



TOURISM RELATED LAND ALLOCATION POLICIES

By: Oliver Chapeyama

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P.O. Box 602090 ▲ Unit 4, Lot 40 ▲ Gaborone Commerce Park ▲ Gaborone, Botswana ▲ Phone (267) 3900884 ▲ Fax (267) 3901 027



Table of Contents

List of Acronyms.....	1
1.0 Introduction.....	2
2.0 Objectives.....	2
3.0 Land Allocation Procedures.....	3
3.1 Botswana.....	3
3.2 Mozambique.....	6
3.3 Namibia.....	7
3.4 Zambia.....	8
4.0 Lessons for Botswana.....	10
5.0 Recommendations.....	11
6.0 References.....	12
7.0 Persons Interviewed/Contacted.....	13

List of Acronyms

DWNP	Department of Wildlife and National Parks (Botswana)
SADC	Southern Africa Development Community
WMA	Wildlife Management Area (Botswana)
TFCA	Transfrontier Conservation Area

1.0 Introduction

Tourism is the world's single largest economic sector having recorded an average annual growth rate of 4% over the past 10-15 years. In southern Africa, the industry has been described as the economic driver of the 21st century with the realisation that there is enormous potential for its development. It is estimated that by 2010, up to 1.9 million people will be directly employed in the sector with another 5 million benefiting from indirect employment (SADC,1999).

Most economies in southern Africa are based upon production of primary commodities that are affected by volatile prices on international markets. This has resulted in many faltering national economies. In response to this, most countries in the region are paying increasing attention to opportunities for economic diversification, and the tourism industry has been identified as holding exceptional potential for contributing to the process.

Southern Africa is uniquely endowed with natural resources such as wildlife, a rich cultural heritage and landscapes that have formed the basis for a growing tourism industry. In addition, there is growing international demand for unique international tourism experiences, especially those that include wildlife, exotic cultures and eco-tourism mixes that the region is well placed to offer. These factors provide the region with a competitive advantage that could be exploited to the advantage of its citizens. Most locations with tourism potential in the region are in rural areas. This means that with its potential for employment creation, tourism can contribute to job creation and income generation in localities that may have few other sources of economic activity. All these factors have resulted in the sector being selected as a priority focal area by the Trade Competitiveness Project at the Southern Africa Trade Hub.

2.0 Objectives

The development and growth of the tourism sector in southern Africa may be influenced by the following factors:

- The policy environment created by the various countries;
- The investment climate, institutional arrangements and access to resources such as land for development of infrastructure; and
- Competition with other forms of land use; more generally, tourism activities may represent a new activity that has to be accommodated within existing systems of land distribution and tenure.

Access to land is a crucial factor contributing to the success, or otherwise, of tourism development initiatives. Land tenure arrangements vary considerably across the region. With the exception of Namibia and South Africa, there is little privately-owned freehold land, and most land is now held under various permutations of forms of tenure from state, to communal or tribal ownership or administration, sometimes as a result of post-independence land reform initiatives. Such arrangements impose various constraints on the marketability of land; nevertheless, tourism activities have to operate within these constraints. Access to land under these new dispensations is through lease agreements of one type or another. Preliminary enquiries with tourism practitioners in Botswana during the formulation of the tourism products initiative indicated that some of the conditions attached to these leases are a major impediment to sustainable tourism investments.

This paper was commissioned to:

- Identify the main land allocation-related impediments to tourism investment in Botswana;
- To review the land allocation systems that are in place in three other SADC countries and on the basis of the above; and
- To develop recommendations as to how improved procedures could be implemented to support tourism development in Botswana.

Land allocation systems in Namibia, Mozambique and Zambia were reviewed for the purpose of informing land allocation in Botswana.

The reviews were conducted over a period of ten days and were limited to literature reviews, e-mail contacts, reviews of websites and telephone interviews with pertinent individuals in the four countries. Due to this time limitation, the author did not travel to the primary tourist destinations in Botswana, or to the other three countries to meet with tourism practitioners.

3.0 Land allocation procedures and impact on tourism investments in selected countries

As noted above, there have been changes in land tenure systems in most countries in the region following the attainment of political independence. In the majority of cases, land tenure has been converted from private freehold to state land and/or customary land. Of the four countries whose land allocation systems were reviewed, only Namibia, at 44%, still has a sizeable amount of its land area under private/lease or freehold title although this situation is changing with progressive land restitution to the majority and previously disadvantaged black population (Table 1).

Table 1: Land Tenure Systems in Review Countries (% of national territory)

Country	Statutory Land		Customary
	Private/Lease/Freehold	State, Land and other	
Botswana	5	25	70
Mozambique	3	14	80
Namibia	44	13	43
Zambia	3	16	81

Source: Adapted from various sources

3.1 Botswana

More than half of Botswana's land area is customary or communal land. Land usage rights in these areas are allocated under the Tribal Land Act (1970, amended in 1993). The Tribal Land Act is managed by 12 Land Boards located across the country, which function under the policy directives of the Ministry of Lands and Housing. The land boards and the subordinate land boards under them are responsible for land allocation across the country.

The Ministry of Lands and Housing also administers urban state land while land in the national parks in Botswana is under the control of the Department of Wildlife and National Parks through whom leases are negotiated for private investment in tourism.

Land use rights in the communal land areas are provided to citizens by land boards as either Customary Land Grants for residential or agricultural purposes on a 99-year leasehold basis, or as Common Law Grants for commercial business purposes. These are normally 50-year renewable leases with title deeds registered for the improvements on the land. Land allocated under these conditions

remains in the family indefinitely and is inheritable giving it a social value. However the Tribal Land Act provides for the withdrawal of rights to land if it remains unused for a specified period, although this provision is rarely invoked.

As stated above, land is allocated for specific purposes, with the law requiring that any change of use be sought from the land board before it is effected. These restrictions on change of use of tribal land impede sustainable and more productive use of land.

In Wildlife Management Areas, customary land grants are allocated for photographic and/or hunting safari purposes on a 15-year, right of first refusal concession basis, for which various conditions apply. Concessions are either granted to private entrepreneurs through leases negotiated with the Land Boards or to the communities who occupy the land. Community groups exercise the option to either manage the land themselves or sub-lease it on a negotiated basis to private operators. Various conditions are negotiated upfront, including concession fees, local community benefits, local employment ratios, environmental management measures, and lodge design principles.

The holders of leases on tribal land in Botswana only have rights of use and not outright ownership of the land. Nevertheless, tribal land can be used as collateral in business transactions. Leases can also be transferred from one person to another, with the consent of the land board. Although there is ostensibly no market value attached to land, this situation has changed in recent years, especially in tribal areas that are close to major urban centres, where land has assumed increasing market value. Although land transfers are in relation to improvements made to the satisfaction of the land board, in reality they also relate to the land itself as all rights to such land are surrendered upon transfer.

Non-citizens can obtain freehold agricultural land under the provisions of the Land Control Act through ministerial consent. On tribal land, foreigners may also obtain land leases through ministerial consent under section 24 of the TLA. However, the processes involved under these provisions are so complicated as to amount to there being effectively no legal access to undeveloped land by foreigners. Nevertheless, where tribal land has been developed to the satisfaction of the Land Board, it can be transferred to a non-citizen without the need to obtain ministerial consent. This has resulted in citizens obtaining land that they then sell to non-citizens, a process that is sometimes termed "fronting".

To a degree, the land allocation system in Botswana has worked and resulted in major investments by a range of private lodge operators in the major tourism areas of the country. Due to this, the Okavango Delta and surrounding wildlife management areas offer some of the highest quality wilderness experiences in the world. It has also catalysed a number of community tourism ventures and partnerships between the safari operators and communities, which have redistributed some tourism benefits and job opportunities to local communities in these rural areas. Despite these successes however, there are a number of issues that need to be attended to so as to allow for even greater success in this sector.

Leases granted to tourism investors are generally for a period of 15 years in both WMAs and tribal land administered by the land boards. A number of private operators interviewed during the initial phases of the development of the tourism products initiative in February 2005 indicated that the 15-year concession period did not provide them with adequate security of tenure. According to them, it took roughly five years for facilities and operations to start making money. They then had five years of normal returns before having to refurbish and upgrade their investments. They felt that, unless they had security of tenure into the future, the danger existed that operators would run out their concession periods with deteriorating infrastructure and facilities, since they were not sure of another concession term and sustainable returns despite the availability of the option to "surrender and renew" their leases before the fifteen years are up. This option will be tested in the next two years when the first leases in the tourist areas will have run long enough to apply for it. However, even if it proves to work, it is

doubtful that financial institutions would provide funding for investments over a period longer than fifteen years.

The Department of Lands who administer this policy expressed the view that this system is a huge improvement on the original one through which investors got five year leases. Further, the Government of Botswana was careful not to lock in foreign investors unconditionally for the normal 50-year term for business leases on tribal land, as this would effectively amount to foreign ownership. As is the case with all other government policies, this particular one was open for discussion with the industry.

While the Government's defence of relatively short concession agreements has some merit, the downside is that developers will not invest as much as they would with longer-term leases. They would also be less inclined to invest in community empowerment and local economic improvement initiatives.

Outside of the WMAs, in the tribal land areas that cover most of rural Botswana, it is almost impossible for foreign investors to get access to undeveloped land. Most tourism investments, although owned by foreigners are on land officially allocated to locals who then enter into various management arrangements with foreigners. Official records show that citizens hold more than 60% of land leases in tourist areas. Local investors are also highly constrained by bureaucratic, slow and arbitrary procedures for land allocation and change of use (e.g., for converting grazing or arable agricultural land to commercial tourism use). This is also perceived as an impediment to the opening up of much of Botswana to tourism projects and investment.

Other issues that are critical for improved tourism investments relate to the administration of the land allocation processes. On communal land that is not leased out to community groups, land allocation is administered through the Land Boards. The Land Boards operate on the principle that they represent community interests. In practice, however, there is concern that the system does not work well and is open to abuse. Land Boards do not have to give reasons for land allocation decisions, and where a valuable resource is allocated free or at very low cost, there is obviously scope for bribery and corruption. A second issue is that of the intractable bureaucracy that affects the pace of transfers of rights to land, which results in potential investors feeling insecure. There have been cases where land allocations have only been processed six years after the initial lodging of applications.

Further, staff on land boards are hired by the Ministry of Lands and are therefore not in the direct employ of the Land Boards. The accountability of this staff for some critical actions is therefore not always guaranteed.

The majority of tourism ventures on community leased WMAs are hunting safaris based on the wildlife quota allocated by DWNP. A combination of relatively short-term leases and high lease fees has resulted in investors focusing on high return hunting activities with little investment in community empowerment and capacity building. Transparency in the land allocation processes under this system is questionable despite advice provided by Land Boards and Technical Advisory Committees as communities can still go ahead and award tenders against the advice given. Executive Committees of the Community Trusts act on behalf of communities in managing these transactions that usually involve large sums of money. There have been cases of graft and lack of accountability among these committees in recent years resulting in the Government of Botswana reviewing this provision with a view to stemming the problem of financial impropriety.

It is possible that land uses in these WMAs could be diversified beyond hunting to include photographic safaris that entail the construction of lodges if community trusts charged lower lease fees.

In summary, the land allocation system in Botswana has promoted the growth of the low-impact, high volume tourism in the country's most sensitive Wildlife Management Areas, while building the high-

quality wilderness brand and allowing local communities the opportunity to benefit from tourism. Through consistent improvements, especially in so far as provision for access to land by foreign investors on communal land and speed of processing and the provision of longer concession periods, the system could in time be applied to other remote wilderness areas of the country resulting in increased growth in the industry.

3.2 Mozambique

The administration of land allocation in Mozambique is within the framework of the constitution of the country and the Land Law of 1997. The constitution provides for access to land for all Mozambicans and also provides for such access to foreigners, albeit on different terms. Realising that the new land law constituted a major departure from the past, government and civil society organisations in Mozambique embarked upon a campaign between 1997 and 1999 to educate the general public about its provisions and implications.

The state and its constituent bodies, such as local authorities, are the only authority able to authorize the granting of a land use right. The law does not provide for private ownership of land, only providing for 90-year leases for citizen applicants and 50-year leases for foreigners applying for land.

Other aspects of the new law are that it recognises customary land rights that guarantee access to land by all Mozambicans. Although difficult to monitor, a timeframe within which land should be developed after the granting of leases has been set. The law also grants greater leasehold security to smallholder and commercial interests thereby strengthening smallholders' chances to defend their rights over resources. Local communities can apply for a land use title and enter into contracts with commercial firms. As a consequence of the passing of the new law there has been an upsurge in investments in a lot of commercial activities, including tourism.

While it is illegal to sell land under the new laws, land sales still go on unofficially around the country. Local citizens, with the concurrence of the chief, have been known to sell land to outsiders, including foreigners, for various types of developments. This loophole has allowed for a whole range of developments especially along the coast where tourism facilities have been developed especially in the period following the signing of the peace agreement in 1992.

The Government of Mozambique recently embarked upon a major investment promotion drive that recognises tourism as an area with immense potential for employment creation. A lot of foreign investment has therefore been encouraged in this sector with varying degrees of success.

Almost all of Mozambique's conservation areas are in desperate need of rehabilitation with most of them carrying varying numbers of community groups that occupied them at the height of the civil war that ravaged the country from 1975 until peace was brokered in 1993.

The new land law has catalysed investments, mainly by foreigners, in these areas with a lot of developments taking place in the north of the country, along the coast and in the designated Transfrontier Conservation Areas (TFCAs) in the west of the country. Investments have been made into the Lubombo TFCA to the south and Limpopo Park to the west through the Peace Parks Foundation, Gorongosa TFCA through an American investor while the African Wildlife Foundation have signed an agreement to work with the Mozambique Ministry of Tourism to produce a management plan for Zinave National Park. The Worldwide Fund for Nature has also been working on developing a major transfrontier initiative between Mozambique and Tanzania in the Niassa Selous area. TFCAs are structured so as to ensure that community groups resident in the Parks are included in the processes of development. At times, as has happened in the Limpopo Park section of the Great Limpopo TFCA, communities have had to be resettled from the Parks to buffer zones around them so as to minimize the

chances of human wildlife conflicts. The overall benefit, however, is that community tourism will receive a boost from these developments. All these investments are bound to benefit from recent negotiations that resulted in the scrapping of the requirement for visas for travellers to Mozambique from countries like South Africa and Botswana. It is expected that as discussions around the UNIVISA concept gather momentum, this provision will spread to other countries in the region as well resulting in increased numbers of tourists travelling to Mozambique.

A major problem experienced so far with tourism investments has been the lack of discipline by the operators who have taken advantage of the lack of clear and strict controls and regulations in the industry. The issue of the despoilment of the mobile sand dunes at Ponta d'Ouro in southern Mozambique through the unregulated use of quad bikes is a case in point. The quality of the tourist product in other areas around the country has also been compromised due to unregulated developments. The government of Mozambique is now in the process of formulating regulations to guide the operations of the tourism industry.

While the new law has articulated a clear policy regarding land allocation in Mozambique, there are still problems associated with its implementation. Major problems are being experienced due to limited understanding of the procedures of land allocation under the act leading to inordinate delays in the process. This limited understanding is unfortunately pervasive and evident at all levels, including at senior level within government.

Stronger and/or more influential members of society, especially private and commercial investors and senior government officials, have better chances of securing land concessions and titles than ordinary Mozambicans.

The system used to register land rights is also riddled with problems as it reflects multiple registrations for the same pieces of land. Hopefully these are only teething problems that should be solved with time.

3.3 Namibia

Namibia inherited a skewed land distribution system at independence in 1990 with 44% of land held by minority white commercial farmers as freehold ranches and 43% of the land held as communal land. The Nature Conservation Ordinance (4 of 1975) had bestowed full rights over the wildlife and other resources on commercial freehold land to landowners. This allowed these landowners access to developing the thriving wildlife based tourism industry of today. Although residents of communal lands had access to land and resources prior to independence, these were held in common in a situation where there was no organised management system to allow for the development of business ventures. Policy reviews that have been undertaken since 1990 have now provided the stimulus for development of tourism on community lands. The 1992 Policy on Establishment of Conservancies on Commercial and Communal Land has given local people use rights to wildlife and tourism on communal lands.

The Policy on Wildlife Management, Utilisation and Tourism in Communal Areas of 1995 and the 1996 Nature Conservation Amendment Act bestowed rights on residents of communal areas over wildlife and tourism predicated on the formation of a conservancy as opposed to having a fenced property. The two policy developments were intended to establish an economically based system for the management and utilization of wildlife and other renewable resources on communal land so that community groups could participate together with government in the sustainable management of resources as well as to allow rural communities that formed conservancies on state land to undertake tourism ventures and enter into co-operative agreements with commercial tourism organisations to develop tourism on state land. Ownership rights over wildlife and other resources as on commercial farms were effectively extended to communal farmers albeit only as members of organised conservancies. Twenty-nine (29) conservancies had been registered in Namibia by the end of 2003 while another forty (40) were at

various stages of formation. Conservancies promote the formation of rules to manage the following three interrelated components:

- The development of institutions for conservancy management;
- Natural resources, and
- The development of enterprises such as lodges and campsites.

The legal instruments described above unfortunately do not bestow title or freehold tenure to conservancy members. Communal land can therefore not be sold or used as collateral. Further, the establishment of a conservancy with rights to resources does not exclude other communal land dwellers access to the same resources despite the fact that they are not members of the conservancy.

An additional complication is the introduction of Land Boards through the Communal Land Reform Act 1992. These were set up to administer communal lands. Land Boards have the responsibility to allocate land on leasehold bases and although they are expected to consider management plans produced by conservancies as they allocate land, they are not necessarily bound by law to do so. It is therefore not clear how conservancies that report to the Ministry of Environment and Tourism relate to Land Boards that report to Ministry of Lands and Resettlement. The roles of the conservancies and Land Boards in resource allocation and management need to be clearly defined to avoid compromising their role in the development of tourism in Namibia.

There has been phenomenal growth in the tourism industry recorded in the communal areas of Namibia on account of the authority bestowed on conservancies to enter into agreements with local and foreign private sector companies for the sustainable exploitation of the natural resources. In 2003 alone, close to N\$ 4,000,000 (US\$ 650,000) was generated from the operations of joint venture tourism activities. The recognition of conservancies as valuable development institutions by the highest authorities in government as exemplified by statements such as the one by former President Nujoma to the effect that *“conservancies empower local people to make their own decisions about their own resources, while enabling them to benefit from these resources. Conservancies should be seen as creating the institutional structure in helping to diversify rural economies. Through the conservancy system my government has created the opportunity for natural resources based industries to develop”* has also facilitated this growth.

3.4 Zambia

Four categories of land tenure were inherited at independence in Zambia. These were:

- State land;
- Freehold land;
- Reserves and
- Trust land.

Due to concern about the predominance of absentee landlords holding large tracts of land in Zambia following independence in 1964, the new government initiated a process of transferring land from non-citizens to ensure that it would be used for the benefit of citizens. This process culminated in the passing of the Land (Conversion of Title) Act of 1975 that had the effect of nationalising all land in Zambia and vesting it in the State President. Land that was held as freehold land was converted to 100year lease holdings. Under this Act land was deemed to have no market value in and of itself except for the improvements on it. At the same time land that was designated as Reserves and Trusts was converted to customary land.

In 1995, the Government of Zambia passed the Lands Act that repealed the provisions of the 1975 Act in so far as land having no commercial value. The new Act allows any person who holds land under

customary tenure to convert it to a lease (state land) holding not exceeding 99 years or any other title that the state President may grant.

All Zambian citizens have guaranteed rights of access to land under the new Act that reposes land allocation responsibilities with the traditional/customary leadership and district councils in the country. These authorities can allocate up to 250 hectares of customary land to applicants. Any developer requiring land that is held under customary law approaches the chief/chieftainess of the area for consent to hold land on leasehold tenure and obtains a certificate of title. Having satisfied himself that there was no other interest in the land in question, the Chief writes a letter of consent (to which they attach a site plan) to the District Council Secretary who endorses the application and interviews the applicant. If successful, the applicant is recommended for land allocation to the Commissioner of Lands who, if satisfied that all conditions have been met, approves the land allocation to the recommended applicant.

If the application is for land in excess of 250 hectares, the same procedure is followed with the only difference being that the Commissioner of Lands seeks clearance from the Minister responsible for land before approval.

Foreigners have the same rights to land as citizens although the following conditions apply where they are to be allocated land:

In the case of an individual seeking land:

- They must be permanent residents or investors as defined in the investment guidelines;
- They must obtain the consent of the state to hold land;

Leases of land to individuals are limited to 5 years.

In the case of organisations and companies:

- They have to be investors with trading licences;
- They have to be registered under the Companies Act.

The land allocation procedures in Zambia's communal areas that involve the local customary leaders have facilitated the development of some unique eco-tourism investments in Zambia. Due to provisions for access to land on long lease arrangements in these areas both local and foreign investors have invested in community-based tourism initiatives that are proving to be very successful especially following the demise of the sector in neighbouring Zimbabwe.

The Zambia Wildlife Authority under the Ministry of Tourism, Environment and Natural Resources gives concessions on land in areas demarcated as Game Management Areas and National Parks. The Authority, through the Protected Areas Planning Unit, prepares development plans with the use of land information produced by the Ministry of Lands and also regulates the development of tourism enterprises in the country.

The Ministry assists entrepreneurs in the identification of land suitable for tourism purposes including land in Game Management Areas.

These provisions have been recognised in the New Draft Land Policy of 2002 that is currently under discussion in Zambia. The specific objectives of this Land Policy are to:

- a) Improve the land information system to facilitate the timely and accurate delivery of land information;
- b) Improve the capacity of physical planning in order to strengthen the land delivery system and promote co-ordination among institutions directly involved in physical planning;
- c) Ensure that the covenants and conditions under which land is held are adhered to;
- d) Promote equal opportunity for access to land while recognising customary and leasehold tenures;
- e) Promote increased revenue generation from land;
- f) Support initiatives by local investors and, where appropriate, assist foreign investors through the provision of land;
- g) Maintain a clear physical description of Zambia's international boundary with her neighbours;
- h) Redress the gender imbalance and other forms of discrimination in land holdings by providing security to all land holdings and creating opportunities for development;
- i) Encourage people with special needs and other disadvantaged groups to own land;
- j) Develop and enhance the capacity of the Lands Tribunal to quickly deal with land dispute matters; and
- k) Address the pressures and need for land by urban populations.

The policy framework in Zambia is clearly supportive of the development of tourism given the fact that the land policy that has been developed recognises the need to increase revenue generation from the land resource and is intended to support initiatives by both local and foreign investors. For a very long time, investments in the tourism sector of Zambia have been weighed down by a governance system that put individual interest ahead of national or community interests resulting in the deterioration of conditions of infrastructure and a virtual collapse of the industry. Over the past ten years however, major investments have occurred in the tourism sector with parallel increased attention being paid to the need for investment in maintenance of the nation's parks estates. Public-Private partnerships have been entered into to fund park rehabilitation while major investments have occurred around Livingstone taking advantage of the rich resource endowment in the area and the political and economic meltdown in neighbouring Zimbabwe.

Donor funded programmes such as the Four Corners Initiative and the Community-based Natural Resources Management and Sustainable Agriculture have also helped mobilise local communities for engagement in tourism activities. While it will take some time before empirical results from these initiatives are discernible, it is clear that the path to sustainable community-private-public partnerships has been established in Zambia and this will yield increased benefits to all in the future.

4.0 Lessons for Botswana

The sections above have provided reviews of land allocation systems in Mozambique, Namibia and Zambia and their implications for tourism development. The following findings can be summarised as lessons that Botswana could learn from to improve on the processes of land allocation for tourism projects:

Mozambique, Namibia and Zambia appear to give more emphasis on the need to attract foreign investors than does Botswana, and it is easier for non-citizens to access land for tourism investments in Mozambique Namibia and Zambia since they can enter into direct partnerships with individuals and community groups that have rights to land and not through Land Boards as is the case in Botswana;

- In Namibia, community groups that have organised themselves into conservancies can enter into long term tourism ventures with private investors on the same basis as individuals that enjoy freehold title to land;
- The land allocation policy of Zambia provides for the participation of community representatives in land allocation through consultative processes managed by the chiefs. This way community interests are taken into account in every transaction;
- Much longer-term leases are provided for in tourism investments in Zambia, Mozambique and Namibia. On average, investors enter into agreements with community groups and/or individuals that hold 50 to 100 year leases on land. This allows for better security of tenure for investors than is the case in Botswana;
- There are no bottlenecks to change of use of land from communal to commercial use in the other three countries whose land allocation procedures were reviewed.
- Potential Investors in the tourism sector are not required to bid for leases on land in the other three countries reviewed. Instead, they negotiate with communities directly. Due to this, lease fees and initial investment costs are lower in the other countries than in Botswana;
- Due to the generally longer leases provided for in land allocation laws in the other three countries, there is provision for joint venture partnerships that allow investors to impart skills to local communities as has happened in Namibia.

5.0 Recommendations for improvement of land allocation processes in Botswana

- Government needs to consider extending the length of leases on tribal land, for the development of tourism facilities beyond the current 15 years so as to provide increased security of tenure for investors. This would encourage investors to go beyond the current practice of focussing on quick return projects and even consider investing in capacity building initiatives among participating communities.
- Consideration needs to be given to involving community groups more directly in negotiating land allocation with potential investors both inside and outside of the WMAs. Current practice outside the WMAs involves the Land Boards and District Councils acting on behalf of community groups who have observed that they do not necessarily get fully compensated for the use of their resources. This is despite the presence of the chief's representative on the Land Board. The activities of Land Boards are also open to influence by outside interests thereby increasing the chances of inequitable land allocation practices. Inside the WMAs Executive Committees of Community Trusts hold so much influence over the land allocation process that incidents of fraud are now on the increase. Involving community member more in the processes here will assist with managing the situation.
- Restriction of change of use of tribal land need to be reviewed as they limit scope of activities allowed. Tourism currently offers immense opportunities for diversifying Botswana's economy so the lifting of this control will facilitate more investment in these areas.
- Restrictions on the participation of foreigners in the growing land market need to be reviewed with a view to allowing this class of investor freer access to land. Current restrictions have not yielded the desired result of limiting access to land by foreigners as they have accessed land through fronting by citizens, which simply results in more complex procedures and higher costs.
- There is a need for a review of the land allocation procedures with a view to expediting approval processes by the Land Boards. Current practice results in potential investors waiting for long periods of time before applications are approved.
- Tourism has been identified as the sector with the greatest potential for facilitating economic diversification in Botswana. It is critical therefore that special provision be made for expeditious allocation of land to potential investors in this sector. District Land Use Planning Units should work closely with the officials of the Department of Tourism and Tourism officials of District Councils to implement tourism plans.

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7.0 Persons Interviewed/Contacted

Botswana

Mr W. Tema Department of Tourism
Mr. D. Flatt: Chobe Lodges, Maun
Mr. Shimane: Tawana Land Board
Mr. Khachana: Department of Tourism, Kasane
Ms. Tshamekang Department of Wildlife and National Parks, Kasane
Mr. Mpofu: Chobe Land Board

Mozambique

Mr. S. Munthali: African Wildlife Foundation, White River
Mr. Jorge Ferrao: Ministry of Environment, Mozambique
Mr. B. Soto Ministry of Environment
Ms. Jadwiga Massinga MICOA (Ministry of Environment)
Mr Ashok Menon Nathan Associates, Mozambique

Namibia

Ms. Patricia Skyer: USAID Namibia (former coordinator of Namibia Community-based Service Organisations)
Mr Nico Willems Ministry of Environment and Tourism
Mr Teofilus Nghitila Director, Directorate of Environmental Affairs
Mr. Chombe Namibia Legal Assistance Centre

Zambia

Mr. Henry Mwima: African Wildlife Foundation and former Acting CEO of Zambia Wildlife Authority
Dr K. Nkowani Director, Department of Environment and Natural Resources
Ms Irene Lungu Environmental Council of Zambia
Mr M. Masempele: Chaminuka Nature Reserve