



Resolving the Land Use Conflict in Loliondo

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Summary

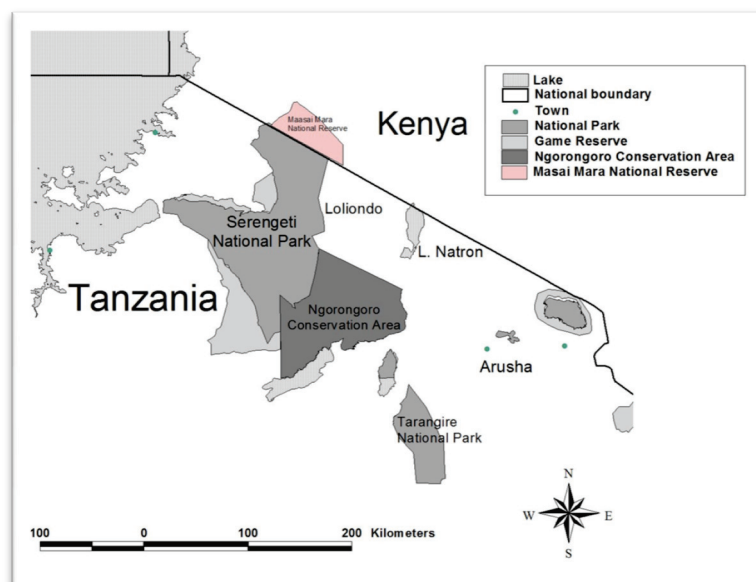
For years there has been conflict in Loliondo surrounding land and natural resource uses. The conflict is complex, with many stakeholders involved, but the root of the problem is clear—poor land governance. Conflict tensions came to a head in July 2009, resulting in burned homesteads, reported human rights abuses, 50,000 cattle displaced and economic loss to local communities. Since then more than 15 investigative missions have been carried out, yet there remains no change or progress. What it will take to bring peace to the area is still up for debate. This brief outlines key findings and policy recommendations that are vital for a fair, just and equitable resolution. At the core of this, is the notion that communities' interests and rights must be upheld, which in short means communities must maintain control over the land in Loliondo.

Background

Loliondo is located in the northwestern corner of Arusha Region, bordering tourism and ecosystem hotspots: Serengeti National Park (SNP), Ngorongoro Conservation Area and Lake Natron. There are six villages in Loliondo that are adjacent to SNP, and this land has been used for hunting, photographic tourism, residency, agriculture and livestock keeping. Approximately 80% of the community members in these villages are pastoralists, relying on livestock keeping for their livelihood. These village lands have also been designated Game Controlled Areas (GCA) since colonial times.

During the late 1980s, land was distributed for expanding agricultural investments, which jeopardized wildlife migration and pastoralist land uses in Loliondo. In response, the villages, district authorities, Tanzania National Parks and the Ministry of Lands worked together to acquire title deeds so that communities could retain control over land. To improve the management of their resources, all villages developed by-laws and land use plans. These plans allot specific areas for different land uses (eg. agriculture, settlement, tourism, dry-season grazing, wet season grazing, etc.). However, in 1992 the Loliondo GCA hunting block was leased to Ortello Business Corporation (OBC) without any consultation with the communities. OBC has held exclusive hunting rights to this area ever since. The overlap of the OBC hunting area (under GCA) and these village lands is a major source of ongoing conflict.

Recent changes in law (2010) have made an overlap between GCAs and village land illegal, including prohibiting any form of local land use (see box 1). The following provides an overview of options, so that this land use conflict can be settled.



Land Use Options

Option 1: Village Land

The entire area remains Village Land under the 1999 Land Act and Village Land Act, and under these laws, management will be based primarily on village-level land use plans and village by-laws. This is effectively what the status of the Loliondo area has been for the past twenty years. The potential outcomes for this option are:

- **Livelihoods:** Community livelihoods will be most secure and the main local land tenure concerns and grievances will have been addressed and resolved.
- **Resolution:** This option promotes peace and long-term security for the people of Loliondo, as it assures access and control over resources for livelihoods and economic activities, and supports communities' rights to land.
- **Land Use:** Livestock production will be the dominant land use and economic activity, while engagement with tourism and hunting concerns will be at the discretion of communities
- **Revenue:** Communities can engage in a number of ways with tourism and communities would have the authority over such activities. However, it is likely that the OBC hunting lease would be revoked, which would result in an annual loss to government and villages of approximately \$819,000. Despite this loss, communities could earn between \$3,000,000-\$4,000,000 from engaging with tourism and livestock production.
- **Conservation:** There is no evidence of long-term negative trends in wildlife populations in Loliondo, and evidence shows that Loliondo residents do not impact the wildebeest migration. Wildlife conservation would likely remain as it is now, especially if local communities can benefit from wildlife conservation efforts.

Options	Secure Community Livelihoods	Conflict Resolution	Multiple land uses	Revenue generation	Conservation
Village Lands	***	**	***	***	*
GCA				*	**
WMA	***	***	***	***	***

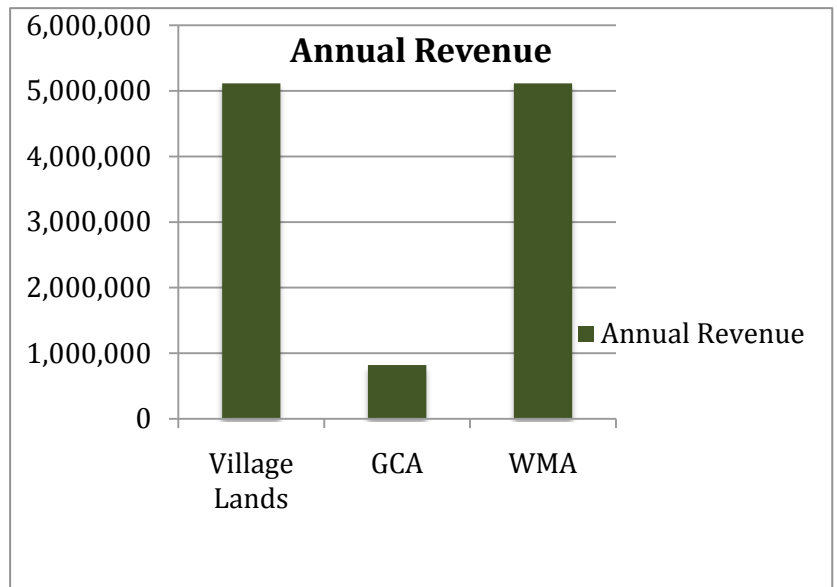
Figure 1: This illustrates the outcomes of the various land options. Stars represent "good," with one star being adequate and three stars being ideal.

Option 2: Reserved Land – Game Controlled Area

The entire area, including the disputed area, is classified a Game Controlled Area under the new provisions of the Wildlife Conservation Act 2009. All livestock grazing, agriculture and settlement would be banned, but hunting activities could remain. The potential outcomes for this option are:

- **Livelihoods:** approximately 20,000 people will be evicted from the disputed area, and livestock production in the district will decrease considerably as key grazing and water sources will be removed from village management and local use. This will have a negative impact on community members' livelihoods and on the economy of the district as a whole.
- **Resolution:** Because communities will lose their land and their livelihood will be adversely affected, it is likely that land and resource conflicts in Loliondo will continue or intensify. This may lead to further negative international publicity, trouble with development partners, and disputes between government and local communities.

- **Land Use:** OBC will likely be given exclusive use for recreational hunting of the entire disputed area. However, as this will be a GCA, there will be no other forms of recreational tourism or tourist accommodation, and livestock keeping and agricultural activity will be prohibited.
- **Revenue:** Hunting revenues from OBC would bring in approximately \$800,000 per year; it is unlikely this amount would increase as OBC is already paying above market-rates for the Loliondo block. However, all other forms of tourism would be stopped and by totally excluding livestock activities in the disputed area, annual losses would be estimated at \$3,000,000. There will therefore be no economic incentives for local communities to conserve wildlife outside the GCA, with possible negative impacts on the annual migrations.
- **Conservation:** Wildlife conservation interests will be secured through this option by maintaining wildlife as the main form of land use. However, excluding all livestock from a GCA may not be completely beneficial for wildlife, as a great deal of research has shown that regular grazing by livestock benefits many species of wildlife by reducing the height and density of forage and improving the quality of grazing. The impact of concentrating livestock outside the CGA will likely have a negative impact on wildlife and the annual migration, especially in years of drought.



Option 3: Village Land – Wildlife Management Area (WMA)

WMA's are designated on Village Lands for purposes of natural resource management where local communities are granted limited user rights to wildlife, which would allow communities to benefit from hunting and tourism. Other land uses, such as agriculture, settlement and grazing can continue in accordance with mutually agreed plans. The potential outcomes for this option are:

Figure 2: Sources: TNRF Report "Integrating Pastoralist Livelihoods and Wildlife Conservation." Information above is based on the following revenue projections: hunting revenue amounts to \$819,000 per year; Tourism amounts to \$360,000 per year, but it has been underdeveloped due to conflict; Tourism (or potential for Loliondo) based on revenue from SNP amounts to \$2,100,000 per year; Livestock sales in Loliondo amount to \$3,015,400 per year. GCA only will earn revenue from hunting, WMA and Village Lands could earn revenue from tourism (likely not the high revenue from OBC for hunting) and livestock.

- **Livelihoods:** A WMA would balance the interests of resident villages and livestock producers with tourism or hunting investments and formal wildlife conservation interest. A WMA would allow for all land uses that are currently taking place, which would help secure local livelihood with a varied economy.
- **Resolution:** Under a WMA the land would remain village land, to be managed and owned by the villages. This would satisfy one of the communities' main concerns, and would therefore be a mechanism for sustainable conflict resolution and would eliminate future conflicts over land use in the area. However, as OBC has been involved in the conflict, it is unlikely the community would allow them extended hunting rights.
- **Land Use:** A WMA would allow for the land to be managed flexibly in an integrated way, where grazing and

Box 1: changes to definition of GCA – what this means and why it must be resolved!

Both Loliondo and Sale Divisions are characterized by the spatial overlap of GCAs and Village Lands. However, in 2009, a change in law brought by the Wildlife Conservation Act 2009, has stipulated that any land use activities related to human economic activities or settlements can not occur in a GCA. This change causes serious issues for Loliondo; however, it is not just Loliondo that is affected by the regulation. Longido, Monduli and Simanjiro Districts also feature almost complete overlap of GCAs and Village Lands.

water sources could be accessed, but hunting and a range of tourism activities could also be promoted.

- *Revenue*: Under the WMA, multiple land use activities could be carried out which would optimize income-generating activities for the area. Between tourism estimates (based on potential earnings from SNP) and livestock, annual revenue could reach \$5,000,000.

The Future of Loliondo

All stakeholders can agree that Loliondo cannot remain in this state of constant conflict and tension. Too much is at stake, too many are involved, and without resolution more damage will be done. Further, changes to the definition of a Game Controlled Area adds to the urgency of resolving the land use issue in Loliondo. Evaluating the options highlighted above should play an essential part in informing any decision for the future.

Key Messages

- The conflict over land in Loliondo must be resolved for peace to return to the area. For there to be a long lasting resolution to the conflict, the current land tenure and legitimate land rights of communities in Loliondo must be recognized and respected.
- Livestock production is the most economically productive land use in Loliondo, amounting to approximately \$3,000,000 per year. Land use choices should prioritize livestock keeping because of its economic importance.
- There are three main land tenure options for ways to move forward—Game Controlled Area; Village Land; Wildlife Management Area. And to ensure that the conflict is finally resolved, the choice between options must lie with the communities.
- Approximately 20,000 people live in the disputed area, and their livelihood is highly dependent on pastoralism. If the disputed area is to be a Game Controlled Area, these people will be evicted from their land, and the conflict will remain unresolved as their livelihoods will be adversely affected
- Among the land tenure options, the Wildlife Management Area and Village Land provide communities with continued rights over land and control over resources. In Village Land, communities have strong rights over natural resources, except wildlife. Village Land Use Plans help communities manage resources sustainably.
- The WMA option provides a balanced compromise between different interests. The land would remain Village Land, but multiple land use activities could occur, such as hunting, tourism, agriculture and livestock production. Choosing a WMA would promote wildlife conservation in Loliondo that benefits local people.

About this Brief: This brief is based on information from the report, “Integrating Pastoralist Livelihoods and Wildlife Conservation? Options for Land Use and Conflict Resolution in Loliondo, Division, Ngorongoro District.” All data and references can be found in the report online at www.tnrf.org.