issues including the JVLP through a national engagement strategy (NES). ILC also provides technical support to the process through its global/Africa programme - the ILC Rangelands Initiative. The ILC Rangelands Initiative is a platform for learning, sharing, influencing, and connecting on rangeland issues with the objective of making rangelands more secure.
Donors	IFAD and Irish Aid	Provide funds for the project. IFAD also provides technical support on land tenure issues.

领导机构

The lead agency is the International Land Coalition (ILC) working through its members including ILRI. In country, the main implementer is the Ministry of Livestock and Fisheries

当地土地使用者/当地社区参与该方法的不同阶段

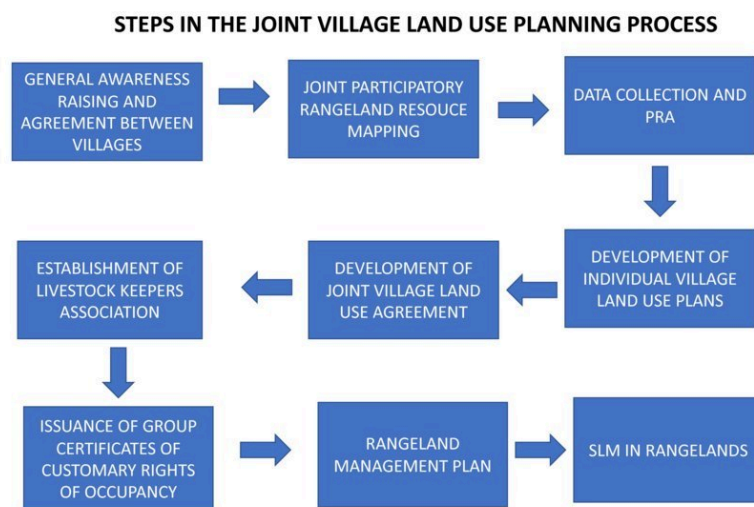
	无	启动	外	互动	支持	我动员
启动/动机	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
划	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
实施	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
监测/估	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Research	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

The project supported communities to initiate the first steps taken to reach agreement on the need for planning and how this would be done. Communities were centrally involved in the planning of the VLUP process, with support from local NGO and government. Village government and community in general is responsible for the implementation of the planning process, with the support of local government.

The community is responsible for monitoring and evaluation, but lack skills and capacity in this regard requiring external support. Research on information required for planning processes collected and generated by communities with the assistance of technical support from local NGO, local government and researchers.

流程图

Steps in the Joint Village Land Use Planning Process



作者: Fiona Flintan

有关SLM技术选择的决策

决策是由.....做出的

- ☐ 仅土地使用者
- ☐ 主土地使用者
- ☒ 所有相关参与者
- ☐ 主SLM专家
- ☐ 政治家和

决策是基于

- ☒ 对充分
- ☐ 研究结果
- ☐ 个人经

技术支持、力建和知管理

以下活动或服务是该方法的一部分

- ☒ 力建培
- ☐ 咨服务
- ☒ 机构强化
- ☒ 监测和估
- ☒ 研究

能力建设/培训

向以下利益相关者提供培训

- ☒ 土地使用者
- ☒ 现场工作人员
- ☒ government staff

培训形式

- ☒ 在职
- ☐ 农民对农民
- ☒ 示区域
- ☒ 公开会
- ☒ 程

涵盖的主题

Land users were trained in land related and other relevant laws and the JVLUP process. Field staff/advisers were trained in land laws, the JVLUP process, gender, and conflict resolution. Local government were trained in the JVLUP process, gender and conflict resolution.

机构强化

机构已强化/建立

☐ 否
☐ 是 ☐ 少 ☐ 度
☐ 是 ☐ 常
☒ 是 ☐ 常

在下述层面上

☒ 本地
☐ 区域
☒ 国家

描述机构、角色和职责、成员等。

Local government bodies including Village Council, VLUMC (village land use management committee) and Livestock Keepers Association have all had capacity strengthened, but more is required (particularly for the latter). Capacity of the Ministry of Livestock and Fisheries and the National Land Use Planning Commission to implement JVLUP has been built.

支持类型

☒ 任务
☒ 能力建设
☒ 设备
☒ data collected and database set up

进一步细节

监测和评估

M&E has not been strong in previous phases, but now is central with baselines being carried out in all new clusters of villages where the project will work so that impact can be fully assessed.

研究

研究涉及以下主题

☒ 社会学
☒ 经济/市场 ☐
☒ 生态学
☐ 技术

Research was carried out to identify good practice (in terms of social, economic and environmental impacts) from which the JVLUP process was developed. In future phases the full impacts of this JVLUP in terms of social, economic and ecological impact are being researched.

外部支持

SLM组成部分的年度预算，以美元计算

☐ < 2,000 IFAD, Irish Aid,
☐ 2,000-10,000
☒ 10,000-100,000
☐ 100,000-1,000,000
☐ > 1,000,000

Precise annual budget: 不用

已向土地使用者提供以下服务或激励

☐ 为土地使用者提供财政支援
☐ 特定投入的
☐ 信用
☒ 其它激励或手段

其它激励或手段

Tanzanian policy and legislation states that all village should have a VLUP, therefore this was an incentive for stakeholders to invest in the process. In addition conflicts over land use are increasingly a problem in Tanzania - so the resolution of these was also an important incentive.

影响分析和结论性

方法的影响

☐ 方法是否有助于当地土地使用者、提、利益相关者的参与度

Local village communities now feel strongly empowered in protecting and managing their land. The process has brought different stakeholders together and strengthened commitment to make the process work.

很少
中等
支持力度很大
否 是 是 是

☐ 种方法是否有助于基于数据的决策

The piloting of the JVLUP showed what is possible and the positive impacts realised (albeit they could have been better documented). On these results the process is being scaled-up.

☐ ☐ ☒ ☐

☐ 方法是否帮助土地使用者实施和维护M技术

The planning process has laid the foundations for improved rangeland management - what is now required is investment in that management.

☐ ☐ ☒ ☐

☐ 方法是否提、SLM的协、性和成本效益

☐ ☐ ☐ ☒

☐ 方法是否、改善了使用、务、源实施的、径

☐ ☒ ☐ ☐

☐ 方法是否提、了土地使用者实施土地管理的知、和、力

Land users have greater knowledge of the potential and need for rangeland management based on a better understanding of their land and resources gained through the JVLUP process, but they still need skills and resources to put this knowledge into action.

☐ ☐ ☒ ☐

☐ 方法是否提、了其他利益相关者的知、和、力

National and local government have seen the potential of the JVLUP to resolve conflicts over land use, and their capacities to implement the JVLUP in this regard has been improved.

☐ ☐ ☐ ☒

☐ 方法是否建、加强了机构、利益相关者之、的合作

The approach is helping build relations between the Ministry Livestock and Fisheries and the NLUPC together with NGO(s) at national level, as well as between different stakeholders involved in JVLUP at local levels.

☐ ☐ ☐ ☒

方法是否缓解了冲突	<input type="checkbox"/> <input type="checkbox"/> <input checked="" type="checkbox"/>
Through the process of JVLUP the roots of land use conflicts come to the surface and must be resolved before agreement is reached. This may cause tensions and even conflict along the way - but the outcome should be positive.	
方法是否有助于社会和经济弱势群体	<input type="checkbox"/> <input type="checkbox"/> <input checked="" type="checkbox"/>
Pastoralists are often left out of village land use planning processes. This approach when implemented well gives greater opportunity for them to be involved. However this is still a challenge.	
方法是否改善了性别平等并赋予女性权力	<input type="checkbox"/> <input type="checkbox"/> <input checked="" type="checkbox"/>
Women can be left out of village land use planning processes. This approach when implemented well gives greater opportunity for them to be involved. However this is still a challenge.	
方法是否鼓励下一代土地使用者参与SLM	<input type="checkbox"/> <input type="checkbox"/> <input checked="" type="checkbox"/>
Youth can be left out of village land use planning processes. This approach when implemented well gives greater opportunity for them to be involved. However this is still a challenge.	
方法是否改善了SLM技术实施的土地使用权/用户权	<input type="checkbox"/> <input type="checkbox"/> <input checked="" type="checkbox"/>
By following the JVLUP process village land has been certified and secured, as well as the rights of access and use of livestock keepers to the grazing land.	
方法是否改善了粮食安全和营养	<input type="checkbox"/> <input checked="" type="checkbox"/> <input type="checkbox"/>
This has not been specifically monitored but it assumed by having stronger security to land and resources, food security and nutrition will be improved.	
方法是否改善了市场准入	<input type="checkbox"/> <input checked="" type="checkbox"/> <input type="checkbox"/>
This has not been specifically monitored but it assumed by having stronger security to land and resources, access to markets will be improved.	
方法是否改善了供水和卫生条件	<input type="checkbox"/> <input type="checkbox"/> <input checked="" type="checkbox"/>
In terms of water for livestock the JVLUP process has secured rights for the three villages to shared water resources.	
方法是否带来了更可持续的资源使用	<input checked="" type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>
方法是否提高了土地使用者应对极端情况和减少气候相关灾害的能力	<input type="checkbox"/> <input type="checkbox"/> <input checked="" type="checkbox"/>
By having stronger security to land and resources local land users are better placed to adapt to climate change etc.	
方法是否会带来就业、收入机会	<input type="checkbox"/> <input checked="" type="checkbox"/> <input type="checkbox"/>
This has not been specifically monitored but it assumed by having stronger security to land and resources, income opportunities will be improved.	

土地使用者实施SLM的主要动机

- ☒ 增加生产
- ☐ 增加利润
- ☐ 减少土地退化
- ☒ 减少灾害
- ☐ 减少工作
- ☐ 支付/成本
- ☒ 规章制度/罚款
- ☒ 声望、社会压力/社会凝聚力
- ☐ 加入运动/团体/网络
- ☐ 环境意识
- ☐ 习俗和信仰/道德
- ☐ 提高SLM知识和技术
- ☐ 美学改变
- ☒ 冲突缓解

方法活动的可持续性

- 土地使用者是否维持方法实施的措施 无例外支持的情况下
- ☐ 否
- ☐ 是
- ☒ 不确定

结论和吸取的教训

长处: 土地使用者的观点

- Improved the security of access and use to village land including grazing.
- Brought attention to the challenges faced by land users in the area in protecting and using their village land, and the need for more investment and support for this.
- Pastoralists are now more central to decision-making processes than they were before.

长处: 编制者或其他关键资源人员的观点

- Collaboration of different stakeholders in implementing the approach has supported a new way of working.
- Capacity of different stakeholders has been built along the way through joint problem-solving and learning-by-doing.
- The approach - with adaptation - has application in other contexts/countries and shows that even if a rangeland is split by administrative boundaries there is opportunity to work across those village boundaries in order to maintain the functionality of the rangeland and land use systems such as pastoralism that depend upon this.

弱点/缺点/风险: 土地使用者的观点如何克服

- Despite village land being theoretically protected, in practice it can still be encroached upon. Greater support provided from government to enforce protection of land.
- Time-consuming process which became more expensive than anticipated resulting in some gaps in funding. Process needs to be refined through practice, and adequate funds allocated from beginning.

弱点/缺点/风险: 编制者或其他关键资源人员的观点如何克服

- The selection of villages for JVLUP needs more care to ensure that enabling conditions for JVLUP exist. In future selection of villages for JVLUP a set of criteria should be used that enable more enabling conditions to exist.
- Information has not been methodologically collected on social, environmental and economic impacts of the approach. In future the impacts of the approach need to be fully monitored and evaluated.
- The VLUP is an expensive process to follow. National government needs to identify ways to reduce the cost of the VLUP so that more villages can undertake it. Government needs to allocate more funds to VLUP. The VLUP is an expensive process to follow.

- Need for an enabling environment. The policy and legislation in Tanzania enables this process - it is not the case in the majority of other African countries.

参考文献

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WOCAT数据库中的完整描述

https://qcat.wocat.net/zh/wocat/approaches/view/approaches_3336/

链接的SLM数据

不 用

文件编制者

机构

- ILRI International Livestock Research Institute (ILRI) - 尼亚
- 目
- Book project: Guidelines to Rangeland Management in Sub-Saharan Africa (Rangeland Management)
- Sustainable Rangeland Management Project (ILC / ILRI)

链接到网络上可用的相关信息

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