LAND – PILLAR No. 5 of KILIMO KWANZA
(Clearing the Ground to Success)

by
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Abstract

The Kilimo Kwanza (KK) declaration is a pronouncement of the Government of Tanzania on ways and means of speeding up the existing strategies and programmes regarding the modernization of agriculture. The goal is to uplift agricultural growth from the current 4 percent to 10 percent within the time frame of the Tanzania Development Vision or sooner by addressing and resolving key challenges besetting agriculture. Many of these challenges are internal to the sector but many more emanate from outside it. In a study conducted recently (ESRF, 2010) on the effectiveness of public policies, agriculture was found to be affected by 25 national policies, 9 Acts of Parliament on food production, 10 Acts governing the livestock sub-sector, and 10 Acts governing land ownership and land use. Regulation of agriculture needs therefore, a multi-sector approach in which synergies and linkages are well considered. However, the modes and extent of relationships across sectors are yet to be firmly determined - policy researchers should work on these soon to correctly guide Kilimo Kwanza to its success as a green revolution.

Without going into deep analysis, this paper attempts to look into land-agriculture and hence land-KK relationships. Land, particularly land distribution and allocation has been identified as Pillar No. 5 of Kilimo Kwanza. Although the emphasis, in the declaration, seems to focus on land distribution and allocation, it must be pointed out that these two activities are some of the few visible components of land policy strategies. Wherever they seem to be wanting, the solution should be sought in other supporting frameworks of the lands sector that have come to be known as the land administration infrastructure (LAI). Technology, Base Maps, Land Use Maps, GIS, Master plans, Property Registries, Land Disputes Courts, various working manuals and regulations are a part of LAI. This paper therefore contextualizes KK in land and conversely, land in agriculture policies, strategies an programmes. The aim is to identify areas of strengths and weaknesses and the placement of emphasis if KK is to succeed where earlier attempts did not.

The paper starts by revealing land abundance in Tanzania’s sectoral policy making as a myth, by exposing the paradox of land use proportionalities between the major land users (crop agriculture, livestock agriculture, forest conservation, wildlife, biodiversity ecosystems, minerals and human settlements). Documentation shows that these have been blown out of proportions and beyond reason. The paper argues that without proper country planning including land use planning even economic planning will always be prone to gross error unless the paradox is resolved. It proceeds to suggest that higher production and large acreages for peasant farmers should go together. The latter was encumbered by the command economy in three decades after independence and meaningful attempt at land re-distribution has not been attempted. Population concentrations in rural areas should be de-concentrated to enable this arrangement.

This paper also seeks to unveil relationship between land and agricultural policies by examining the regulatory frameworks of the two, the environments in which they operate and whether or not enough has been done to regulate land with full consideration of agricultural production at all levels. In the end, a set of policy recommendations are made on: (i) whither way now that the incentive structure to farmers is not yielding desired results; (ii) land re-distribution to upgrade some peasants to middle-scale farmers; (iii) making the land bank credible; (iv) lands sector empowerment through appropriate financing; and (v) re-aligning land with ASDS and hence KK.

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1 Here used in the wide sense to include both crop and livestock production at small medium and large scales.
INTRODUCTION

Estimates documented in the National Land Policy (cf. GoT, 1995), show that about 75 percent of the land area is either uninhabited or too difficult to manage because of either difficult relief, tsetse flies or unreliable rainfall, national parks, game and forest reserves which are scattered throughout the country, including mountains and inland waters, notably lakes and rivers. The best soils are found in areas of wet forest regions, in flood and coastal plains and in the highlands - zones 1, 5 and 6 (See figure 1).

Figure 1: Agro-Ecological Zones of Tanzania

Figure 1 displays the agro-ecological zones on the map of Tanzania. In terms of land-use in the rural areas, there are notable contrasts among the ecological zones (GoT, 2004). For example: (i) perennial-crop mixed husbandry on high potential land in semi-humid climate; (ii) annual-crop cultivation on medium potential land in equatorial climate; (iii) dry land crop cultivation on marginal land in semi arid climate; and (iv) cattle/goat pastoralism on low potential wet season grazing land in an arid climate. The plateaux, semi-arid and arid zones dominate the landscape and limit agricultural and other activity a great deal.

1. HANDY REFLECTIONS ON KILIMO KWANZA

The need for increases in agricultural production have been underscored in several macro policies of Tanzania including the Tanzania Development Vision 2025 and the National Strategy for growth and reduction of poverty (NSGRP). Its importance stems from the real need to control hunger and poverty in the country but also to uplift livelihoods to a higher
level. After decades of regulating agriculture below expectations as viewed against the national vision, the Government of Tanzania, in association with the private sector, has decided to try another approach. Kilimo Kwanza (KK) is a prioritized strategic programme that is focused on increasing agricultural output and strengthening food security in Tanzania. It is anchored on ten pillars among, which is land. Kilimo Kwanza has been preceded by several similar attempts focused at the same goals and upholding the same ideals since independence and particularly since the passing of the National Agriculture Policy (NAP) of 1983. Perhaps a question that comes to the mind is this: what was the real missing link in earlier Government declarations on agriculture with what KK seems to seek to achieve now?

It is known, for example that current regulation of agriculture is guided by the Agriculture and Livestock Policy of 1997 (ALP-1997) or predecessors to it. It is also known that the formulation of the ALP-1997 took into account major, if not most conceivable factors. On the outset, therefore, it looks like the regulatory frameworks for agriculture emanating out of the ALP-1997 are well grounded and focused. So what necessitated the adoption of KK at a time that the Agriculture Sector Development Strategy (ASDS) and programmes are being implemented?

The ALP-1997 also accepts the primacy of land over agricultural policy with a statement that “agricultural policy must be revised to meet the demands of the new land policy.” To what extent has this statement in policy been taken up for consideration and has the consideration been good enough in the context of KK? Outlining the purpose of formulating the ALP-1997, a recent study (ESRF, 2010) report concludes with a statement that “It also took advantage of the New Land Policy of 1995, as land is the most important input into agriculture.” Standing alone in the above statement is reference to the national land policy of 1995 and a qualifying statement that land is the most important input in agriculture. The symbiotic relationship between land and agriculture and hence land and land and Kilimo Kwanza should not be underestimated. These are relations to be established where they are missing, uplift where they slumber, strengthen where they are weak. But, most importantly, where the relationships are strong, enabled and empowered, Kilimo Kwanza will have overcome one of the biggest hurdles to success.

2. LAND RESOURCES AND LAND USE

Agriculture depends on many environmental factors such as soil fertility and moisture, seasonality, geographical location, etc, which are also land based. Climate, soils and moisture are perhaps the most important, although the climates of equatorial and tropical
Africa, including those of Tanzania, are not favourable except in few places to the formation of good soils\(^2\). This resource has not been mapped adequately and most policy decisions on land suitability are affected by inadequate land suitability information. It is argued here that Tanzania does not know the suitability of its land and the distribution of land discussed in Table 2 leaves questions than answers.

**Arable Land and Its Usage:** Statistics provided by both the national land policy (NLP) of 1995 and the agriculture and livestock policy (ALP) of 1997 show that slightly less than 50% of Tanzania’s land mass is comprised of arable land at 48.8 mill ha (GoT, 1995). However, it is only 10.1% of the land surface at 9.0mill ha (or 18.4%) of the arable land that is under cultivation, implying that over 81.6% of all arable land is not used for farming. The picture being painted by this statistic is that there is *abundant arable land for agriculture that is probably a part of the 75% lands that are difficult to inhabit and manage*. This rather positive view of land availability for agriculture is not reflected in the actual village land use pattern probably for the same reasons. The agricultural Sector Development Strategy also gives the approximate distribution (see box) of the 10.1 percent of land under cultivation.

**Pastureland and Rangelands:** The same sources of information show that Tanzania is made up of 61.3 mill ha of pasture out of which only 35.5 mill ha, (or 57.9%) is permanent. Further, the land area used for pasture stands at about 44 mill ha, which is greater than the permanent pasture land available. These figures imply that a sizable proportion of grazing is undertaken on non-permanent (8.47 mill ha) pasture that, as experience has shown, is vulnerable to harsh weather and climatic conditions. It is agreeable that sustainable livestock keeping can only be possible where land use suitability is considered. In this case, it is possible on permanent pasture implying that a sizable herd will have to graze in ecosystems located outside the permanent pasture. The wildlife of Tanzania is a unique natural heritage and resource that is of great importance both nationally and globally. Tanzania has 19% of her surface area devoted to wildlife in protected areas where no human settlement is allowed and 9% wildlife co-exists with humans.

**Forests:** Forests and woodlands cover about 45 million ha of Tanzania’s land surface\(^3\), half of this resource is on unreserved public land. Most of the forest is savannah and intermediate woodland.

### 3.1. THE LAND DISTRIBUTION PARADOX

\(^2\) The low moisture levels, the high bacteria content and sparse vegetation are mostly responsible for this state of soils. The best soils are found in areas of wet equatorial forest regions, in flood and coastal plains and in the highlands including the Southern Highlands of Tanzania.

\(^3\) In Africa, more than 70 percent of the population depends on forests and woodlands for its livelihood; one fifth of rural families’ daily needs come from forests. Woodlands and forests supply approximately 60 percent of all energy. Forest-related activities accounts for a large part of the GDP of most of the continent’s countries.
The discussion made above on land suitability poses a major paradox in identifying the amount of land available for various uses. This paradox must be resolved so as to enable country planning that is realistic.

The Paradox: Table 2 attempts to present the land area zones in a more compact form. The data forms a rather confusing scenario as it is not possible to state, with certainty, how much land is best suitable for which land uses. The paradox presents itself in a seemingly abundant arable land country wide, in spite of the fact that farmers still experience dismal land allocations (under 2 ha.). This is a real problem that the country must address itself to. The paradox extends to pasture where the land areas showing a general deficit in pasture for sustainable livestock agriculture seem to receive marginal attention. Livestock keepers are often accused to encroach on conservation lands. As it will be seen later, although the land policy sees this shortfall, the agricultural sector development strategy (ASDS) does not. How will Kilimo Kwanza handle this situation?

**Table 2: Tanzania Land Distribution Paradox**

<table>
<thead>
<tr>
<th>S/N</th>
<th>LAND RESOURCE TYPE</th>
<th>SIZE (in mill. ha)</th>
<th>%</th>
<th>COMMENT</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Territory</td>
<td>94.5</td>
<td>100</td>
<td>Territory</td>
</tr>
<tr>
<td>2</td>
<td>Land</td>
<td>88.9</td>
<td>94.1</td>
<td>of territory</td>
</tr>
<tr>
<td></td>
<td>Inland Water</td>
<td>5.90</td>
<td>6.2</td>
<td>of territory</td>
</tr>
<tr>
<td>2</td>
<td>CONSERVATION LAND</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>(69.6%)</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>3</td>
<td>Forests</td>
<td>45.0</td>
<td>50.6</td>
<td>of land</td>
</tr>
<tr>
<td>4</td>
<td>Unreserved Forests</td>
<td>20.0</td>
<td>44.4</td>
<td>of forest</td>
</tr>
<tr>
<td>5</td>
<td>Wildlife</td>
<td>19</td>
<td>19.0</td>
<td>of land</td>
</tr>
<tr>
<td>5</td>
<td>AGRICULTURE AND LIVESTOCK PRODUCTION (120.6%)</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>6</td>
<td>Arable Land</td>
<td>48.8</td>
<td>51.6</td>
<td>of land</td>
</tr>
<tr>
<td></td>
<td>Cultivable</td>
<td>9.0</td>
<td>18.4</td>
<td>of arable land</td>
</tr>
<tr>
<td></td>
<td>Granted Rights*</td>
<td>0.5</td>
<td>1.1</td>
<td>of arable land</td>
</tr>
<tr>
<td>6</td>
<td>Pasture</td>
<td>61.3</td>
<td>69.0</td>
<td>of land</td>
</tr>
<tr>
<td>7</td>
<td>Permanent Pasture</td>
<td>35.5</td>
<td>57.9</td>
<td>of pasture</td>
</tr>
<tr>
<td>8</td>
<td>HUMAN SETTLEMENTS</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>(23%)*</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>8</td>
<td>Urban Areas</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>9</td>
<td>Villages</td>
<td>22*</td>
<td></td>
<td></td>
</tr>
<tr>
<td>9</td>
<td>TOTALS</td>
<td></td>
<td>213.2%</td>
<td></td>
</tr>
</tbody>
</table>

*authors computations based on an average of 20 sq km of land per village

The summation of land suitability areas, in the table, reflects a confusion. The ALP-1997 and NLP-1995 both state that more than half of the land of Tanzania is difficult to inhabit and manage. Though difficult does not mean impossible, it is a constraint on land use. Assuming the odds are overcome, agriculture alone takes 120.6 percent of the territory. There can be no other way to explain the outburst except to view it as an overlap between arable and pasture land areas. Should any policy be formulated on a notion of land abundance as a building block, the outcome would be that limits on livestock would be set high. Similarly, notions of abundant arable land would raise expectations of large areas of land for distribution when such land may not be available. The two interests would
ultimately come into conflict and such policies would be difficult to implement. The two agricultural uses overlap at 26 percent before considering other uses.

Among other uses is conservation land (forests and rangelands). Again, the only way to make sense out of these figures is to imagine that conservation land is suitable for both crop and livestock agriculture. This notion is not possible as most conservation areas occupy arid and semi-arid lands. Therefore, should conservation policy be built on using 69.6 percent of the territory, such policy would not be implementable and conflicts between all major users would prevail.

3. KILIMO KWANZA IN THE CONTEXT OF THE NLP

This section will shed more light on the KK activities. It will also elaborate and point out what ought to be done for pillar 5 to really be supportive of the KK programme in a meaningful and effective way. Included in this pillar are activities on: (i) legal and institutional reforms and human capacity building; (ii) speeding up access to agricultural lands; (iii) fast tracking adjudication and dispute resolution; (iv) land administration reforms; (v) urban agriculture as a part of urban planning; (vi) populating the land bank; and effective use of government owned lands. Table 3 below provides linkage between the Kilimo Kwanza activities and the objectives of the national land policy of 1995. A note on the NLP objectives that have not been taken on board KK is important for completeness sake. These are objectives: (i) 2.2 on customary land rights; (ii) 2.3 on land grabbing; (iii) 2.7 on land information management; and (iv) 2.8 on land resources degradation.

<table>
<thead>
<tr>
<th>s/n</th>
<th>Kilimo Kwanza Land Activity</th>
<th>Source of Activity in the NLP Objectives</th>
<th>Comment</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Legal and Institutional Reforms and human capacity building</td>
<td>2.6 on streamlining institutional arrangements for land administration</td>
<td></td>
</tr>
<tr>
<td>2</td>
<td>Speeding up processes for access to agricultural lands</td>
<td>2.1 on equitable land distribution and access to all citizens</td>
<td></td>
</tr>
<tr>
<td>3</td>
<td>Fast tracking land adjudication and conflicts over land</td>
<td>2.6 streamlining institutional arrangements for settlement of disputes</td>
<td></td>
</tr>
<tr>
<td>4</td>
<td>Modification of land administration systems</td>
<td>2.5 on improving efficiency of land administration systems</td>
<td></td>
</tr>
<tr>
<td>5</td>
<td>Urban agriculture to be a part of urban planning</td>
<td>2.4 on putting land to its most productive use</td>
<td>Watch out for conflicts with traditional uses of urban land</td>
</tr>
<tr>
<td>6</td>
<td>Populating the land bank</td>
<td>silent⁴</td>
<td></td>
</tr>
<tr>
<td>7</td>
<td>Effective use of government lands</td>
<td>2.4 on putting land to most productive use</td>
<td>Farms and ranches in particular and NOT conservation areas</td>
</tr>
</tbody>
</table>

⁴ When the land policy was formulated the concept of investment promotion based on village lands was not considered and hence the land bank was not a part of it. This is underscored by the Village Land Act provisions on village lands to be directly accessed by citizens only
Pillar No. 5 of Kilimo Kwanza

It is noted that these four objectives are important in their own right if agricultural production is to be enhanced. Land to the tiller, as the saying goes, means village land titling and collateralization in Tanzania. It empowers the majority of small scale village farmers as recent issuance of certificates of village lands to over 55,000 villagers has shown.

Further, agriculture must be enhanced but, without endangering ecosystem health. Also land information is the more critical in such a gigantic programme. It is arguably important to recognize objective 2.3 on setting land ownership ceilings as perhaps one of the crucial NLP objectives requiring attention if ceilings are to be seen in a broader light of lower and upper ceilings on land holdings. The policy is narrowly understood as focusing on upper ceilings and hence the usage of the word “land grabbing” in the policy document. The strategic plan for the implementation of the land laws (SPILL) focuses on both ceilings (compared to the understanding of the words maximum and supremum in mathematics). The lower ceiling is crucial in the transformation of small scale to medium scale farmers and hence to higher production that goes in tandem with the KK programme. In the implementation of KK programme it is important that this concept be taken on board. Upper ceilings are important and necessary in preventing land shortages to small scale (or economically landless) farmers in village lands, particularly where land scarcity is an issue. The land distribution paradox discussed above is a pointer to land scarcity in Tanzania.

Lastly, the issue of land banking is important in land distribution, investment and support to higher production and productivity. It should however, be done with caution in order to prevent land concentration in a country of poor and infertile soils such as Tanzania. Land in Tanzania has been in great demand by some foreign investors for fuel switching policies that look at production of biofuels as a major strategy. Some biofuelists are seeking as many as 1 million ha in Tanzania (Mollel et al, 2007) for non-crop farming. There is also the issue of reducing emissions from deforestation and degradation (REDD) in Tanzania that seeks to prevent land use change around forests. Policy for REDD should be carefully drafted and adopted bearing in mind the country’s forest stock, the environment, economic growth and land availability, but most importantly the need to move people out of poverty.

4. LAND IN THE CONTEXT OF ALP-1997:

It is acknowledged that the ALP-1997 has so far been split into sub-sector policies. It is preferable to focus on the sector, so as to consider both crop and livestock agriculture and issues emanating there from in contextualization. The overall importance of the National Land Policy (NLP) of 1995 to the Agricultural and Livestock Policy (ALP) of 1997 and generally, to food production cannot be overemphasized. The NLP was a major driving force for the review of policies pertaining to food production in 1997 (GoT, 1997). It seeks to enable peasant farmers and herders to use land as an economic platform.

5 There has been a marked upsurge in applications for land to TIC at the time when it became public knowledge that TIC has Land Bank parcels for delivery. In the upsurge some land seekers proved to be opportunists rather than genuine investors. This is confirmed by an application from one company that requested for one million hectares out of the 3.0 million hectares identified by TIC as vacant land countrywide.

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Agricultural sector development policy and strategy support the implementation of the NLP of 1995 as it is highly dependent on land and landed resources such as water, forests, etc that have a far reaching effect on production. ALP-1997 and ASDS recognize the importance of tenure security to land management and financial resource availability. The two sectors are therefore closely linked in a very special way. Whereas land plays the role of a host to many sectors as a space for human production, Tanzania’s land use pattern is predominantly agricultural. It employs as many as four million peasant farmers, livestock keepers and their families. This is as much as 80 percent of the national population. Agriculture, and hence land is therefore the biggest employer in the country. Although the share of agriculture to the GDP is only 26.7 percent, it is the mainstay of rural and peri-urban livelihoods. Economic activities directly related to land resource utilization account for over 80% of the national GDP. It provides 95 percent of national food consumption and contributes 30 percent of exports and 65 percent of raw materials for local factories and industries.

5.1. LAND IN THE CONTEXT OF ASDS

ASDS recognizes in section 2.3.1 that access to “the unexploited natural resource base of 44 million ha., of arable land, 50 million ha., of rangeland hosting an abundance of surface and underground water and several agro-ecological zones” may be a binding constraint to the expansion and diversification of crop and livestock production. Constraint can be along two lines namely depletion for poor management of land and landed resources, or unavailability and inaccessibility to farmers and livestock keepers.

May be it is better to listen to what smallholder farmers themselves had to say as to what the starting point ought to be. In consultative meetings across the country in context of formulating the strategic plan for the implementation of the land laws (SPILL) in 2004/5 the outcry was on higher acreages per individual farmer from the 0.12 ha per capita stated in ASDS (Box) to at least 10 ha. Since such land cannot be found in the villages they beseeched the government to re-settle willing farmers to new areas in an organized and empowered manner. In other words, the smallholder farmers called for a reversal of the villagization process empowered by the government in the same way that villagization programme was empowered by the government of that time but, now with new goals of using the land to address poverty. Such intervention would also agree well with the assumption made in section 2.3.1 of the ASDS, on potential opportunity for expansion in farm production of most crops, livestock and livestock products.

5. AGRICULTURAL SECTOR’S DEMANDS ON THE LANDS SECTOR:

Agricultural Sector Development Strategy’s (ASDS) biggest concern and linkage to the lands sector is about streamlining procedures for legal access to land. According to section 5.7 and 58 of ASDS, the concern is divided into the following three aspects, namely: (i) sensitization of the public on provisions of the new Land Acts; (ii) streamlining procedures for legal and physical access to land; (iii) monitoring the implementation of the Land Acts with a view of correcting any shortcomings that may become apparent; and (iv) undertaking surveys and demarcation of potential investment zones.
On Sensitization: Some of the items that were implemented under the Ministry of Lands Action Plan for the new Land Laws, shortly upon enactment of the land Act No. 4 and Village Land Act No.5 of 1999 are those on sensitization in all form of media. This was a start in the sensitization process. More work has been done thereafter. But perhaps the most far-reaching undertaking has been awareness raised through the formulation process of the strategic plan for the implementation of the land laws (SPIILL) and through the various pilot projects that have been designed by the MLHHSD - through local government authorities (LGA). However, these efforts are encumbered with land use conflicts and disputes occurring around the country. The damages inflicted on the lands sector in colonial and post-colonial periods are hard to reverse without well funded and targeted programmes on reversing mindsets.

On Streamlining Procedures for Access: It could do the nation and KK a lot of good if policy translated into laws could be left to guide action in matters of land. Besides the laws and related regulations, quasi-legal procedures and directives that circumvent the legal framework overburden the lands sector operations. Perhaps this was a part of concerns that prompted the Ministry of Agriculture to seek, through development partners, a formulation of a strategic plan for the implementation of the land laws. Decentralisation has been advocated in SPIILL through: (i) a phased programme for the decentralisation of all land administration support services to the District level; (ii) hiving-off non-regulatory services from the sector Ministry to local government authorities; and (iii) setting up land boards to administer and manage land matters in the Districts.

On Monitoring of Land Laws: The agricultural sector has enabled the formulation of SPIILL. There have also been amendments to the Land Act No 4 of 1999. Some 39 District Land and Housing Tribunals (DLHT) have been established and/or strengthened over the past seven years. There is more access to courts now than in 1999 when land legislation and in 2002 when disputes courts legislation were enacted. In the eight years, 65,287 cases were filled, out of which 40,437 were determined ESRF, 2010). A word of caution is however in order. Cases in court are also a reflection of increased disputes and no research has so far analyzed such situation.

Other laws were enacted in subsequent years to support the main legislations on land are: (i) the Town Planners (Registration) Act, No. 7 of 2007; (ii) The Land Use Planning Act No 6 of 2007 (CAP 116), (iii) The Urban Planning Act No. 8 of 2007, (iv) the Mortgage Finance Special Provisions Act of 2009, and (v) The Unit Titles Act of 2009.

On Demarcation and Surveys of Investment Areas: The Tanzania Investment Centre has maintained a land bank that is growing and land delivery to foreign investors is being accomplished through this mechanism. Records show that there were two hundred ninety six (296) parcels covering an area of 628,476.51 hectares identified for delivery through the land bank mechanism at TIC in 2004. An analysis of data provided in the applications for land that have been lodged with the Tanzania Investment Centre suggests that the total number of applications, for the period 2004 – 2007, was 440. These applications required access to about 9.6 million hectares of land. Out of the 440 applications, TIC had been able to issue derivative titles to 13 applicants only which required 6920.4 ha of land.
There were 4210 investment projects registered with TIC in 2008. The annual registration average rate is about 270 new projects. Out of the 4210 projects, 3280 or 80% require ownership and large parcels of land. Therefore out of the 270 annually registered projects some 220 projects needed allocation of land parcels. TIC estimated that only one-quarter (of the 220 projects), equivalent to 55 projects, of the serious investors could get land through the existing land delivery system per year (Mollel et al, 2007).

**Land Management:** Sections 6.6 and 6.7 of the ASDS are basically, sections on land management within rangelands and other land uses. Generally speaking, conflicts and disputes are a response to market forces and scarcity of resources and access to these resources is reduced. Major cases of conflict in point have occurred in Kilosa, Loliondo and Usangu valley conflicts (Mung’ong’o, and Mwamfupe, 2003). Draught experienced countrywide causing dams to dry up in the past has had a big toll on livestock. Pastoralists had to migrate to where water and pasture are readily available seemingly, regardless of the land regulations.

Further, the ASDS calls for the preparation of comprehensive land use maps with district-by-district details including data on soils, soil fertility, water, precipitation, etc. Land use maps cannot be prepared unless the territory is endowed with good base maps with appropriate detail that can only be displayed on medium scale topographical maps. Tanzania does not have such maps save at medium scales besides the Y742 series that are mostly outdated and in dire need of revision. Further as discussed earlier, land suitability mapping is requisite to country planning to be complemented by the available land use and land cover small scale maps prepared under the AFRICOVER project.

**6. POLICY AND STRATEGIC RECOMMENDATIONS:**

Summing up the symbiotic relationship between land policy and strategies and those of the agriculture and livestock sector the following policy and strategic recommendations are made:

i. The paradox of land suitability quantification should be resolved so as to enable proper country planning and setting policies that are well grounded in statistics. This is perhaps the biggest challenge besetting policy making and implementation not only for agricultural based Kilimo Kwanza but also for all sectors that are land based. Discussions made earlier indicate that land is scarce when viewed in context of national needs, such as: (i) large number of peasant crop farmers whose outputs must grow for poverty reduction and economic growth; (ii) number of livestock keepers and their growing herds against scarce communal resource availability as a result of climate change; (iii) growth in mining ventures at both exploration and exploitation (mining) stages; (iv) conservation of natural resources, particularly forests and game in the context of ecological balance; and (v) infrastructure and human settlements as rural-urban migrations increase.

ii. The focus of Kilimo Kwanza through Pillar 5 has left out of its consideration the question of land re-distribution to peasant farmers that can only be accomplished by setting minimum land holdings. This paper has argued that a real breakthrough in
food production will come when land is re-distributed in such a way that smallholder peasants become a minority against the majority of medium scale farmers. Since also ASDS has acknowledged that the incentive mechanism in agriculture has not encouraged growth or investment in agriculture, larger farms will make a difference. Policy making has indirectly acknowledged the negative impacts of population concentrations of the villagization programme of the 1970s. In this regard, economic liberalization is not yet complete. Land re-distribution should be followed closely with titling to enable access to financial markets.

iii. The question of Land Banking should be put out to an open debate. The debate should lead the way so as to include it in a revised national land policy where it is currently not provided for. There are many issues surrounding land parcel acquisition for the Land Bank including the qualifications of villages that should participate in land excision for the bank. Other issues include resource allocation and appropriate land uses.

iv. The nine items in the checklist above should be addressed as national concerns in the interest of food production and other land based outputs in the economy. The strategic plan for the implementation of the land laws, SPILL, should proactively be put into implementation by drawing up a programme of implementation.

v. The lands sector suffers from serious financing problems. The current budget for example, is only a fraction of the 20,000 plots project that has produced some 35,000 urban plots only. Many sector activities cannot be implemented for lack of resources and stakeholders and policy makers should be aware of this situation. A number of lands sector costing studies conducted recently have recommended sharing resources across sectors as done in 2005 with stabex fund used to prepare SPILL. This is so that the sector is availed more resources that will facilitate its national commitments and responsibilities.

vi. Generally, the agriculture sector’s regulatory mechanism seems not to understand the real issues with respect to land tenure, land distribution and land use. Kilimo Kwanza should not be likewise affected. The agricultural sector needs to re-think its position and have a meaningful dialogue with the lands sector that will focus on national land audit, land reform, land administration and finance in the interest of KK. The two sectors should then draw up a plan of action that is well focused and facilitated.

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6 Village land should only be included in a land bank where: (i) long term land use plans exist; (ii) projected growth has shown continued trend for abundant vacant land and; (iii) customary land has been adjudicated and entered into a register; (iv) villages hold certificates of village land (CVL); and (v) villages show the total acreage to be far above needs for the foreseeable future of at least 20 years. From Mollel et al, 2007
7. Bibliography:

19. The UN Millennium Project (UNMP, 2005). *Preparing National Strategies to Achieve the MDGs: A Handbook at info@unmillenniumproject.org*