

**Inclusion and Opportunity: A Way To Reduce  
Marginalisation and Vulnerability.**

**A Study On the Development of a Pastoralist**

**Policy Component**

**for**

**ERETO 11**

**Ngorongoro Pastoralist Project**

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**Prepared by:**

**Eamonn Brehony – Team Leader**

**Amon Mattee:**

**Benedict Ole Nangoro.**

### **List of Acronyms**

ASDP	=	Agricultural Sector Development Programme
ASDS	=	Agricultural Sector Development Strategy
BACAS	=	Bureau of Agricultural Consultancy and Advisory Services
CBO	=	Community Based Organisation
DALDO	=	District Agricultural and Livestock Development Officer
DC	=	District Commissioner
DCDO	=	District Community Development Officer
DANIDA	=	Danish International Development Assistance
DCI	=	Development Co-operation Ireland
DED	=	District Executive Director
DEO	=	District Education Officer
DPLO	=	District Planning Officer
ERS	=	Economic Recovery Strategy
GPP	=	Global Pastoralist Programme
HIPC	=	Highly Indebted Poor Countries Initiative
HIV/AIDS	=	Human Immune Virus/Acquired Immune Deficiency Syndrome
IFAD	=	International Fund for Agricultural Development
KPF	=	Kenya Pastoralist Forum
LGRP	=	Local Government Reform Programme
MNRT	=	Ministry of Natural Resources and Tourism
MOE	=	Ministry of Education
MOF	=	Ministry of Finance
MWLD	=	Ministry of Water and Livestock Development
NCA	=	Ngorongoro Conservation Area
NCAA	=	Ngorongoro Conservation Area Authority
NGO	=	Non Governmental Organisation
NPES	=	National Poverty Eradication Strategy
PASC	=	Parliamentary Affairs Sub Committee
PEAP	=	Poverty Eradication Action Plan
PINGOs	=	Pastoralists Indigenous Non Governmental Organisations
PO RALG	=	Presidents Office – Regional Administrations and Local Governments
PRSP	=	Poverty Reduction Strategy Programme
RCC	=	Regional Consultative Committee
RDE	=	Royal Danish Embassy
RDS	=	Rural Development Strategy
SC	=	Steering Committee
SCSRD	=	SUA Centre for Sustainable Rural Development
SDC	=	Same District Council
SUA	=	Sokoine University of Agriculture
TAPHGO	=	Tanzania Pastoralist and Hunter Gatherers Organisation
TAS	=	Tanzania Assistance Strategy
TOR	=	Terms of Reference
URT	=	United Republic of Tanzania
VPO	=	Vice President's Office
WB	=	World Bank

# CHAPTER 1

## INTRODUCTION AND STUDY METHODOLOGY

1.1 Since 1998, DANIDA, in collaboration with the Ministry of Natural Resources and Tourism (MNRT), the Ngorongoro Conservation Area Authority (NCAA) and the pastoralists of Ngorongoro Conservation Area (NCA), has implemented the ERETO<sup>1</sup> Project within the NCA to reduce poverty. The two main areas of activity of ERETO have been:

- i. Poverty alleviation through working with local communities in restocking destitute livestock keepers and
- ii. Tackling the root causes of poverty through water development, provision of veterinary services and increasing the local communities' capacity to engage in their own development priorities.

1.2 Following the success of ERETO I, it was decided to continue with the core activities for ERETO II but also to have an increased focus on institutions and policies that can contribute to long-term sustainability of the efforts of the project. This is called 'support to improvement of institutional and policy framework'. One of the outputs to achieve this support is 'Improved understanding, policy dialogue, networking and exchange of information on pastoralism and poverty reduction in Ngorongoro District and other pastoral areas in Tanzania and the East African Region'. The key activities envisaged are:

- i. 'Support a national level task force of government officials and researchers to assess pastoral issues and communicate policy implications of the project';
- ii. 'Conduct national level field related workshops on themes related to pastoralism and poverty reduction';

1.3 Key inputs are:

- Funds to support the work of a national level pastoralist task force
- Funds for national level field related workshops

1.4 The project proposal gave broad indications as to how this policy component could be actualised. A study was then commissioned to develop a more concrete conceptualisation of this component and formulate an action plan. A terms of reference (TOR) was developed – see appendix 1 for the TOR. A team was selected – see appendix 2 for details on team members.

### **Study Methodology**

1.5 The team spent one day drawing up a work plan with questions that guided the study – see appendix 3 for copy of final plan. The key methodologies used to gather information were as follows:

- Getting a picture of what was happening in the wider region of East Africa to see what could be learned from experiences in Ethiopia, Uganda and Kenya. By good luck UNDP were holding a weeklong workshop in Nairobi to brainstorm on the setting up of a Global Pastoralist Programme (GPP). Two members of the team were invited to attend the workshop – they spent three days meeting many of the key actors in pastoralist policy development in East Africa like government

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<sup>1</sup> Ereto is a Maasai word meaning help, assistance or support.

- officials (Kenya), MPs (Ethiopia) and NGO activists (Uganda) – see appendix 4 for the itinerary of the team and the people met;
- In Dar es Salaam the team met relevant people in the Presidents Office – Regional Administration and Local Government (PORALG), Local Government Reform Programme (LGRP), Vice President’s Office (VPO), Ministry of Finance (MOF), Ministry of Water and Livestock Development (MWLD), MNRT, Agricultural Sector Development Programme (ASDP) secretariat, World Bank (WB), International Fund for Agricultural Development (IFAD), Royal Danish Embassy (RDE), Development Co-operation Ireland (DCI), some members of the research community in Sokoine University of Agriculture, Morogoro and some NGOs. One member of the team was also invited to a meeting of one of the task forces of the Agricultural Sector Support Programme to discuss an IFAD proposal on support to the Ministry of Water and Livestock Development. This provided an opportunity to meet all the key actors in the livestock sector;
  - In Ngorongoro District the team met all the relevant district leaders, the leadership of NCAA and ERETO and members of the pastoralist council, some traditional leaders, beneficiaries of ‘ewoloto’<sup>2</sup> and some community members<sup>3</sup>;
  - A wide range of relevant literature was consulted – see documents read for the particular documents consulted and used for the report;
  - The team then submitted a debriefing paper to the key stakeholders – see appendix 5 for a copy of the note. They had two debriefings in Dar es Salaam – one with the RDE<sup>4</sup> and a second one with relevant ministries hosted by the MNRT<sup>5</sup> – Wildlife department where the project is currently located.

### **Challenges Facing The Team**

1.6 There were a couple of challenges, which the team faced in carrying out the study. One related to the TOR. The TOR stated that *‘the objective, scope and basic ideas on how to implement the policy component are as presented in the project document’*. The team felt that there was a problem with this statement. While ERETO II envisages a national level policy component it did so in the following terms:

*To further support policy dialogue and bring the issues arising from project experience up to a higher national level debate, the Project will facilitate the formation of a national-level pastoral task force. The task force will be formed by the Ministry of Natural Resources and Tourism, the Ministry of Water and Livestock Development, the Ministry of Agriculture and Food Security, PORALG and Ministry of Land and Human Settlements. In addition, two resource persons will be permanent members of the task force and will provide continuous support to the work of the task force (ERETO II Project Document, 2003, p. 32)*

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<sup>2</sup> ‘Ewoloto’ is a Maasai clan based institution that mobilises resources from resource poor clan members to restock resource poor clan households.

<sup>3</sup> The team had planned to go to Ngorongoro to get the picture on the ground before proceeding to higher authorities. This plan had to be changed due to a visit to Ngorongoro by the President of Tanzania and a meeting of all Tanzanian ambassadors in Ngorongoro. Consequently the time spent in the district was very short and the team could have benefited from an extra two days in the field.

<sup>4</sup> The Deputy Ambassador, two embassy programme officers and the ERETO technical adviser attended this meeting.

<sup>5</sup> Three representatives from MNRT – the director of forestry chaired the meeting on behalf of the PS, three representatives from MWLD, two representatives from RDE and the ERETO technical adviser attended this meeting.

1.7 Later in the document it is envisaged that the national level task force would comprise of government officials and researchers (ERETO II Project Document, p. 44). Central to any dialogue on pastoralism are pastoralists themselves. According to the project document there was no direct role proposed for them. Therefore the team felt it could not build on this approach due to their exclusion from the whole process.

1.8 A second difficulty, which the team faced, was the structure of the TOR. The TOR was rather scattered – probably due to the fact that it was looking for detail on how to develop the agenda outlined in the project document. It did not facilitate a logical flow for the structure of the report. Based on various comments, the team re-organised the structure to make reading the report easier. For example there is no section on bringing together the recommendations yet many felt that the report would benefit from a chapter on recommendations alone. It is hoped that all the points in the TOR are addressed using this approach but the emphasis is on an easier report to read than a report that follows strictly the points laid out in the TOR.

1.9 The report is laid out to facilitate easy reading. The report moves from the local to the national i.e. from what is happening at project level, onto district level and finally onto national level. It is structured as follows:

- Chapter 1 is the introduction, which includes the study methodology, challenges which faced the team and the limitations of the study;
- Chapter 2 defines pastoralism and identifies factors and principles that influenced the thinking of the team. It includes a section on initiatives that have and are taking place in Kenya, Uganda and Ethiopia;
- Chapter 3 looks at how ERETO should feed the results of ongoing and completed work into the national policy dialogue. It identifies some lessons learned from ERETO I and the implications of these lessons for policy making at district and national level. It also briefly examines the issue of conflict and pastoralists;
- Chapter 4 looks at the potential for policy dialogue at district level. It looks at how information flows in the district as well as district human resource capacity;
- Chapter 5 looks at the setting up of a national level dialogue facility and suggests a two phase approach in setting up a national dialogue facility. The risks are also examined as well as institutional arrangements, budget and monitoring plan. The link between IIED/RECONCILE is examined.
- Chapter 6 looks at key potential stakeholders for policy making.
- Chapter 7 is a list of the recommendations.

### **Limitations of the Study**

1.10 A major limitation of this study<sup>6</sup> – pointed out to the team at the debriefing with government ministries – was the exclusion of other areas of the country from the study. The study originated from the work of ERETO. The original thinking on developing the study was to look at lessons learned from ERETO 1 and scale them up to a national policy debate. Resources – both time and money determine the extent of coverage of any study. Therefore it was deemed appropriate that this particular study focus primarily in Ngorongoro district where ERETO project is located and use the experiences and knowledge gained there to inform the study team on how to proceed in the future development of a policy dialogue.

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<sup>6</sup> This is a study on how to develop a pastoralist policy component, not a planning document as some expected.

## **CHAPTER 2**

### **CONSIDERATIONS INFLUENCING THE STUDY**

2.1 Pastoralism<sup>7</sup> can be defined as an extensive system of animal production that involves some level of mobility and depends on livestock for more than 50% of income. It includes nomads, transhumance and agro-pastoralists. One can identify three categories of pastoralists:

- i. Those who perceive themselves as being primarily pastoralist but cannot subsist by their stock alone. They are frequently transhumance and have diversified into other activities like farming, trade and wage employment e.g. Parukuyo of Handeni, Kilosa, Bagamoyo, Usangu, Mbeya, to mention some of the Districts;
- ii. Those people who are agro-pastoralists whose livelihoods are primarily pastoralist but have a strong engagement in agriculture as well eg. Wasukuma, Wakuryia, Wanyiramba, Waarusha, Wagogo, Warangi etc.
- iii. Pure pastoralists who depend totally on their livestock for their livelihood e.g. it is primarily Wamaasai and Wabarbaig who are found in mostly arid and semi arid areas of districts such as Kiteto, and Simanjiro, Ngorongoro, Monduli and Hanang (adapted from TAPHGO, 2003).

2.2 Depending on livestock for 50% of income as well as some form of mobility are key elements in pastoralism. Freedom of movement is enshrined in Article 17(1) of the Constitution of the United Republic of Tanzania (URT). Mobility is an ecological necessity, and mobile pastoralism is often the best way to manage dry environments sustainably (UNDP, 2003, p.1) and to maximise livestock survival in such harsh disequilibria environments (TAPHGO, 2003). According to UNDP mobile pastoral systems are more economically productive per land unit than the highly capitalised ranches in northern countries (UNDP, 2003, p. 10) and presumably in East Africa!

#### **Key Considerations Guiding the Study**

2.3 There were a number of key considerations, which greatly coloured the thinking of the team in the process of formulating their ideas.

#### **Current Government Of Tanzania Policies, Laws And Guidelines**

2.4 There were a number of policies, laws and guidelines which the team feel are very important to consider when addressing the issue of policy making in Tanzania (Adobe Document<sup>8</sup> 2000, pp. 3-4). Of particular importance is:

- i. Vision 2025 – which sets the economic and social vision the country hopes to attain by 2025;
- ii. National Poverty Eradication Strategy (NPES) – which outlines the national strategy and objectives for poverty eradication efforts through 2010;
- iii. Poverty Reduction Strategy Programme (PRSP)<sup>9</sup> – which is the medium term strategy for poverty reduction, developed through broad consultation with

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<sup>7</sup> Where the term pastoralism is used it includes agro pastoralists as well as pastoralists.

<sup>8</sup> This was downloaded from the internet but there was no author on the document.

<sup>9</sup> One of the many influential factors in putting together the PRSP was the result of a study on the 'Voices of the Poor' in the 1995 World Bank report. This study covered more than 6,000 people in 87 villages in Tanzania. Among the findings of this study is the importance which the poor attach to security of land tenure, availability of inputs, access to markets and health services and social capital such as trust, unity and participatory involvement – particularly at village level.

- national and international stakeholders, in the context of the enhanced Highly Indebted Poor Countries Initiative (HIPC);
- iv. Tanzania Assistance Strategy (TAS) – which is the result of a mutually felt need by the Government of Tanzania and its international partners for a comprehensive development agenda around which issues pertaining to ongoing activities can be regularly discussed and assessed;
  - v. The Local Government Reform Programme (LGRP) – which aims at decentralisation by devolution. It is focussed particularly on the medium to long term process of legal and institutional reform, intergovernmental fiscal reform, capacity building, deepening of local accountability and the promotion of community accountability in the planning and execution of infrastructure and service delivery projects (Tedemand, 2003, p. 7);
  - vi. The Agricultural Sector Development Strategy (ASDS) which envisages an agricultural sector that, by 2025, is modernized, commercial, highly productive and profitable, utilizes natural resources in an overall sustainable manner and acts as an effective basis for inter-sectoral linkages (ASSP, 2003);
  - vii. The Rural Development Strategy (RDS) which provides a strategic framework to facilitate the co-ordinated implementation of sector policies and strategies concerned with the development of rural communities; and
  - viii. The current IFAD/MWLD proposal on pastoral and agro-pastoral communities development project;

### **The Rapid Pace Of Policy Changes Already Taking Place**

2.5 There are a number of policy changes already in the pipeline or have recently taken place that will greatly affect pastoralists. The recently enacted land Laws have had a major impact on pastoralists. While many in the private sector are rushing to register their land holdings pastoralists have been more hesitant to do so<sup>10</sup>. In some situations this have permanently removed land previously accessible to pastoralists eg. ranches, some land used now for farming.

2.6 A land bank inventory has just taken place and the results have been given to Tanzania Investment Centre. It is not yet clear what exactly will happen to this land bank but it appears that many millions of acres of ‘free land’ will be given to investors. Much of this ‘free land’ is land traditionally used by pastoralists. Once this land is given to investors it will be difficult for pastoralists to reclaim it.

2.7 Recently there was the passing of the dairy act. There are plans to have a livestock policy. The team was informed that internal meetings have already taken place in MWLD with a view to developing this policy. There is another initiative to have a beef industry act. Meetings have already taken place with some stakeholders as a first step to put this in place. According to MWLD officials this act will be in place before the end of 2005.

2.8 Apart from the above mentioned laws and policies there is a current drive by MWLD to form livestock producer and keeper associations<sup>11</sup>. These associations will

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<sup>10</sup> In saying this team recognises the challenges that pastoralists face in registering land – the fact that it is held in common, there are no clear boundaries and the traditions of pastoralists all pose problems when it comes to their registering of their land.

<sup>11</sup> This information is based on a study of livestock producer and keeper associations carried out by BACAS, Sokoine University of Agriculture, Morogoro and communicated personally to the team.

be registered and officially recognised by government. These are the associations that government will listen to. One senior government official perhaps best summed up the sentiments expressed by many to the team in saying *'In 5 years time you will have no place for yourselves so advise pastoralists to make an association - recognised by the district – don't do it as an individual but form an association and get land and increase the productivity of the land. It would be great to give land to a group of disciplined pastoralists who would listen to good advice – that would be OK'*.

2.9 Most – if not all – policy decisions are formulated and passed in Dar es Salaam – where ministries are located and Dodoma, which is the seat of parliament. To date pastoralists have no formal presence in either Dar es Salaam or Dodoma. Many government officials complained that 'if you want to include pastoralists where do you turn to or who do you ask'. There was obvious concern expressed to the team by various government officials on the exclusion of pastoralists and pastoralism from current government debates. Current government policy focuses very much on livestock development and sees pastoralism as one more mode of production<sup>12</sup>. When pressed on this issue most people spoken with said that pastoralists have been excluded and there is a real threat to their way of life<sup>13</sup>.

### **The Experiences From Neighbouring East African Countries.**

2.10 A number of initiatives have taken place in other East African countries to address the issue of pastoralist policy dialogue. The team feels it is important not to re-invent the wheel but to learn from these.

2.11 In Ethiopia pastoralist parliamentarians are very strong and active in safeguarding the interests of pastoralists. There is also a pastoralist NGO forum. In Kenya there was a strong pastoralist forum, which collapsed in the late 1990s but is being revived again. In Uganda this process is just beginning.

### **Case Study 1: Ethiopian Approach to Creating Fora For Pastoralist Involvement in Decision Making**

In 2002 pastoralist parliamentarians established a standing committee on pastoralist affairs – Parliamentary Affairs Sub Committee (PASC) in the house of Peoples Representatives in the Parliament of Ethiopia. It is set up with an act of Parliament – proclamation 271 which set up 12 statutory committees. This committee was started in response to the drought of 2000.

The PASC is mandated to provide oversight over the various ministries<sup>14</sup> concerned with pastoralism. The committee calls these ministries and questions them on their plans and the implementation of plans for the betterment of pastoralists. They also do field visits to follow up on implementation and they then report to parliament. The

<sup>12</sup> It was pointed out to the team that one of the first tasks of any facility would be to raise awareness among policy makers starting in the MWLD on pastoralists issues. It was pointed out to the team that the ministry tends to focus its attentions on livestock rather than people.

<sup>13</sup> For example, in the Rural Development Strategy objective 6 of the development objective of improving productivity is 'to resettle pastoralists on a permanent basis'. In the ASSP document livestock is mentioned 4 times but pastoralism and veterinary are never mentioned. In Task Force No 3 on Agricultural Services Formulation Mission Aide Mémoire Final Draft - 3<sup>rd</sup> December 2003 – livestock mentioned 4 times – mostly under MWLD, veterinary is mentioned once, pastoralism never.

<sup>14</sup> According to the chairman of the committee Abdul Karim there are 6 ministries while Lister 2003 says it is 9 ministries.



Ministry of Federal Affairs has been given the mandate to look after pastoralist affairs. It co-ordinates the project plans of the various ministries working with pastoralists. There is a technical team made up of people from each of the concerned ministries. This team is co-ordinated by the head of Pastoral Development Department in the Ministry of Federal Affairs. According to Lister (2003, p. 9) the head of Pastoral Development Department has been called before the committee several times to answer questions.

There is also an Ethiopian pastoralist forum, founded in 1998. It is a networking forum and it has 20 NGO members. As well as doing advocacy, lobbying and research work it meets every year with a group of pastoralist elders according to the chairman of PASC. Ethiopia has also a week for pastoralists and the parliamentarians plan to get a national holiday to honour the work of pastoralists.

### **Kenyan Experiences of Progress and Setbacks!**

2.12 In the late 1980s and early 1990s there was an initiative to bring pastoralists together that floundered.

#### **Case Study 2: Kenyan Experiences**

Kenya Pastoralist Forum (KPF) started with two parallel initiatives. International NGOs started the first initiative and local NGOs started the second one. Both were ad hoc groups, which eventually converged to form the KPF. They started regular meetings – co-ordinated by KPF - on themes eg. land tenure. They developed a consensus around the theme. NGOs would then go back to their own constituencies and hold similar workshop debates. According to Abdi Umar<sup>15</sup> one of the mistakes that they made was not to involve MPs, councillors and the ‘handlers’ of the MPs. They tried something like this in Isiolo when former President Moi declared group ranches. Activists set up a movement of people involving these groups and opposed the move and it was rescinded. Despite these successes the initiative ultimately failed for two reasons. Many pastoralists in Kenya felt that the initiative was taken over by pastoralists from Northern Kenya and those from the south felt more and more alienated from the process. The second reason for the failure was poor management. Management became overly involved in advocacy and lobbying and neglected the basics of managing the organisation, which ultimately led to the collapse of the organisation.

Currently there is an initiative with the pastoralist community under the Arid Lands Resource Management Project in the office of the President – under Internal Security!! A thematic group was set up when a number of NGOs came together and formed a group and were gazetted. They put together a chapter for the PRSP. It was ultimately diluted when the final document was produced but it did succeed in getting into the NARC Economic Recovery Strategy (ERS) for Wealth Creation and Employment.

The pastoralist development network of Kenya was born from the thematic group. It has its own constitution, is similar to an umbrella body and has 21 members on its management board and the thematic group is still acting as its secretariat.

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<sup>15</sup> He was one of the key movers behind this initiative.

The thematic group works with the Ministry of Finance to monitor budgetary allocations and the implementation of the pastoralist agenda on ERS. Within the thematic group they allocate members to the various sector groups. Before the budget is finalised, sector groups meet with a view to influencing budgetary allocations. In Kenya the Ministry of Education (MOE) has a pastoralist desk and MOE has someone allocated to the Arid Lands Resource Management Project.

### **Ugandan Initiatives**

2.13 In Uganda the process is just beginning. A workshop was held in late 2003 with a view to having a national forum. Ugandan NGOs carried out a desk study, making the case for the inclusion of pastoralist concerns in the Ugandan Poverty Eradication Action Plan (PEAP). One of the challenges facing proponents of a national pastoralist forum in Uganda is the division between North and South Uganda – the team was informed that the Karamojong feel a greater sense of ownership of the problems than other groups and consequently feel that they have a greater responsibility in addressing it. This alienates other pastoralist groups.

### **Opportunities Existing In Current Government Policies And Laws**

2.14 The team believes that a number of opportunities exist in already formulated government policies. Of particular importance here is:

- i. The opportunities under the Land Acts of 1999 for people to have security of tenure over their land and the opportunities for groups to register land;
- ii. The potential in the current IFAD/MWLD proposal especially the setting up of livestock producer and trader associations. Recent experience with pastoral lobby groups involving Members of Parliament in Ethiopia and Kenya is very promising. Herder associations can link local representative groups through regions to a national lobbying structure (UNDP, 2003, p. 15);
- iii. The possible potential of taking a lead from the initiative of the MNRT to have ‘pastoralist management areas’ similar to the wildlife management areas;

### **Need For A National Approach To Dialogue**

2.15 It was proposed to the team that there is need to have a national approach to dialogue on pastoralist issues. Past initiatives have been perceived as too ethnically based. The Permanent Secretary in the Ministry of Finance (MOF), who screens all proposals of a national nature, said that if he sees any initiative or project based on an ethnic group or proposing a confrontational approach he will not allow it. Some people spoken with believe that at district level it may be acceptable to have interest groups predominantly of one tribal group especially where there is one major and generally homogenous group but at national level they have to be nationally represented. There is no national network like MVIWATA representing the interests of small farmers.

### **Timing Of The Setting Up A Policy Facility.**

2.16 The year 2005 is an election year and it was indicated to the team that it would be difficult to get processes moving in 2005. This poses a challenge as there are indications that some policies now under formulation will be in place before election time. Of particular concern are the land banks as once this land is removed from pastoralists there will be no retrieving it.

## Key Principles

2.17 The team was guided by a number of key principles in developing the approach:

- The need for **inclusiveness rather than exclusiveness** of all stakeholders including the pastoralists themselves. Inclusiveness grants the right to be involved in decisions affecting one's way of life as enshrined in article 21 (2) of the constitution of the United Republic of Tanzania. It states that *'every citizen has the right and the freedom to participate fully in the process leading to the decision on matters affecting him, his well-being or the nation'*. Vision 2025 also recognises this right when it states that *'deliberate efforts must be made to empower the people and catalyse their democratic and popular participation'* (4.3.iii). Most people spoken with acknowledged that pastoralists have been almost totally excluded from all discussions and decisions which affect them. In discussions with various people in government ministries the idea of consultation and participation came up as a fundamentally important idea for the government. While arguing for an inclusive approach the team was caught in the dilemma of trying to be as inclusive as possible and at the same time response quickly and effectively to the rapid policy changes taking place;
- The **use of perceived threats as opportunities**. Most pastoralists feel threatened by current policy changes as they feel these changes threaten their way of life but what is a threat can also offer opportunities e.g. the Land Acts offer possibilities of legally held group grazing areas<sup>16</sup>, pastoralist and agro-pastoralist associations with a national apex organisation are seen by the MWLD as the way to organise pastoralists nationally. To avail of these 'windows of opportunity' pastoralists need to be able to adopt their way of life to current realities eg. group ownership of communal rangelands and other opportunities presented under various acts.
- The **need to incorporate pastoralist and agro-pastoralist concerns in PRS processes**. The team was informed that the best way for pastoralists to get their concerns onto policy-making agendas was to first get their concerns onto the PRS agenda. Efforts are already underway. Pastoralist Indigenous Non Governmental Organisations (PINGOs) have already held consultative workshop and made a submission. If PRS includes pastoralist concerns then it is easier to initiate policy discussions on pastoralism, according to the Vice Presidents Office (VPO);
- The **need to build on what already exists** and only create new structures where appropriate ones do not exist. Appendix 6 is a summary of some initiatives that have already taken place e.g. PINGOs have also started an initiative with parliamentarians, Tanzania Pastoralist and Hunter Gatherers Organisations (TAPHGO) have already carried out two study tours to Botswana and Kenya and the findings could inform current processes underway to formulate a new livestock policy<sup>17</sup>. The important thing is to co-ordinate efforts;
- The **need to bring the debate from the level of perceptions to one based on solid analytical arguments**. The team was informed and saw for themselves that there is an almost complete absence of any analytical information on the pastoralist way of life. The World Bank was particularly strong on this point.

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<sup>16</sup> For example the Village Land Act 1999, Section 58, makes provision for land sharing between pastoralists and agriculturalists.

<sup>17</sup> The team was informed that preliminary meetings have already taken place in MWLD on formulating a new livestock policy and a beef industry act. It was indicated that the beef industry act would be in place by the end of 2005.

## **CHAPTER 3**

### **FEEDING THE PROJECT RESULTS INTO THE NATIONAL POLICY DIALOGUE**

3.1 ERETO I was initiated in NCA. Initial work was done by different stakeholders to analyse the situation and came up with issues that ERETO should address. These included:

- i. Poverty among the pastoralists in Ngorongoro reaching intolerable levels;
- ii. Residents of Ngorongoro having inadequate access to basic social services - health care, education, vet services and food stuffs; and
- iii. Social institutions that provided safety nets for the poor such as ewoloto becoming weak in many communities and in some areas, it was no longer practiced at all (Potkanski 1997).

3.2 Based on this a project was developed which aimed to do the following:

- Restock resource poor pastoral households within the NCA;
- Improve access to water for both people and livestock;
- Provide veterinary services; and
- Capacity building

3.3 At the community level, ERETO built the capacity of pastoralist communities within the NCA to use livestock and traditional institutions of stock associations as a strategy for poverty reduction. According to project reports, a total of three thousand four hundred (3,400) households were restocked. Women as heads of households played a key role in the process of restocking and it was estimated that 40% of all restocked people were women. The total number of distributed animals constituted 7% of the total herd in the NCA (Rowley 2002). During ERETO I, a total of 13,056 heifers and 12,876 shoats were distributed to destitute families (Rowley 2002).

3.4 In the light of the project reports and interviews with the beneficiaries, Ewoloto committees and traditional leaders, the team considers the following lessons can be drawn, which have the potential of feeding into the policy dialogue at both district and national levels.

#### **Lessons Learned from ERETO I**

3.5 The team believes that the following lessons from ERETO – or content for intended dialogues as stated in the TOR - currently constitute the core contents of policy discourses at this point in time.

#### **Collaboration Between Formal And Informal Institutions Works**

**3.6 ERETO I adopted a collaborative approach to development in pastoralist areas. The lesson is that this approach works.** The restocking programme was a joint effort of a number of modern and traditional institutions and individuals:

- i. The government of Tanzania through MNRT which gave the legal and institutional framework that facilitated the implementation of ERETO;
- ii. NCA gave food to restocked families to ensure that they would not sell their assets – animals - because of food requirements;
- iii. DANIDA/ERETO who provided 50% of the livestock to destitute families for restocking;
- iv. The clan jointly contributed 50% of the livestock; and

- v. Traditional leaders who did the selection of poor households to be supported;
- vi. Ewoloto communities did most of the monitoring of the supported families along with traditional leaders.

### **Traditional Institutions Can Be Used For Development**

**3.7 The use of existing traditional community mechanisms is an appropriate, effective and reliable mechanism for development projects.** The project used already existing traditional institutions and mechanisms like ewoloto for restocking. The traditional leaders played a key role in the identification of poor families, purchase and transportation of animals, and establishing monitoring instruments at the community level. Traditional leaders further mobilised clan institutions to contribute matching animals.

3.8 ERETO I, through involvement of traditional leaders built on the Indigenous Knowledge Systems that adopted indigenous Maasai pastoralist criteria for selection of good quality animals. According to the traditional leaders interviewed by the team, the indigenous indicators of good quality animals are:

- ◆ Gums, teeth and horns were examined to determine the age of the animal, whether it is too old or still within the breeding age bracket;
- ◆ The shape and size of hooves indicated the fitness of the animal for the particular terrain and its ability to graze and browse in an area such as Ngorongoro;
- ◆ The wholeness of tits and the shape of the udder would determine the potential milk yield of the animal ;
- ◆ The eyes were checked for optimum eye sight;
- ◆ Other general indicators included the length of the neck and ears, the longer being preferred for indications of better quality.

3.9 The purchased and distributed animals were found to be resistant to local diseases. They adopted very well and acclimatized to local conditions<sup>18</sup>. Availability of veterinary services as part of the project also contributed immensely to improved animal health and reduction of livestock mortality.

#### **Case Study 3**

I was born and lived in Ngorongoro for the whole of my life. I am now in my 50s and I only heard about people talking about Ewoloto, I never saw a single household in the entire area of Ngorongoro that was ever restocked, until ERETO came along and revived the restocking tradition. Ewoloto remained only a tradition here that was no longer practiced prior to ERETO project.

Words of **Francis Ole Siapa ( Makoromba, Ngorongoro)**

3.10 The team notes that this approach is very much in line with current development thinking. More and more development interventions and research is focusing on the use of indigenous coping mechanisms and traditional approaches as a starting point

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<sup>18</sup> Everyone does not share this opinion. For example, the head of research and planning, NCAA and ERETO-NPP Liaison Officer stated that in Nainikanoka ward many animals might have died because of change of weather, which may have triggered diseases.

for development and an appropriate way to engage communities. (Verhelst, 1990, Warren et al, 1995, Indigenous Knowledge and Development Monitor<sup>19</sup>)

3.11 There is one weakness with this approach. It was noted by many people that women are excluded when using this approach. For example ewoloto committees contained women as some adjustments were made. In the traditional approach women would not have been involved.

### **Restocking As A Strategy For Poverty Reduction In A Pastoralist Setting Can Work**

**3.12 There is a perception among communities and local leaders that restocking for destitute and poorer households is a workable approach for poverty reduction.** The community strongly indicated to the team that restocking has greatly helped to reduce poverty.

3.13 The team feels that the restocking component of ERETO I programme has been an effective strategy to link vulnerability, rehabilitation and development<sup>20</sup>. As a strategy, it reversed the trend of marginalisation. Restocked households were restored back into pastoralism. Interviews with the beneficiaries showed that access and ownership of livestock restored their self-confidence, revived some spiritual values and gave them dignity and identity as pastoralists.

3.14 Distributed animals produced milk and meat and provided a source of livelihood for restocked households. The beneficiaries attained a level of both household food security and livelihood security as well. Restocking has been an effective strategy of wealth redistribution within a pastoral setting, and an effective strategy of poverty reduction. Traditional leaders had a key role in the targeting of destitute households, buying and distribution of livestock. According to one of the beneficiaries of restocking ERETO was a stimulus that boosted their pastoral economy and it enhanced circulation of capital within the target communities.

3.15 Drought had drastically reduced livestock numbers in the NCA and the restocking programme had no negative impact on the environment. Browsing resources and vegetation have regenerated and the number of goats in the area is still lower than the pre 1983/1984 drought figures. Because of frequent droughts and livestock diseases that kill animals in large numbers, the ecological carrying capacity is never reached as such let alone to exceed it<sup>21</sup>. According to notes of a presentation that the Conservator made to the Parliamentary Environmental Committee, it estimated that there are now 2.5 livestock units per capita within the NCAA<sup>22</sup>.

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<sup>19</sup> This is a journal published by NUFFIC in Holland and comes out twice a year. There are now regional centres in various countries supporting the thinking of promoting indigenous knowledge.

<sup>20</sup> The head of research and planning, NCAA and ERETO-NPP Liaison Officer stated negative impacts of restocking such as animals surpassing the NCAA rangelands carrying capacity have to be considered. Restocking has to be related to human population growths in order to conclude that the strategy is best for alleviating poverty within the community.

<sup>21</sup> These two statements were made at the meeting in Oloirobi village and agreed upon by all the forty one people attending the meeting.

<sup>22</sup> The head of research and planning, NCAA and ERETO-NPP Liaison Officer challenged this statement and stated that the number of herbivores has already gone beyond NCA carrying capacity resulting from the restocking exercise.

Whereas politicians frequently call for destocking for pastoralists, it is not yet an issue within the NCAA.

3.16 Prior to ERETO, fewer water points in the NCA necessitated the concentration of people and livestock around such points. This was one environmental concern that needed to be monitored and mitigated against. After the intervention by ERETO I of supplying water, such an ecological concern is no longer an issue as animals and people are evenly distributed in wider areas following building of more watering points in the area<sup>23</sup>. ERETO further protected wildlife in the NCA. Poverty levels and survival requirements reached a point where the Maasai were going to start eating game meat, which is considered taboo.

3.17 One other significant issue under this lesson is the fact that all the restocked households were pastoralists and they already possessed elaborate skills in the area of animal husbandry techniques. Already they possessed skills in:

- ◆ Herding and tending animals;
- ◆ Milking;
- ◆ Disease diagnosis and treatment; and
- ◆ Breeding.

#### **Case Study 4**

Prior to restocking, we were very miserable. Children stopped laughing and playing. Families quarrelled and separated, we were called beggars, thieves, Ndorobo and infidels as no woman was able to pray to God by spraying milk to all four corners of the world due to lack of milk. Now, after restocking, we can pray, children play and laughter is heard again in the homestead. Families are united, husbands and wives live in harmony, crime levels have gone down, and our children can again drink real milk and eat genuine butter instead of being fed Kasuku<sup>24</sup>.

Words spoken by Nairoshi Liali, Oloirobi village

3.18 The team feels that restocking is a viable, relevant, appropriate, effective and culturally acceptable strategy to reduce poverty in a pastoralist setting. There were a few weaknesses pointed out to the team:

- i. The project adopted a blanket approach to the number of livestock given to a household – 9 livestock units. It did not consider differences in size and family composition;
- ii. Poorer households who did not have clan members in the area to contribute matching animals could not qualify for assistance;
- iii. While free veterinary services were initially given for two years, this period was seen as too short given the poor resource base of the households. The privatisation and monopolisation of veterinary services which took place at the same time were seen to negatively affect the impact of the project – a point made very strongly by the conservator of NCAA.

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<sup>23</sup> The head of research and planning, NCAA and ERETO-NPP Liaison Officer stated that there is no evidence to suggest that provision of more water points has significantly changed the pattern.

<sup>24</sup> Kasuku is a brand of cooking oil. For pastoralists this is a symbol of poverty, an inferior good to livestock products.

3.19 The team feels that there is need for research and analytical evidence to support perceptions and ensure that lessons learned can stand scrutiny when used for policy dialogue. There is currently a lack of analytical evidence to support different perceptions regarding positive impacts of restocking.

### **Community Animal Health Workers Enhance Veterinary Services In Remote Areas.**

**3.20 The use of community animal health workers is one way to provide services in remote, scattered and resource poor communities.** While this approach seems to have worked during the ERETO I, it is now outside the current framework of the Veterinary Act, 2003 (section IV, nos 28 - 37). The new veterinary act requires that paraprofessionals are registered prior to any engagement in treating animals and registration requires certificates and other academic qualifications. Moreover such paraprofessionals have to work under strict supervision of a veterinary doctor.

3.21 Although ERETO experience in the use of community animal health workers worked, more advocacy needs to be done at district and national level to ensure the needs for veterinary services in remote communities are addressed and provided for by law.

### **Implications for Policy Formulation**

3.22 The team feels that there are lessons that have emerged from ERETO I which could become a starting point of bringing issues to policy attention at village, district, and national levels. At village level the following can be done:

- i. Ensuring that the needs of pastoralists are catered for under the village land act;
- ii. That the appropriate institutions are set up for land allocation and conflict resolution under the land acts – the use of the collaborative approaches used in ERETO could be successfully applied here;
- iii. That all existing institutions at village level both modern and traditional can be used for the overall development of the community

3.23 ERETO could facilitate the sharing of information through seminars, workshops, exchange visits and other information sharing approaches. ERETO could involve village government in addressing policy issues such as the right to key natural resources and the right to basic social services. ERETO could also encourage the holding of village assemblies to make councillors more accountable to the community. Councillors are the policy makers in the district. It is their obligation and bring issues of concern to the attention of the district council. Senior district officials made the point that traditional elders are more accountable to their communities than councillors.

### **District Level Dialogue**

3.24 At district level the following could be done:

- i. That the appropriate institutions are set up at district level for land allocation and conflict resolution under the land acts – the use of the collaborative approaches used in ERETO could be successfully applied here;
- ii. That district councils could adopt the principles of the restocking component as an approach towards poverty reduction;



- iii. That the collaborative approach towards addressing issues used by ERETO is adopted as a model for development in districts e.g. the inclusion of such institutions as traditional leaders to solving conflicts, sensitising communities. The team notes that the DC and his staff are already using this approach in Ngorongoro district.

3.25 The use of the district consultative forum – see next chapter – could be used to further the policy dialogue at district level, using particularly the experience of ERETO. The case study of Same Education Board is one such example.

#### **Case Study 5: Same Education Board**

In the late 1990s with facilitation from SNV a district education board was set up. Up until that time Same district government officials saw pastoralists as people refusing education – one of the typical myths about pastoralists. Pastoralists on the other hand perceived the education system as alien to them. The language used was ki-Swahili and children did not have enough ki-Swahili when entering school to understand what was being taught. The topics taught were also perceived as not being relevant to their way of life. Therefore the pastoralists felt alienated from the system.

SNV felt that if they could get both parties together to create mutual opportunities for mutual listening and start a dialogue it might bridge some of the gaps. They also arranged study tours to see what they could learn from other situations eg. Kajiado in Kenya. A lot of information discussion went on during these tours and it helped to develop a mutual understanding which in turn led to mutual trust developing. This in turn led to the idea of having projects to help pastoralists. The district officials realised that they did not have sufficient understanding of the worldview of pastoralists or enough Maa language to engage at this level. Therefore they involved pastoralists NGO who understood both realities.

Based on this involvement a district education board was set up – based on the 1995 education policy. It was composed of the District Commissioner (DC) representing central government, some members of Same District Council (SDC) – the District Executive Director (DED), the District Education Officer (DEO), the chairman of the education committee, some of the NGOs and community representatives, teacher boards, church groups and some independent officials. The chairman is appointed by the board and is someone independent. The district education department is the secretariat.

The district education board had two main tasks:

- To translate the national education policy into the reality at the district;
- To mobilise all local education initiatives into a common framework;

The following are some statistics as a result of the initiative:

- In 1998 enrolment of pastoralists children eligible to attend primary school was 5%, now it is 60%;
- In 1998 there were no nursery schools in 1998, now there are 25 nursery schools;
- In 1998 there were no pastoralists on school boards, now 5 school boards are controlled by pastoralists.

### **Issues For Policy Consideration**

3.26 The team feels that the following issues have considerable policy implications:

- i. Traditional Pastoral production systems are rational and efficient in the utilisation of natural resources;
- ii. Indigenous pastoral institutions are resilient - ewoloto, traditional leaders and clan;
- iii. Need to understand pastoralist production systems and their social institutions/organisation prior to undertaking any development intervention;
- iv. The importance of enhanced access to key pastoral resources and basic social services.

### **National Level Policy Dialogue in the Light of Lessons Learned from ERETO I**

3.27 Chapter 5 will deal with the development of a facility to allow a dialogue on issues of interest to pastoralists nationally. It is envisaged that one of the mechanisms to inform discussion for debate in a national policy making facility would be concrete experience on the ground. It is the vision of the staff of ERETO that their experiences would help to inform such policy dialogues. The team has identified the above issues for policy consideration.

3.28 One person spoken with asked the team 'Have you ever seen or read a document outlining lessons learned from ERETO which can be used to influence policy'. For national level the team foresees some problems, as more needs to be done before lessons can be brought forward for national level advocacy. There has been little documentation of the above lessons and where documented it is more in the form of perceptions. There has been no analysis done on any information collected to the knowledge of the team. For advocacy work there is a need for an independent critical analysis before putting forward a practical idea for policy consideration.

3.29 The team proposes a participatory action research (PAR) approach for the lessons learned to have impact in the wider advocacy arena. The project is strong on the participatory and action part of PAR but research is missing. The point was made to the team that policy implementation is actually policy review. In the light of this statement ERETO in the process of implementing policies ought to bring to attention deficiencies in current policies e.g. the veterinary act and how it affects animal health services in remote rural areas. In relation to restocking there is a very strong community perception that it reduces poverty in the community but the veterinary component is a problem. As the conservator of NCAA noted restocking went hand in hand with privatisation of veterinary services, which brought a lot of hardship to many restocked poorer families. The seed of an appropriate approach to poverty reduction in pastoralist communities has been sown but has yet to fully mature to be considered a model for replication elsewhere.

### **Recommendation**

That critical reflective analytical studies are carried out on the work done to date. As a first step there is need to document what has happened and to see what has been the impact on communities and pastoralist households. This information should then be critically analysed to see what policy lessons have been learned and how they can be packaged for policy discussions. IIED/RECONCILE could be an important asset in doing this work;

That PAR is built into future project interventions – IIED/RECONCILE would be able to help to develop such an approach;

### **Documenting and Scaling up Lessons Learned from ERETO I**

3.30 As well as using lessons learned for policy making there is also value in making available to a wider audience the work carried out in ERETO I. The team were asked to describe how project experiences could be collected for discussion and dissemination. There are a number of ways this can be done.

3.31 The team notes that the chairman of the district council and the DED are both members of the project steering committee. They could be requested to report to the steering committee at the meeting what practical steps the council has taken to build on lessons learned out of ERETO I. ERETO could also mobilise councillors from its area of operation to introduce policy dialogue at district council meetings.

3.32 The proposed NGO network at district level could also be used for the dissemination of lessons learned from ERETO I.

3.33 One could document community perceptions on how the project has benefited them. One could get communities to come together and share their experiences from ERETO. Each community would produce a one page write up with photos of their work, achievements and how the project has contributed and benefited their way of life. The ewoloto committees in the communities could do this. One could then call a workshop of the selected 20 communities with 2 people per community. They come and share and then produce something after the sharing. You could produce a simple 20 page booklet – a page per community. There are a number of initiatives related to indigenous knowledge. Some of the work could be featured in these bulletins. One could also use international publications and conferences to publicise the work. For example IUCN have had extraordinary success in publicising their work on marine conservation based on their experiences of the Tanga Coastal Zone Conservation and Management Project – a marine coastal conservation project funded by Development Co-operation Ireland and implemented by IUCN. It has been extensively documented, researched and widely published on. Staff have attended meetings all over the world and the programme has influenced similar programmes elsewhere. One could use environmental groups, PRSP to publicise work.

### **Conflict and Pastoralists**

3.34 The team was asked to look at the issue of conflicts and pastoralists. The literature shows that conflicts between pastoralists and farmers are nothing new – some people even see the relationship as inherently conflictual (Hussein, 1998, p. 8). On the other hand there is evidence that such conflicts can be managed if a conducive environment is put in place. Some of the preconditions include:

- i. The joint development of plans even though it would appear that both groups have conflicting interests;
- ii. Both groups have ownership over their resources; and
- iii. Both groups are fully involved in defining the rules for the management of the resources (Gueye, 1994, pp. 2,16).

3.35 Ngorongoro district is no exception. Currently in the district there is a committee of councillors going around to various villages to resolve boundary disputes. After

solving these disputes, it is planned to demarcate the village boundaries. The Austro project is going to help with survey equipment for this exercise. ERETO could ensure that the District Council has established the relevant district and village land adjudication committees and district land allocation committees as required under the Land Acts 1999 to address land issues in the district.

3.36 There is budgetary provision to carry out a study on traditional conflict resolution mechanisms. This would be useful and important for a number of reasons:

- ERETO I has already shown that the use of traditional mechanisms is an effective and reliable mechanism for development;
- District officials already use the traditional system for certain activities like sensitisation and resolving disputes – therefore the local government is saying by its deeds that it has faith in the system and it works;
- Research has shown that the traditional system is very appropriate in situations of conflict and there is much interest and research in this area at present – see the work of the Mennonite community in Nairobi;
- Maasai in Ngorongoro told the team that they have great faith in their own traditional systems.

3.37 Senior government officials are extremely concerned about the conflicts that already exist between farmers and pastoralists. One official said that the results of a conflict are on her desk to try and find a solution to it. Many government officials cited the potential for conflicts as a major reason why they would like to try and find a mechanism to have dialogue with pastoralists. Based on its experience of working with traditional leaders ERETO could ensure that they are included and used in conflict resolution processes in villages and at district level. Currently councillors do this work but senior district officials met during the study said that if traditional leaders were doing this the community would listen quicker.

**Recommendation**

That this study is carried out as soon as is feasible and the practical mechanisms identified are fed into conflict resolution mechanisms in the villages and the district.

## **CHAPTER 4**

### **POTENTIAL AT DISTRICT LEVEL FOR POLICY DIALOGUE**

4.1 Decentralisation ‘involves the transfer of power and/or authority to plan, make decisions and/or manage public functions from a higher level of government to a lower one. It can open up opportunities to shape and reform the relationship between states and citizens, opening up spaces for dialogue and different types of participation (Lister 2003, p. 12 – 13).

4.2 While decentralisation is an opportunity for local communities to influence policies there is rather mixed evidence about the extent to which decentralisation has increased government responsiveness to poor and marginalized groups. A recent review of the experience of a number of sub Saharan African countries suggested that the degree of responsiveness to poor people is determined primarily by the politics of local-central relations and the general regime context – particularly the ideological commitment of central political authorities to poverty reduction. In most cases, local power structures were captured by elites and this was reinforced by weak accountability mechanisms (Lister 2003, p. 14).

4.3 The ERETO Project Document obviously saw the potential opportunities for working at district level. The document had the following to say:

*To ensure local dialogue, the Project will facilitate cooperation and coordination between NGOs and the District Council through regular meetings coordinated with the District participatory planning process and organise workshops on specific themes related to poverty reduction, pastoralism, conflict resolution.....it is hoped that experience from the field and lower government levels will feed into the policy dialogue. A very important focus for the policy dialogue at the local level will be the new NCA ordinance to be developed during 2003 (ERETO II Project Document, 2003, p. 32).*

4.4 According to reports given to the team, decentralisation is posing challenges to the district council. District officials spoke about the potential of decentralisation but emphasised that it operates only where there is capacity and a conducive environment. The team found very poor capacity at district level – a fact acknowledged by the DED. Currently there is no planning officer in the district – currently the incumbent is on study leave for two years and the community development officer is filling the post. The team also felt that access to land and water for pastoralists is critical for their survival and in the Ngorongoro context it has become highly politicised. Every word or action is construed politically.

#### **Information Flows**

4.5 The district is the key link between communities and the national level policy making organs. There are two channels of information. One is from central government through district commissioners down to the ward executive secretaries. For example in relation to the collection of information on land banks, the request came from the Presidents Office through regional commissioners and district commissioners right down to ward executive officers. A second channel is through PORALG through DEDs to ward and village level executives. Ministry officials spoken with emphasised that districts are the centre of action and if they look for working examples to influence policy they see what is happening at district level on

the ground. Councillors are the key link between the village, the ward and the district. They are supposed to take what is happening at the lower levels and bring them to district council for deliberation.

4.6 The implications of this for policy making are as follows:

- i. A framework already exists for information flow to and from central government to local communities and vice versa;
- ii. Despite this framework there are information gaps. An interesting example exists in Ngorongoro district according to senior officials. They said that councillors are only elected for a five-year period and their tendency is to take a short-term political view of issues. On the other hand traditional leaders emerge through a complex selection process. It focuses on the job that needs to be done and the ability of the person to do that job. They have a strong mandate from the community and are accountable to their communities. The DC uses this structure as noted already;
- iii. ERETO could facilitate the revitalisation of these processes and use examples from their work on the ground to inform and influence higher level policy makers. The team notes that the district is to be included in the near future in the local government reform programme. This will be another avenue to create awareness among district policy makers on their role in policy formulation. Likewise awareness needs to be created among villagers and their leaders on their respective roles, rights and responsibilities. For example villagers have the right to information on newly formulated policies e.g. the veterinary act, the land acts. It is the village assembly, which has the final say in the use of village land, but the team found that most villagers are not even aware let alone be able to exercise this right.

### **Collection and Dissemination of Information**

4.7 At the national level this will be addressed in the chapter on national policy dialogue. At the local level this is already being addressed by information sharing workshops organised by ERETO involving project stakeholders. This is to be encouraged. The team notes that emphasis is being placed on developing a strong monitoring system to collect appropriate information. It is important that any information collected is relevant to the policy making component. It needs to be analysed and packaged before being disseminated. It is important that this information is available and accessible at project headquarters. The suggestions made on scaling up information made in the previous chapter also apply here.

4.8 The team notes the support from ERETO to the work of IIED/RECONCILE. See appendix 7 for information of IIED/RECONCILE. Their work will feed into national and regional policy dialogues. The project should also explore possibilities of making links with other networks promoting policy dialogue and advocacy e.g. Haki Ardhi, Haki Kazi, Tanzania Media Women's Association (TAMWA) – who are influential in strategising on getting issues into the media, Tanzania Gender Network Programme (TGNP), PINGOs and TAPHGO.

4.9 It would be important to make links with reputable institutions in pastoralist issues e.g. IDS, Sussex, University of Bergen, Norway, Institute of Social Studies, The Hague as well as local institutions like SUA and Institute of Resource Assessment in University of Dar es Salaam. They can feed information into the wider policy making

and research arena as well as accessing relevant information to inform policy makers in Tanzania. Linking in to the UNDP Global Pastoralist Programme would also put ERETO in touch with efforts to address pastoralist issues in other countries.

### **Strengthening Already Existing Networks**

4.10 The team envisages a strengthening of the role of IIED/RECONCILE in relation to the development of a national pastoralist dialogue facility<sup>25</sup>. The project has already participated in fora organised by PINGOs – PRS review and pastoralist parliamentary group and fora organised by TAPHGO – follow up on studies carried out in Kenya and Botswana. It is proposed that this work continues. It is noted that the Danish technical advisers meet occasionally. This could also provide an opportunity to strengthen links with programmes like ASDP, ASDS<sup>26</sup> and others.

### **How Can Ministries Inform Sector Policy at Local Level**

4.11 As noted there is a mechanism for information to flow up and down the system but in reality it seldom works in relation to policy. Information is not being shared within ministries. This was apparent to the team when they found that a senior member of one ministry did not know what was happening in ERETO despite some of his colleagues being members of the steering committee. Most districts do not have relevant or adequate information on policies, strategies and laws even related to their work. Few districts have copies of the veterinary act passed in 2003. Even some don't have copies of the Land Acts!! ERETO cannot solve the problems related to this. In the short term the meeting of Danish advisers is one way to share information and perhaps strategise on how to address this shortcoming in their own respective departments. Another strategy is to have an agenda item at every steering committee meeting to share and update each other on policy issues relevant to ERETO work.

4.12 At relevant district fora especially the district consultative meetings ERETO could update the members of policy developments that it is aware of.

### **Facilitating Planning Processes At District Level On Specific Pastoralist Themes**

4.13 Planning starts at village level. ERETO staff could use village planning and finance committees to facilitate planning at village level and ensure that issues of concern to pastoralists are identified and taken to ward development committees.

4.14 At district level ERETO could assist that development priorities set at village and ward level are incorporated into district development plans. Cattle dips are a concern for many communities but they are not part of the district development plans.

### **Supporting Dialogue Processes at District Level**

4.15 In the light of the above and the fact that the project is in the process of moving into the district headquarters the team proposes the following to support policy dialogue:

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<sup>25</sup> The team originally put emphasis on developing a national pastoralist forum. Feedback from the first draft indicated that the team was pre-empting the outcome of a national stakeholders' workshop as there are other ways by which pastoralists can dialogue with government. Therefore the team proposes the setting up of a national pastoralist dialogue facility of which a national forum may be one approach to do this.

<sup>26</sup> This is a DANIDA funded project and often causes confusion with ASDP!!

- i. The use of the consultative forum that the District Council has set up to coordinate council, donor and Non-Governmental Organisation (NGO) efforts at district level. This forum could be used to develop inclusive projects for the benefits of the whole district and pastoralists in particular in the area of health, education and other service delivery;
- ii. Building up a strong district NGO/CBO network. District officials strongly perceive that NGOs and CBOs have fractured the voice of the pastoralist community rather than building up unity. The example of mutual collaboration from ERETO could serve as a good example for district level collaboration among all the stakeholders in the future;
- iii. Another avenue that could be used to advocate for pastoralist issues is the Regional Consultative Committee. It is expected to meet quarterly and discuss plans put forward by districts. This council can also communicate directly and influentially with various ministries as well as influence the plans and budgets of districts.

4.16 In terms of potential collaborative efforts at district level as noted already a good example exists in Same where the District developed in a collaborative manner a District Education Board. SNV facilitated the process that led to its formation.

**Recommendation**

That ERETO uses existing opportunities at district and regional level to initiate discussions on policy issues particularly meetings of the district consultative forum, meetings of NGO/CBO networks and the regional consultative committee;  
 That ERETO tries to get at least one collaborative effort between the public and private sector eg. in the area of veterinary services, formal and informal education etc. SNV could be requested to help facilitate this process.

4.17 To the knowledge of the team the new NCA ordinance has not come into place. If there is going to be a new ordinance it would be very important that the project facilitate community input into this process.

**Human Resources For Work At District Level**

4.18 In relation to human resources the team sees that existing project staff could be used without the necessity of employing additional staff. For example field staff attending village meetings could use the opportunity to bring to the attention of the village assembly the issues outlined above. Field staff could also use ward development committee meetings to bring to the attention of all technical staff working in the ward issues and lessons learned from ERETO I. At district level the manager and technical adviser attending various district meetings and fora could use these occasions to brief people participants about lessons learned. The consultative meeting at district level and NGO network offer particular opportunities.

4.19 Project staff should be required to develop a short checklist of key policy issues including lessons learned from ERFETO 1 and issues that are important to the community. Each progress report should have a section on progress made in policy dialogue.



## **CHAPTER 5**

### **FORMATION AND OPERATIONS OF THE NATIONAL LEVEL FACILITY**

5.1 In Tanzania policy formulation is the prerogative of sector ministries (URT, 2001e). From speaking with government officials the general approach commonly used involves the following:

- i. Identification of the key issues by the sectoral ministry;
- ii. Conducting stakeholder consultations to verify and prioritise the issues;
- iii. The drafting of the policy;
- iv. Submitting the draft to a national stakeholder forum;
- v. Undergoing a process of approval in the government machinery – cabinet and parliament.

5.2 At parliamentary level the following takes place:

- i. A paper is submitted to the relevant committee in parliament<sup>27</sup>. These committees scrutinise and advise;
- ii. The paper is then submitted to the full house for approval.

5.3 It was indicated to the team that a lot of discussion takes place before a policy or a bill gets to parliament. Various interest groups use different approaches to put forward their point of view. Advocacy is one approach commonly and legitimately used.

5.4 Advocacy is the process of using information strategically to change policies that affect the lives of disadvantaged people. To use approaches for advocacy the following is required<sup>28</sup>:

- i. Need to define level at which advocacy will take place – village, district or national level;
- ii. Need to document the information that already exists in the community and get hard factual evidence. In the case of ERETO: what is the impact of restocking on poor and destitute households?
- iii. Need to critically analyse the information – by a person with a research background preferably from outside the project to ensure it stands up to scrutiny;
- iv. Need to identify the lessons that contribute for advocacy and policy formulation;
- v. Need to know what are objectives of advocacy – short, medium or long term?
- vi. Who is the advocate and acting on behalf of whom?
- vii. Who is the ultimate target of the advocacy? How do they influence achievement of objectives?
- viii. What are the precise messages to be conveyed and the relationship of the message to the objective? Need to package and disseminate them;
- ix. Who are allies and how to keep them onside?
- x. Need for an action plan – assess, improve and present information;
- xi. Decide on main approaches to be used;
- xii. Who will do what, when and how?

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<sup>27</sup> MPs spoken with indicated that there is room to ‘educate members’ at committee level in relation to a particular policy before discussion takes place.

<sup>28</sup> Based on a talk given by Stephen Sandford at UNDP workshop in Nairobi, April 19<sup>th</sup> – 23<sup>rd</sup>, 2004

- xiii. What resources are needed and available?
- xiv. How to evaluate impact?

5.5 In the light of the above and based on discussions with relevant ministries the team sees the following opportunities to engage in current policy initiatives:

- i. The development of a new Livestock Policy and Beef Industry Act both of which are currently under consideration;
- ii. The PRS review;
- iii. ASDS/ASDP – the ongoing discussions offer opportunities. For example there is considerable unspent money in the ASDP and ASPs which could be used for studies to highlight the situation of pastoralists;
- iv. The review of the Wildlife Act;
- v. The review of NCAA;
- vi. The Dairy Board – there is an opening for pastoralist representation.

### **Context of Intended Dialogue**

5.6 The team believes that there are five predominant issues, which influence the context within which a dialogue must take place:

- i. The current exclusion of pastoralists from ongoing policy discussions eg. the team was informed that discussions have already began on the formulation of a new livestock policy. Currently there does not appear to be a plan on how to involve pastoralists and other stakeholders in this exercise. The same appears to be the situation in relation to the creation of the beef industry act;
- ii. The current focus on livestock development as distinct from pastoralist livelihoods. By pastoralist livelihoods is meant the capabilities, assets – land and cattle and activities required for the means of living (Chambers and Conway, 1992). In the context of pastoralism it would include issues like educational opportunities, health care and whatever is necessary to support their way of life in its totality. The formulation of the current IFAD/MWLD proposal is a concrete example of this. Discussions with officials in MWLD revealed very strong thinking around livestock development as a production system not a livelihood approach. Government officials feel that pastoralists must fit into a livestock production system rather than try and adapt approaches that meet needs of pastoralists e.g. mobile rather than static health and education services, restricting livestock movements.
- iii. The increasing marginalisation and impoverishment of pastoralists. There is an increasing number of pastoralist youth coming to Dar es Salaam and other urban centres to work as security guards – a fact noted by a number of people spoken with in government;
- iv. The increasing number of conflicts involving pastoralists and farmers. Government officials also noted with concern this point. For example Development Co-operation Ireland (DCI) has carried out studies in Kilosa and Kilombero, which document the seriousness of these conflicts. Many officials referred particularly to the conflict in Kilosa;
- v. The lack of unity and leadership in the pastoralist community - referred to many times by people spoken with. A question posed to the team was ‘where is the leadership among the pastoralists’. The late Edward Sokoine was referred to many times as the last great leader of the pastoralists in Tanzania.

5.7 As noted in chapter 2 the team was influenced by a number of key considerations. The following are of particular importance for a national policy facility:

- i. The fast pace of policy changes at national level – envisaged new livestock policy and beef industry act;
- ii. The ongoing PRS review process;
- iii. The opportunities that exist in current policies and laws;
- iv. The exclusion of pastoralist considerations from ongoing processes;
- v. The need to have a national approach to dialogue on pastoralist issues

### **Steps In Popular Engagement Of Citizens**

5.8 Lister (2003, p. 7) noted three broad steps in citizen engagement with government.

- **Consultation** involves opening arenas for dialogue and information sharing;
- **Presence** involves institutionalising regular access for certain groups in decision making;
- **Influence** brings citizen engagement to the point where groups can translate access and presence into a tangible effect on policy making and service delivery.

5.9 In the Tanzanian context the stage of consultation with pastoralists has yet to be realised. One option would be to leave things as they are – the argument goes that pastoralists and pastoralism has survived for thousands of years and will continue to do so. While this is an attractive and easy option the team feels that circumstances have changed and if pastoralists do not engage with the government their key resource - land - will no longer be available. In fact, Maasai today occupy less than two thirds of their former territory and there are indications that this will go on dwindling (Kaare, 1996 and Okoth-Ogendo 1992 quoted in Lissu, p. 5).

5.10 In the light of the imperative to engage and lessons learned from other countries as well as the fruits of the consultations carried out **the team proposes the setting up of a national pastoralist dialogue facility**. Most people spoken with including many government officials articulated very clearly the need for such a facility. There is a strong feeling that pastoralists are marginalised and as a result more vulnerable than they have been in the past. Having such a facility would create a platform for pastoralists to discuss and articulate their needs and have a national stakeholder dialogue among government agencies that affect pastoralists through their policies. It would also help to create a supportive policy environment in which pastoralists can continue to employ and adapt, where appropriate, their traditional resource management strategies to sustain their livelihoods, culture, and ecosystem integrity.

5.11 The setting up of a national pastoralist dialogue facility is not a project but a process for the following reasons:

- A project has a beginning, a middle and an end whereas a process is ongoing;
- ERETO can at this stage determine the steps to be taken in order to set up a national dialogue facility but once this facility is set up it will assume a life of its own and determine where it wants to go.

5.12 Two phases are envisaged in setting it up.

- Phase 1<sup>29</sup> is the groundwork required for having a national stakeholders workshop. It is anticipated that this workshop will lead to the setting up of a national facility.

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<sup>29</sup> This refers to phase 1 of a proposed national dialogue facility, not phase 1 of ERETO.

Therefore one could say that phase 1 is a project with a clear end result – a national pastoralist dialogue facility.

- Phase 11 is much more a process. It is hoped that the facility will develop a workable framework whereby the issues identified at the first national meeting will be concretised and a strategy developed as to how to operationalise it. It is outside the scope and indeed the remit of the project to define how this will happen. It is the work of the members of the facility to do this – hence the reason for saying it is a process.

## **Phase 1**

5.13 The following are the objectives of phase 1 :

- i. To set in motion the planning and organisation of zonal and national workshops with a view to setting up a national pastoralist dialogue facility;
- ii. To carry out at least two pieces of research which are relevant to the pastoralist cause;
- iii. To start the process of engagement with government on policy issues related to pastoralism.

5.14 The modalities proposed for phase 1 are as follows:

- i. **Scan and document the critical actors in pastoralism** through out the country for preparing zonal and national workshops. This would include the relevant government departments, the important donors, the traditional leaders in various pastoralist communities, important umbrella NGOs and various livestock producer and trader associations. Chapter 6 gives a brief scan of relevant government departments, donors agencies and other organisations both NGOs and livestock associations;
- ii. **Do preparatory work for zonal workshops.** The objectives of the zonal workshops are as follows:
  - a. To share experiences from different parts of the country on the challenges, threats and opportunities that pastoralists face today including what has been learned from ERETO I;
  - b. To educate workshop participants on current policy initiatives;
  - c. To provide some direction for the development of a national pastoralist facility to dialogue with government;
  - d. To give legitimacy and direction to whatever facility is set up;
  - e. To identify and prioritise issues of primary importance to be addressed by such a facility.
- iii. **The outputs of zonal workshops** would be as follows:
  - a. A list of important stakeholders;
  - b. A list of priority issues to be addressed at a national level stakeholders workshop including the modalities of representation;
  - c. Selecting representatives for the national workshop.
- iv. The team recommends a **maximum of 30 participants**<sup>30</sup> for each zonal workshop. The composition is suggested to be as follows;
  - a. Eight traditional leaders from pastoralist or agro-pastoralist communities in the zone – either traditional or age set leaders;

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<sup>30</sup> To have meaningful and very inclusive and participatory discussions the maximum number usually recommended is 25 – 30 participants.

- b. Eight members of livestock keeper associations or NGOs working with pastoralists – in the Northern zone it is recommended that PINGOs and TAPHGO are invited given that they are both umbrella organisations;
  - c. One person from the office of the RALDO, MNRT and zonal PO RALG in the region hosting the workshop;
  - d. One person from pastoralist districts from any of the above mentioned ministries – to a maximum of six;
  - e. A representative of any major donor;
  - f. At least one DC with a pastoralist background and one MP from a pastoralist or agro pastoralist background;
  - g. Any other person the organisers feel appropriate to attend to a maximum of 30 participants.
- v. **Select suitable facilitators** – this is critical in running the workshops. To ensure maximum participation the selection of facilitators is critical. The team proposes that people should be selected for their ability to facilitate – not necessarily their knowledge of pastoralist issues. At least one facilitator should have the ability to record accurately the deliberations of the workshops;
- vi. **Selection of zones.** This depends on the number of pastoralist organisations and livestock keeper associations in different areas. The division of the country into zones for ASDP deliberations would be a useful guide. One zone could cover the lake area, a second zone for the northern area, a third zone for coast and central area and a fourth zone for the southern area.;

### **National Workshop**

5.15 The following steps are required to hold a national workshop.

- i. A summary of the outcomes of the four zonal workshops should be prepared and ready for the participants at the national workshop. A copy of this summary document should accompany invitations. This workshop is seen as taking place in three steps over a period of one week. The first step is over two days when a team of maximum 20 people would look in depth at the outcomes of the zonal workshops and develop a simple strategic plan with a vision and mission statement. They would also identify critical issues that need to be addressed and propose ways to address them. For day 3 and 4 a wider representation would be invited to further refine and develop an approach for the way forward – to a maximum of 50 participants. On day 5 it is suggested that senior people from relevant government ministries and the donor community are invited. The purpose is to ensure their support and if necessary to amend proposals if they find that they are not in line with government priorities or if there is not sufficient resources to cover what is planned;
- ii. The **objectives of a national level workshop** are as follows:
  - a. To allow the sharing of issues facing pastoralists from each of the zonal workshops in an organised manner;
  - b. To set a national agenda for pastoralist policy issues and a facility by which these issues can put onto the national policy making agenda;
  - c. To work out the modalities of whatever national facility is set up:
    - What institution should host the facility;
    - What is its mandate and its legal status;
    - What are the funding mechanisms;
    - What are the functions of the facility;

- How it will implement its agenda – have a small committee, a loosely run network, a task force etc;
  - How will the facility get the commitment of its members and be accountable to them.
- d. **Select appropriate participants** for each step of the national stakeholders workshop. For step one it is suggested that
  - e. Four articulate traditional leaders from pastoralist or agro-pastoralist communities – one elected from each zone – either traditional or age set leader;
  - f. Eight other representatives selected from zonal workshops – two from each zone;
  - g. Two NGOs working with pastoralists at a national level – these could be international or national organisations;
  - h. One representative from each of the following ministries – MWLD, MNRT, PORALG and ASDP;
  - i. One DC and one MP selected from the zonal workshops;
  - j. A representative of two major donors.
- iii **Select participants for the broader workshop.** It is suggested that the following extra people are selected:
  - a. Four traditional leaders from pastoralist or agro-pastoralist communities – one elected from each zone – either traditional or age set leader;
  - b. Eight other representatives selected from zonal workshops – two from each zone;
  - c. Four NGOs working with pastoralists at a national level – these could be international or national organisations;
  - d. Two representative from each of the following ministries – MWLD, MNRT, PORALG and ASDP;
  - e. One DC and one MP selected from the zonal workshops;
  - f. A representative of two other donors.
  - g. Any other person the organisers deem necessary.
- iv For the final day it is suggested that the organisers invite key decision makers both in government – e.g. Principal Secretaries in MWLD, MNRT, PORALG, senior people from the donor community and any other relevant decision maker(s);
- v **Select suitable facilitators** – this is particularly critical for the national workshop. It is suggested to have three facilitators for this workshop with one of them recording the proceedings and decisions. The team proposes that people should be selected for their ability to facilitate and record;
- vi **Keep track of developments related to government policies** eg. the proposed setting up of a beef board and the ongoing work of ASDP and the IFAD/MWLD;
- vii **Feed where possible into ongoing processes** – if possible to attend meetings – the relevant ministries may be of help to facilitate this. It is important that any information is sent to relevant pastoralist groups to keep them informed and wherever possible involved in what is happening. One way to do this is to send out a monthly newsletter documenting events for the month and any relevant discussions that have taken place and encourage feedback from the

- organisations. The scan recommended above should help to identify important organisations and actors in the pastoralist and livestock scene;
- viii Ensure that at least **two pieces of appropriate research are carried out in phase 1**- one on lessons learned from ERETO I and a second study reviewing various government policies and laws touching on pastoralism to see which ones and what aspects are friendly to pastoralists and see what scope exists to adapt them to the pastoralist reality For example if one has wildlife management areas maybe one could argue for pastoralist management areas. In fact the director of Animal Production in MWLD said that her ministry could learn one or two things from what the wildlife department is doing. In Ngorongoro there currently are attempts to have community conservation and pastoralism management areas<sup>31</sup>;
- iii. See appendix 8 for a detailed plan of action for phase 1. As phase 2 is a process it will not be possible to develop an operational plan as the way forward will be determined by the national workshop.

### **Implementation Arrangements For Phase 1**

5.16 There are four possible scenarios as to how phase 1 can be implemented.

**5.17 Scenario 1:** The work is carried out by ERETO project itself by employing a short term consultant or a ‘pastoralist policy co-ordinator and basing the person in DSM – the person is like an assistant to the Technical Adviser.

**5.18 Advantages of Scenario 1:** The following are the advantages the team sees in this scenario:

- i. It is just a matter of employing an extra staff person for ERETO – so no bureaucratic delays;
- ii. It links this initiative directly to the project;
- iii. The technical adviser would be the direct supervisor so there would be no confusion as to who the person is accountable to.

**5.19 Disadvantages of Scenario 1:** The following are the disadvantages the team sees in this scenario:

- i. It would entail extra administrative work for an already overworked staff as well as trying to get a suitable office in Dar es Salaam;
- ii. It will be perceived in a narrow project perspective with ERETO seen to be trying to own the process;
- iii. It may block other potential funders and stakeholders coming on board;
- iv. It would be difficult to get a suitable and experienced person within the salary scales offered by the project.

**5.20 Scenario 2:** Given the fact that IIED/RECONCILE is already working in close conjunction with the project, it is sub-contracted to do this work.

**5.21 Advantages of Scenario 2:** The following are the advantages the team sees in this scenario:

- i. IIED/RECONCILE is already a project partner and well known to ERETO;

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<sup>31</sup> This information was given to the team by the adviser to the Austro project and refers to initiatives taken in the district of Ngorongoro but the specifics were not elaborated on.

- ii. IIED/RECONCILE has wide experience of working on policy issues and is already engaged in another policy component for the region;
- iii. Given its wide international connections it can call on experienced and suitably qualified personnel to help;
- iv. Being an organisation from 'outside' it does not carry the baggage that local organisations carry - it was strongly suggested to the team that it is better to get in someone from 'outside' without baggage;
- v. It would be able to attract highly qualified national staff.

**5.22 Disadvantages of Scenario 2:** The following are the disadvantages the team sees in this scenario:

- i. It is not yet legally registered in Tanzania;
- ii. It may be perceived as an outsider and hence may not be acceptable to some people.

**5.23 Scenario 3:** An institution in Sokoine University of Agriculture eg. Bureau of Agricultural Consultancy and Advisory Services (BACAS) or the SUA Centre for Sustainable Rural Development (SCSRD) is subcontracted.

**5.24 Advantages of Scenario 3:** The following are the advantages the team sees in this scenario:

- i. It is a well established and accepted national research institution;
- ii. Government already accepts it as an influential actor in other policy initiative especially in the ASDP. As one person said 'they are our intellectual think tank';
- iii. Given its national profile and its strategic location it can call on experienced and suitably qualified personnel to help;
- iv. It would be able to attract highly qualified national staff.

**5.25 Disadvantages of Scenario 3:** The following are the disadvantages the team sees in this scenario:

- i. It has little experience in pastoralism;
- ii. It has its own bureaucratic procedures for recruitment so it may take some time to recruit a suitable person.

**5.26 Scenario 4:** That the only task taken on in phase 1 is scanning for key stakeholders for attending zonal and national workshops and organising these workshops. In this case the work could be put out to tender or any consultant could be taken on to organise the workshops.

**5.27 Advantages of Scenario 4:** The following are the advantages the team sees in this scenario:

- i. It involves less bureaucracy;
- ii. It doesn't require much supervision;
- iii. You buy in your expertise on a once off basis so no expectations after the job is complete.

**5.28 Disadvantages of Scenario 4:** The following are the disadvantages the team sees in this scenario:

- i. The person recruited comes in to do the job contracted and nothing else;



- ii. It will be difficult to sustain momentum as it may be carried out on a piecemeal basis – depending on the availability of suitable people;
- iii. There is little possibility of linking into phase 2 using this approach as the contractor has only to organise workshops and his/her obligation ends there;
- iv. It means that the idea of having a contact person on the ground in Dar es Salaam to start engagement with government would not take place.

5.29 A discussion was held with DANIDA, ERETO, IIED/RECONCILE and the team on the above scenarios. In the light of these discussions the team proposes the hiring of a consultant for approximately six months to finalise phase 1. It is proposed that IIED/RECONCILE and ERETO sit down as soon as possible and work out the logistics of hiring this person. The person contracted would work closely with ETETO to do the following:

- Follow up on current government initiatives with pastoralist policy implications paying special attention to the current PRS review, the formulation of a livestock policy, the formulation and establishment of a meat board, follow up on the land bank;
- Do a scan for key stakeholders for zonal workshops;
- Organise zonal and national workshops;
- Initiate process of documenting and analysing lessons learned from ERETO I.

### **Phase 2 – A National Pastoralist Dialogue Facility In Place**

5.30 The objective of phase two is to have an effective facility by which pastoralists and government can dialogue with each other on issues of concern to pastoralists. The following steps are proposed for phase 2:

- i. A national pastoralist stakeholders workshop would be held. It is anticipated that this workshop will lead to the establishment a national pastoralist dialogue facility with the participants of the workshop becoming the members of the facility. The workshop would also establish the vision for the future of the facility as well as the critical issues and tasks that need to be taken on for the future. This facility would meet regularly eg. every year to review past progress and plan for the future. This regular follow up workshop would include senior people from key ministries, donors already involved in pastoralism, selected representatives from the four regional workshops, representatives from umbrella pastoralist NGOs, at least some traditional pastoralist leader and other stakeholders;
- ii. It is proposed that whatever facility is set up it will have to work out its modalities giving prime importance on how to be accountable to its members and at the same time bringing forward the agendas set by the national workshop.

### **Risk Analysis**

5.31 Such an initiative has risks associated with it. The team sees the following as important risks:

- Getting a united voice of pastoralists will be a major challenge. Traditionally pastoralists have not spoken with one voice as their main challenge was to look after their cattle. Now in this changing policy environment there is need to unite and talk with one voice. Past attempts have been undermined because various groups pursued their own agenda. It is for this reason that the team proposes that

- there is a wide consultation. It is also for this reason that the team suggests the inclusion of traditional leaders as well as umbrella NGO representation;
- Given that it is a highly charged political issue there is the challenge of developing a national rather than a purely local perspective on the issue – this is linked to the above;
  - Another risk or perhaps challenge is to change the intent and commitment of policy makers and make policy making more friendly towards pastoralists;
  - Funding will also prove to be another challenge. While DANIDA will be able to provide seed money there is no guarantee that other donors will come on board as the initiative develops. Other donors have expressed interest but no firm commitment;
  - It is not clear what status a national pastoralist dialogue facility will have and what its mandate will be. Therefore it is not clear how government will react to such a facility. It is not clear if government will see such a facility as a genuine ‘voice of pastoralism’ and if the ideas will be seriously addressed;
  - There is also the lack of ERETO experience in policymaking – it has the experience on the ground but not the experience of taking what is happening and using it for policy dialogue.

### **Institutional Arrangements – Link between ERETO Project Steering Committee and Policy Component**

5.32 Given that the ERETO project steering committee (SC) ‘*will approve this schedule (of the study)*<sup>32</sup> and oversee the work of the Technical Committee/Task Force’ (Project Document, 2003, p.36) it is important that the committee meets to consider the contents of the study and decides on the steps forward in the light of the study. It is proposed that the SC sets up a **special sub committee** to get phase 1 of the proposal off the ground. It is suggested that if the proposals of the study team are accepted the sub committee would be composed of the following:

- i. A representative of the SC as chairperson;
- ii. The short term consultant would be the secretary to the committee;
- iii. The technical adviser of ERETO II;
- iv. One representative of IIED/RECONCILE;
- v. One representative of DANIDA;
- vi. One other member at the discretion of the SC with good connections to the pastoralist and agro-pastoralist communities.

5.33 The team foresees that this committee would only work for the duration of phase 1. The short term consultant would work to and report to the committee. After the national pastoralist dialogue facility is set up, it will have its own working modalities.

5.34 The role of the sub committee would be as follows:

- i. To advise the implementing organisation on the organisation of the zonal and national workshops e.g. the advise on selection of representatives for these workshops, the choice of facilitators, the locations for workshops etc;
- ii. To receive feedback on implementation of activities carried out since the last meeting;
- iii. Approve the TOR for studies to be carried out – lessons learned and study of policies affecting pastoralists;

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<sup>32</sup> Words in italics were added by the team.

- iv. Guide the organisation on how to engage with relevant ministries in relation to policy issues until the setting up of the national policy dialogue facility;
- v. It would report directly to the steering committee.

5.35 At the first meeting there is need to clarify which issues go to the sub committee and what can be implemented without prior approval. For example the ministries to visit to find out about policies is an operational decision and should not need prior approval but the decision to engage in a particular manner with a ministry should come from the sub committee. Another example relates to the selection of members for workshops – the sub committee should approve the specific institutions and numbers from these institutions but the actual selection should be at the discretion of the consultant – except where the committee for particular reasons wants particular individuals attending. All of the above would need to be agreed and written down in a memorandum of understanding between the sub committee and the consultant.

5.36 The team notes that the responsible programme officer in DANIDA and the technical adviser of ERETO II have the policy component as part of their brief. For that reason both concerned people should develop working modalities and in turn they should be the key contacts between the project and the policy component. The team feels that other ERETO staff are very busy with activities on the ground. ERETO management indicated that they do not have the capacity to provide support to the adviser on policy issues.

5.37 As noted above the programme officer of DANIDA has policy as part of her brief. She is a key link between ERETO, DANIDA and RDE. As RDE has provided the seed to start this initiative it is important that they maintain an active involvement in this initiative for at least the duration of ERETO II for the following reasons:

- i. They helped to conceive the idea and the baby about to be born needs protection and support until it develops to a stage where it can stand on its own;
- ii. The association of the name of RDE with the initiative adds a particular weight to this initiative, which other initiatives did not have<sup>33</sup>. They have some leverage along with other donors that can help to provide an entry point and open a space for policy dialogue;
- iii. They have the necessary financial resources to ensure that the initiative gets off the ground. Many initiatives of this kind fail as more energy is exerted in getting funds than in doing the real work of serving the needs of its members;
- iv. They are involved in other policy initiatives especially ASDP and the IFAD/MWLD initiatives so can be a useful institutional link;
- v. As a respected member of the international community with links all over the world RDE can open channels of communication to similar like minded groups in other countries and in regional and international fora.

5.38 While having an active role in phase 1 as outlined above it would be important that RDE would be seen to be an active member of phase 11 for the reasons outlined above. RDE would also have the contacts and credibility to attract other supporters to go along with phase 11. Donors who might be interested include DCI, Swiss

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<sup>33</sup> Some members of the team had been involved in earlier initiatives to bring pastoralists together but it did not work as it was too centred on the Maasai – therefore lacking a national focus, it did not have credibility as it had no major institution with easy access to government backing it and it did not have a mandate or a major funder backing it.

Development Co-operation (SDC), IFAD and some NGOs like Oxfam, Trocaire – an Irish NGO based in Nairobi, Cordaid – the funding arm of the Dutch catholic bishops.

5.39 It is proposed that for phase 1 the selected consultant should have a small office in Dar es Salaam close to decision making fora. It is suggested that this temporary office is located outside government to minimise bureaucracy given the urgency of the matter. It would be possible to locate it in a number of locations e.g. Oxfam Ireland, MS Tanzania. The team proposes MS Tanzania given its close relationship with DANIDA and its long history of involvement with pastoralists.

5.40 Arrangements for phase 2 depend on the outcome of the national pastoralist stakeholder workshop. It is suggested that it is located inside government rather than outside for the following reasons:

- i. It is the role of government to formulate policy and co-ordinate the efforts of various development agents;
- ii. It shows a commitment by government to take seriously the pastoralist issue by taking such a facility under its wings;
- iii. It is easier to influence policy from inside than outside – although this is always a debatable point!

5.41 In the course of discussions the team encountered a lot of scepticism towards having a secretariat located inside government. This is particularly the case with people from the pastoralist community based on their historical experience. Based on advice given to the team it is suggested that support to the setting up of a pastoralist facility is tied to the achievements of outcomes rather than outputs. For example the setting up of a national pastoralist facility is an output. The expected outcomes would be:

- i. That the pastoralist facility is invited to government policy making fora – one level of outcome i.e. they are invited;
- ii. That mechanisms are put in place by which the wider pastoralist community is consulted on policy matters affecting them – this is a higher level of outcome i.e. there is wider consultation;
- iii. That pastoralist concerns are addressed in policies formulated – this is a still higher level i.e. their voice is heard.

5.42 The team proposes that whatever facility is put in place it keeps in regular contact with its members eg. meet every year. The team was informed of other such initiatives, which initially were set up for the benefit of the members but very quickly the secretariat took over and ran the initiative as the private domain of the secretariat without any reference to the membership. Any support to the facility should be conditional on it being responsible and accountable to its membership.

### **Membership and Partners of the Task Force**

5.43 It is not possible to say more than what is proposed above. Chapter 6 will give a broad outline of various stakeholders.

### **Monitoring Plan**

5.44 The action plan developed and included in appendix 8 is a simple way to monitor the implementation of activities. A simple logframe has also been developed and is included in appendix 9. It is not possible to develop a clear monitoring system for

phase 2 but it should be one of the tasks of the newly formed facility. In terms of follow up it is suggested that this is one of the roles of the sub committee for phase 1 as outlined above.

### **Link with IIED/RECONCILE**

5.45 As IIED/RECONCILE is seen as one of the key implementing agencies the project will be able to build on the expertise and knowledge they have gained from their work to date. As noted already they could help with lessons learned from ERETO II as well as assisting ERETO II to have PAR as part of their ongoing strategy. Their involvement would further enhance the policy training work they are in the process of developing as they have a real life case study on how to build appropriate approaches to ensure the voice of pastoralists involved in policy making fora. The team feels that their involvement in phase 1 will speed up the process and it is suggested that the short term consultant is directly responsible to IIED/RECONCILE in the framework of the IIED/RECONCILE partnership to minimise bureaucracy.

### **Budget**

5.46 For phase 1 it is anticipated that it will cost approximately 120 million Tshs. The breakdown is as follows:

- Each zonal level workshop costing approximately 15 – 17 million Tshs – approximately 65m Tshs<sup>34</sup>;
- National level workshop approximately 30 million Tshs;
- A figure of 15 – 20 million Tshs should be sufficient to cover the cost of a suitable person for 6 months – depending on the experience of the person - doing a scan of the regions to see which pastoralist organisations are present in the regions would be part of the work of the consultant;
- An office can be provided as noted already but there may be need to buy some basic office equipment;
- Study on policies relevant to pastoralists - 6 million Tshs is anticipated. Oxfam may be able to help with this study.

5.47 There is also need to make budgetary provision for a study to be done on lessons learned from ERETO I. It is proposed that two people would carry out this study and it is anticipated that 20m Tshs would cover the costs associated with the study. In relation to district level work there is already a budgetary provision made for meetings of NGOs/CSOs and the team feels that this money ought to be sufficient.

5.48 The project has about 50 million Tshs available for the policy dialogue component in the current budget – 2004, to the best knowledge of the team. The team understands that it is possible for the steering committee to re-allocate funds from other project components if there is a good reason to do so. The team believes that an extra 90 million would need to be reallocated. The team strongly suggests that money is re-allocated to ensure that this phase is fully funded. It may mean having to reallocate money from next years budget for policy but it is anticipated that there will be less of a demand for money for policy work when phase 2 starts as a number of donors are expected to come on board.

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<sup>34</sup> Oxfam indicated that they would be willing to cover the cost of one zonal workshop if requested.

5.49 The team is aware that there are a number of initiatives that may be seen to compete with this especially in the eyes of MWLD. The IFAD/MWLD proposal has received the go ahead. This is a substantial programme in terms of investment in the Ministry. As noted already the team sees potential for linkages with the project and these linkages should be actively explored, to maximise the utilisation of the resources available. It would also be a chance to build on initiatives that are already underway e.g. the use of the livestock producers and traders associations. The team was also informed that a mission from African Development Bank is investigating possible projects in the five regions in the lake zone. Undoubtedly livestock will feature and it is important that pastoralists are aware of this. ERETO needs to be aware of these developments and recognise that it may not be easy to steer a policy making project through in the light of bigger and more visible projects that are on offer to MWLD.

**Profile of the Person**

5.50 The team believes the person recruited to carry out phase 1 needs the following minimum qualifications:

- i. Have at least a Masters degree in one of the social sciences;
- ii. Have a background in pastoralism or agro pastoralism;
- iii. Understand government policy making processes;
- iv. Understands the working of the international community especially donors;
- v. Have good communications and public relations skills;
- vi. Good organisational skills.

## CHAPTER 6

### *KEY STAKEHOLDERS*

6.1 The team met with a number of key stakeholders in the whole pastoralist movement. It is not possible to do a full mapping of the number of different actors due to the breadth of the work. In the course of our work the team came across a new type of pastoralist entity called livestock producers and traders associations – they had not heard previously of this type of association. The team was able to gather some information on livestock associations as BACAS in SUA has just carried out a survey on the number of associations nationwide.

#### **Relevant Government Institutions**

6.2 According to Government people spoken with the most relevant institution is MWLD. Although the Ministry is called Livestock Development it includes a section on Range Management under the director of Animal Production. The team believes that the most appropriate section for discussion and possibly placing a secretariat for a national pastoralist facility is the planning and policy division. This division cuts across all the technical units and pastoralism is both a cross cutting and a policy issue.

6.3 Another relevant Ministry is PORALG. It was clearly indicated to the team that this ministry has an increasingly important role in the light of the importance of decentralisation. It was also emphasised that the role of this ministry is cross cutting and in many ways is more appropriate for having a pastoralist desk. In Ethiopia pastoralism is in the Ministry of Federal Affairs which is similar to PO RALG.

6.4 MNRT is important in that ERETO II is currently located in the Wildlife Division of that Ministry. At the debriefing for Government the Ministry indicated that MWLD is a more appropriate Ministry in the future for a policy component. The chair of the steering committee is currently under MNRT. A mid term review will be carried out in the last quarter of 2005. After that review a decision will be made as to which ministry is the most appropriate to chair the steering committee meetings as ERETO II becomes nested in Ngorongoro District Council. NCAA and TANAPA are both important institutions because of their involvement with communities living adjacent to the parks under the control of these institutions.

#### **Relevant Donors**

6.5 Apart from DANIDA there are a few bilateral donors and some donor NGOs which might be interested in supporting a national pastoralist facility initiative. They are:

- i. **DCI** – they have been involved in some earlier tentative initiatives and are very interested. They have funding for studies on land, pastoralism and governance issues;
- ii. **SDC** – they are hoping to becoming involved in pastoralist issues when they begin their new project in Dodoma, Singida and Shinyanga. They indicated a very clear interest but are not sure how or to what extent they can become involved;
- iii. **IFAD** – they are currently in discussion with MWLD on a major new project to support livestock development in 39 districts nationwide – many are pastoralist districts. The Liaison Officer for IFAD in Tanzania saw definite

- opportunities for the involvement of IFAD especially in the light of the use of livestock associations as one of the main foci of the proposal;
- iv. **MS Tanzania** – they are very interested given their long history of work with pastoralists and the current policy changes in the organisation where policy is now one of their key issues. They would be prepared to house a secretariat in the short term during phase 1 if requested;
  - v. **Oxfam** expressed an interest to be a partner in the process proposed as it has included pastoralism as one of its four thematic focuses within the Joint Oxfam Livelihoods Strategy for Tanzania (JOLIT) which brings together the work of three Oxfam affiliates, Oxfam GB, Oxfam Ireland and Novib (Oxfam Netherlands). Oxfam GB has a semi-operational response in Ngorongoro Districts. Novib and Oxfam Ireland support a number of CSOs working with pastoralist communities. They also indicated their willingness to fund one of the zonal workshops.
  - vi. **Trocaire** – an Irish NGO based in Nairobi, have funded pastoralist initiatives and currently fund some pastoralist NGOs in Northern Tanzania;
  - vii. **Cordaid** – the funding arm of the Dutch catholic bishops, have been a long term supporter of pastoralism in East Africa and have indicated interest in any initiative;
  - viii. **SNV** – Netherlands Development Organisation, especially the Northern portfolio office. They have two pastoralist specialists and could help in terms of using their experience in facilitation and capacity building institutions;
  - ix. **NOVIB** – they fund a number of pastoralist NGOs;
  - x. **Austro Project** – through their support to Ngorongoro District Council;

## NGOs

6.6 Apart from IIED/RECONCILE there are a large number of NGOs and CBOs involved in the pastoralist community in Northern Tanzania but many are members of two umbrella bodies called PINGOs and Tanzania Pastoralist and Hunter Gatherers Organisation (TAPHGO). There appear to be few NGOs or CBOs in the agro pastoralist areas. There are a number of very small initiatives carried out by NGOs that are known only within a particular district eg. Community Livestock Initiatives Project (CLIP) in Rudewa ward, Kilosa and under the office of the DC. They had seminars on conflict resolution. It is recommended that the institution given the task of developing phase 1 does a more thorough check especially at district level and regional level. For example there are some few organisations working with the Wagogo and the Wasukuma but it was not possible to get exact statistics on them. SDC said that they hope to commence operations in Dodoma. Singida and Shinyanga regions later this year or early next year and even they did not have information on the numbers and types of NGOs working there.

6.7 The team is aware of the work of IUCN, Frankfurt Zoological Society, African Wildlife Foundation and Worldwide Fund for Nature but the team did not have sufficient time to obtain details of their thinking about issues related to pastoralism.

6.8 Other potential NGOs include:

- i. **CUSO** – they used to work with a number of pastoralist organisations through sending volunteers;



- ii. **Community Research and Development Services (CORDS)** – which has been doing a lot of innovative work in relation to land issues in Monduli and Kiteto districts;
- iii. **World Vision** – they are involved in a number of integrated projects especially in Monduli and Simanjiro districts;
- iv. **VetAid** – involved in animal health in Simanjiro and Loliondo. It has supported ERETO I in monitoring veterinary activities in cooperation with VIC Arusha who also has carried out animal disease surveys for the project.
- v. **WaterAid** – they provide water to pastoralist communities in Kiteto district;
- vi. **International Work Group for Indigenous Affairs** – it supports some land activities in Monduli district. It showed keen interest in ERETO's policy dialogue especially view of their concern on the rights of indigenous peoples.

### **Livestock Keepers and Producers Associations**

6.9 In a study commissioned by MWLD and carried out by BACAS it was found that there are 83 livestock keeper and livestock trader associations in 10 regions – Arusha, Mwanza, Shinyanga, Mara, Tabora, Dodoma, Singida, Iringa, Mbeya and Coast regions. Most are not yet legally registered. The common problems that the members of these associations faced were water, pasture and livestock diseases. Most of the livestock keepers did not see the benefits of forming an association.

6.10 Agriculture Sector Programme Support (ASPS) is a DANIDA supported programme with among other aspects support for policy and regulatory reforms and programme facilitation. According to the Danish adviser to the ASDP secretariat it is DANIDA who can facilitate links between ASPS and ASDP. The adviser indicated that there is some unspent money in both programmes. He indicated that if pastoralists came up with innovative ways to get policy by studies carried out there would be a receptiveness to it. One idea would be for a pastoralist organisation or group to commission studies on issues relevant to pastoralists and then have a national workshop to discuss the findings and these could also influence policy. For example there are a number of areas that could be studied over a period of time e.g. 6 months and a national workshop could be held. The suggested areas are:

- The economic contribution of pastoralists to the Tanzanian economy based on actual case studies as distinct from desk studies;
- Conflict management approaches used by pastoralists and how it can contribute to peace and security;
- Risk/drought management strategies employed by pastoralist communities;

## **CHAPTER 7 RECOMMENDATIONS**

7.1 The following are the key recommendations made from the study.

7.2 The major recommendation is to set in motion the process of having a national pastoralist dialogue facility. It is recommended that ERETO plays a key role in initiating the steps to get this facility in place. It is recommended that the process is done in two phases – phase 1 is the holding of four zonal level workshops leading to a national level pastoralist stakeholder’s workshop. This workshop would then decide the most appropriate facility to put in place to ensure that the voice of pastoralists is heard in policy dialogues. Phase 2 would be the implementation of the decisions arising from this workshop.

7.3 Other recommendations include:

- That the proposed study on traditional conflict resolution mechanisms is carried out as soon as is feasible and the practical mechanisms identified are fed into conflict resolution mechanisms in the villages and the district;
- That critical reflective analytical studies are carried out on the work done to date. As a first step there is need to document what has happened and to see what has been the impact on communities and pastoralist households. This information should then be critically analysed to see what policy lessons have been learned and how they can be packaged for policy discussions. IIED/RECONCILE could be an important asset in doing this work;
- That PAR is built into future project interventions – IIED/RECONCILE would be able to help to develop such an approach;
- That ERETO uses existing opportunities at district and regional level to initiate discussions on policy issues particularly meetings of the district consultative forum, meetings of NGO/CBO networks and the regional consultative committee;
- That ERETO tries to get at least one collaborative effort between the public and private sector eg. in the area of veterinary services, formal and informal education etc. SNV could be requested to help facilitate this process

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## Appendix 1

Dar es Salaam, 26<sup>th</sup> September 2003  
J.nr 104.Tanz.205

### **Terms of Reference for Refining and Structuring the Policy Component of ERETO Phase II**

#### **BACKGROUND**

The Governments of Tanzania and Denmark initiated in 1998 the ERETO - Ngorongoro Pastoralists Project as a bilateral activity. The project is now in its second five years phase beginning 1<sup>st</sup> July 2003. During the mid-term review of Phase 1 in November 2000 followed by a joint review cum pre-appraisal in January 2002, a set up and vision of the second phase was developed. In the process of developing this vision, the two missions acknowledged that the project performance was very good and has contributed significantly in improving livelihoods of the Pastoralists communities in Ngorongoro Conservation Area (NCA) as well as in enhancing social responsibility, coherence and the self-management ability within communities. In this regard, it was found necessary that the project activities are consolidated within the NCA while collecting the important lessons learnt and extend them to the rest of the Ngorongoro district. Furthermore, the missions proposed a new Policy component charged with the role of collecting, compiling, analysing and disseminating the key lessons learnt (especially those with policy relevancy) from Phase 1 and filter them into the national policy debate through various institutions and dialogues at different levels. Therefore, through this component, Phase II will have a wider positive impact by supporting policy dialogues and other policy related initiatives at District, regional and national levels as well as within the East African region.

The Project document describes two components as follows:

- 1. Poverty Reduction through Support to Pastoral Production and Empowerment** consisting of three major outputs related to:
  - Improved and sustained access to water for pastoral, domestic and other needs.
  - Improved and sustained animal health
  - Poor Pastoralists and other vulnerable groups are empowered and able to improve and maintain their livelihood.
  
- 2. Support to Improvement of Institutional and Policy Framework** consisting of two major outputs as follows:
  - Pastoral Council and/or other CBOs' capacity to represent their constituency and manage community development initiatives strengthened.
  - Improved policy dialogue, networking and exchange of information on pastoralism and poverty reduction in Ngorongoro District and other pastoral areas in Tanzania and the East-African Region

Crosscutting issues like mainstreaming of gender and HIV/AIDS issues, community empowerment through the use of participatory approaches and consideration of environmental issues have also been described in the document as an important part of the project implementation strategy.

The objective, scope and basic ideas on how to implement the policy component are as presented in the project document. However, the concrete vision, processes and structures are not yet in place making the implementation still unclear. This situation justifies this assignment whose terms of reference sets out the tasks for structuring and designing the Policy Component of the Phase II of ERETO project.

## **2. General Objective Of The Consultancy**

The main objective of this assignment is to refine and design the policy component described in the ERETO II project document by establishing a clear framework of key processes, approaches, structures, linkages, resources and levels of implementation that can lead into a more practical, functional and effective implementation of the component that will in the end enable the achievement of the intended objectives.

## **3. Specific Objectives Of The Work And Activities**

The activities of the consultancy shall include but not necessarily be limited to addressing the following issues:

### **3.1 Description and structure of the component**

Based on the mandate, focus and description provided in the project document define and design the component by developing an implementation framework, operational plan, monitoring indicators and budget. Critically assess the balance between the available capacity within the project, the level of ambition of the component's vision and the Task Force work, and advise accordingly.

### **3.2 Formation and operations of the National Level task Force (TF)**

Systematically describe the process towards the formation of the proposed National level Task Force for the Pastoral Policy dialogue, define its mandate, roles, working modalities and Terms of Reference. In line with this the following needs to be addressed;

- Establish a formal commitment for an institution to lead and host the Task Force,
- Describe and establish the membership to the TF as well as to identify and propose resource persons, government employees and university researchers to become member the TF and establish their roles and responsibilities,
- Identify its partners,
- Established/define the link between the TF and the project Steering Committee.
- Define the positions and roles of RDE, ERETO advisor and other relevant stakeholders and how they relate to the TF and to each other.
- Develop operational mechanisms and processes of the TF including selection of themes/topics or issues to be focused on, and type and level of participants; scheduling of national level workshops and the corresponding themes/participants etc.
- Develop an action plan for the TF
- Design a follow-up and monitoring system of the TF.
- Assess how the TF activities can be linked with the RECONCILE activities and output.

### **3.3 Feeding the project results into the national policy dialogue**

Identify the existing and potential channels and approaches that can be used to collect information, ideas and experiences from ERETO I and filter them through the national policy debates. This includes means and ways to collect, discuss, present and disseminate such information in a form relevant for policy discussions. This includes:

- Defining the relevant contents and context of the intended dialogues,
- Describing how project experiences could be collected for discussion and dissemination,
- Defining what are the appropriate levels for policy dialogue and how to filter these into such levels. This includes making decisions on themes and issues specific for each level and, more specifically on how to ensure that issues arising from the project experience filter into the higher policy debates (I.e. Identifying the appropriate policy making levels to be referred to).
- Defining what are the appropriate tools, approaches and human resources to be used at each policy dialogue level in order to ensure maximum participation effects and impact.
- Making an inventory of existing and emerging opportunities for entering the policy debate and describing how such opportunities can be explored and used as a foundation for the process of policy dialogue,
- Assessing how to promote policy measures and methods for conflict prevention and resolution in the Government cycles.

### **3.4 Involvement of other different stakeholders in the dialogue**

Establish appropriate and effective mechanisms for coordinating and involving different stakeholders interested in Pastoral policy issues at different levels. This involves:

- Mapping of or collection of information on number, typology and willingness of different stakeholders including donors, NGOs, government institutions both public and private, etc., involved in the area of Pastoral policies.
- Establishing the existing linkages (and potential systems) among the stakeholders at different levels viable for the proposed dialogue.
- Identifying other ministries and committed ministerial members of an appropriate level relevant to the policy dialogue and define how they can be involved in the dialogue,
- Specify areas of collaboration with other programs like ASPS and ASDS and how to pursue such a collaboration,

### **3.5 Policy dialogue at the district level.**

Describe how the two-way flow of information and experiences on policy issues can be facilitated between the national debates and local communities. This involves collection and dissemination of information on Pastoral policy issues to and from the communities and filter them into the national debates. This will involve;

- Defining how to strengthen the networks the project already works with,
- Establishing how to engage relevant ministries and departments to inform of sector policies at the local level.
- Defining how to facilitate the planning process at the district level on specific Pastoralists themes to strengthen local policy and planning cooperation.
- Establishing how to support dialogue processes at the district level.

#### 4. Output

The output of the consultancy will be:

1. A comprehensive report in the form of a short management paper. The report shall reflect the analysis made in relation to the Scope of Work presented above, and shall include precise output for each activity including, framework, work plans, budgets, description of processes, approaches, tools, mechanisms etc., as required by the work. The report shall not exceed 40 pages (excluding annexes).

#### 5. Timing

Activity	Date	Who/Where
1. Introductory briefing at the start of the work		
2. Consultancy		
3. Submission of the debriefing note (some days before the debriefing meeting).		
4. Debriefing meeting.		
5. Submission of the draft report.		
6. Submission of comments from stakeholders		
Incorporating comments and finalise the document.		
7. Submission of the final report		

Royal Danish Embassy Dar es Salaam, .....



## Appendix 2

### Members of the Study team

**Eamonn Brehony** is an Irish citizen from a farming background. He has a Ph. D. from UCD, Ireland in rural development. He is currently working as a trainer with the Medical Missionaries of Mary, Ngaramtoni Training Centre, Arusha, Tanzania. He has previously worked with Ireland Aid in Kilosa district, Tanzania. He has also worked with CONCERN Worldwide NGO in Tanzania, Uganda, Sudan and Ethiopia. He has carried out a number of studies and evaluations in East Africa for Ireland Aid and a number of NGOs. His contact address is Box 3124, Arusha.

**Professor Amon Mattee** is a professor of agricultural extension at Sokoine University of Agriculture in the department of Agricultural Education and Extension. He is also director of the Sokoine Centre for Sustainable Rural Development. He has carried out a number of major consultancies for the government of Tanzania, international donors and NGOs. He is also an active member of the Agricultural Sector Development Programme. His address is Sokoine University of Agriculture, Box 3035, Chuo Kikuu, Morogoro.

**Benedict Ole Nangoro** is a Tanzanian citizen and comes from the pastoralist community in Kiteto district. He is working with Community Research and Development Services (CORDS) as director. He has an M. Phil. in Development Studies from the Institute for Development Studies, Sussex, UK specialising in Rural Development and Land Tenure. He previously worked as director of Arusha Diocesan Development Office. He has carried out a range of consultancies both nationally and internationally with various Government institutions, UN agencies and NGOs. especially with the pastoralist community. His address is Box 11141, Arusha, Tanzania.

**Appendix 3**  
**Refining And Structuring The Policy Component Of ERETO Phase II**  
**Final Workplan**

The following are the steps that the team propose to follow in doing the study:

For TOR 1: **Formation and operations of national task force**

- Inventory on what exists already – see ASDP, IFAD, MWLD, VPO's – poverty reduction, ESRF, PINGOs and TAPHGO
- Proposing type of task force including membership, institution to lead, roles and responsibilities and how the task force will function – RDE, ERETO, ASDP, MWLD, PINGOs, TAPHGO, OXFAM, Cordaid, other donors in Dar eg, Swedish embassy, IIED/RECONCILE, Panos Institute, UNDP, MT Tz.

For TOR 2: **Feeding project results into national policy dialogue**

- Identify critical linkages at district, regional and national level - ERETO stakeholders from local to international level
- What exists already – ERETO have this information;
- Opportunities existing but not exploited – SUA, UNDP, IUCN, Frankfurt Zoological Society, ESRF, RDE, LGRP
- Conflict resolution processes in Ngorongoro district
- Identification of lessons learned and results that have implications for policy development – ERETO and RDE.

For TOR 3: **Policy dialogue at district level**

- Role of district and local communities in policy formulation and implementation – LGRP, RDE, DCI, DC, MP, Chairman NDC, DED, Adviser to Austro project, pastoralist council, some local communities in NCAA., traditional leaders

Note that the team consider the TOR on the involvement of other stakeholders is implied in the other terms of reference so it is not treated as a separate point.

The following questions were developed for different informants and the relevant questions are ticked for each category of informer.

Question	ERETO <sup>35</sup>	Local communities <sup>36</sup>	NCAA <sup>37</sup>	District <sup>38</sup>	Region <sup>39</sup>	National <sup>40</sup>	RDE <sup>41</sup>	Other donors <sup>42</sup>	Research institutes <sup>43</sup>
Is there need for a task force (TF)?	✓				✓	✓	✓	✓	✓
What is the role of the TF? -Role of RDE, ERETO, national, district actors and international eg. IIED/RECONCILE (IIED/RECONCILE)	✓				✓	✓	✓	✓	✓
What are key policy issues/themes for TF?	✓			✓	✓	✓	✓	✓	✓
Who should be members of the TF?	✓			✓	✓	✓	✓	✓	✓
What should be link between TF and ERETO Steering committee, IIED/RECONCILE and others?	✓						✓		
What is your commitment to the TF – finance, personnel, general logistics	✓					✓	✓	✓	
Who are the key stakeholders in ERETO	✓						✓		
What is the level of involvement of each stakeholder	✓						✓		
What are the linkages between stakeholders and ERETO	✓						✓		
What can be institutionalised from ERETO 1	✓						✓		

<sup>35</sup> ERETO adviser - current and former if possible, manager – current and former, other staff

<sup>36</sup> Local communities – village governments within ERETO 1 catchment area, traditional leaders, pastoral council, CBOs, NGOs and other beneficiaries.

<sup>37</sup> NCAA, Conservator, Community Development Department,

<sup>38</sup> District DED, DC, MP and Austro project advisor,

<sup>39</sup> Regional RAS, RC, PINGOs, TAPHGO,

<sup>40</sup> Government Ministries - MNRT, VPOs /poverty alleviation, MWLD, MAFS (ASDS, ASDP, PASS), PORALG (LOCAL GOVERNMENT REFORMS PROGRAMME)

<sup>41</sup> RDE Annie Marie, Vera

<sup>42</sup> DCI, Oxfam, Cordaid, IIED/RECONCILE, UNDP, Panos Institute, IFAD, MS Tz, IUCN.

<sup>43</sup> SUA, Haki Ardhi, IIED/RECONCILE,

How can it be institutionalised and what is the role of RDE, ERETO and IIED/RECONCILE in doing so	✓							✓	✓	✓
What are the existing and potential opportunities for policy debate – for results of ERETO 1	✓			✓	✓	✓		✓	✓	✓
Identify types of conflict with pastoralists – in Ngorongoro and nationally	✓	✓	✓	✓	✓	✓				✓
What are the mechanisms for conflict prevention in government circles	✓	✓	✓	✓	✓	✓				✓
Who are the different stakeholders for dialogue on pastoralist issues	✓	✓	✓	✓	✓	✓		✓	✓	✓
How willing is each one to engage in future dialogue	✓	✓	✓	✓	✓	✓		✓	✓	✓
What linkages exist already for dialogue	✓							✓		
What is the potential contribution of each stakeholder including the private sector and individuals in their private capacity	✓	✓	✓	✓	✓	✓		✓	✓	✓
What are the potential areas for collaboration – ASDS, ASPS, PASS, wetlands programme				✓	✓	✓		✓	✓	✓
Who are the major players in the private sector and what are their roles	✓	✓	✓	✓	✓	✓		✓	✓	✓
What are the key ministries and departments to engage with in policy dialogue at national and district level	✓			✓	✓	✓		✓	✓	✓
What is the role of different actors in policy formulation and implementation – national, regional, district and village level	✓	✓		✓	✓	✓		✓	✓	✓

**Appendix 4**  
**Itinerary of Team**

<b>Date</b>	<b>Activity</b>	<b>Person Responsible</b>
Apr 12 <sup>th</sup>	Planning of study and development of workplans	All the team
Apr 19 <sup>th</sup>	Travel to Nbi <sup>44</sup> Attended UNDP conference on developing a global pastoral programme	EB and BN
Apr 19 <sup>th</sup> – 21 <sup>st</sup>	Met with the following during and at the end of day discussions: Abdulkarim Guled MP, Chairman of Ethiopian Parliamentary Pastoralists Forum Ali Akbari, President of Organisation for Nomadic People's of Iran Taghi Farvar, A– Chairman of IUCN Economic, Social and Environmental Commission Abdi Umar, Pastoralist Communication Initiatives, UNOCHA, Ethiopia Ed Barrow, Co-ordinator, Forest and Dryland Conservation and Social Policy, IUCN Nyawira Hiuhu, Pastoralist Thematic Group/Arid Lands Resource Management Project, Kenya Dr. Sarah Ossiya, Coordinator Pastoralist Communication Programme, PANOS, East Africa, Uganda John Letei, Programme Officer, IIED/RECONCILE Stephen Sandford, Independent Consultant Met Korir Singoeie, Director and Nyang'ori Ohnejo, PO CEMERIDE – pastoralist lobby group in Nbi;	EB and BN EB EB EB and BN EB EB and BN EB and BN EB and BN EB and BN BN
Apr 22 <sup>nd</sup>	Met Aletta van der Woude and Martine Benschop-Jansen, Cordaid, Met Michael Odhiambo, IIED/RECONCILE	BN EB
Apr 23 <sup>rd</sup>	Reading relevant government policies and documents	EB and BN
Apr 24 <sup>th</sup>	Met ERETO management to re-arrange itinerary Reading relevant government policies and documents	EB and BN EB and BN
Apr 26 <sup>th</sup>	Travel to DSM Team meeting to update Professor Mattee and strategise for the meetings in DSM	All the team All the team
Apr 27 <sup>th</sup>	Met RDE – Anne Marie Rosenlund; Met Dr. Lugeye, DCI; Met Mr Nyakimori Programme Co-ordinator, ASDP; Met Mr Issae, Assistant Director rangelands, Ministry of Water and Livestock Development; Met John Plastow, Oxfam Irl;	All the team All the team All the team AM and BN EB
Apr 28 <sup>th</sup>	Met Mr B. Kasege, Governance Outcome Manager and H. Shamumoyo, Legal Outcome Manager, Local	

<sup>44</sup> The reason for going to Nairobi was to meet some regional actors in pastoralist development and to attend the first two days of a conference organised by UNDP on developing a partnership and consensus around a 3 – 4 year advocacy and capacity building programme for supporting mobile pastoralism around the globe.

	Government Reform Programme; Met Mr Tarimo, Projects Co-ordinator, Department of Wildlife, Ministry of Natural Resources and Tourism; Met Dr Kimario, Director and Dr Mollel, Assistant Director, Veterinary Services, Ministry of Water and Livestock Development; Met Dr Mwatima Juma, IFAD Liaison Officer Met Mr L. Changula, Rural Development Specialist World Bank; Met Mr Lyimo, PS Ministry of Finance Met Loserian Sangale, Independent Consultant	All the team All the team All the team All the team All the team AM EB and BN
Apr 29 <sup>th</sup>	Met Mr Kaduma, Principal Livestock Economist, and Mr Melewas, Principal Veterinary Officer (Planning), Ministry of Water and Livestock Development; Met Mrs Njombe, Director, Animal Production Division Met Nicolae Ruge, Acting Ambassador and Minister Counsellor, Anne Marie Rosenlund, Counsellor and Vera Mugittu, Rural Development Adviser, Royal Danish Embassy Travel to Sua and meet relevant people	AM and EB All the team All the team AM
Apr 30 <sup>th</sup>	Met Alais Morindat IIED/RECONCILE, Met Katrien Meersman, Attache for International Co-operation, Embassy of Belgium; Jacqueline Lienard, Resident Representative, Belgian Technical Co-operation Gathering information on research in SUA, Morogoro Met Dr Muhikambele, Senior lecturer, Animal Science Met BACAS Secretariat, SUA, Met Professor Mtenga, Professor of Animal Production, SUA Attend Task Force 1 meeting in Bagamoyo Met M. Nyanza, IRTECO, Moshi Met A. Braun, Freelance Consultant Met Mr Mwashwa, Livestock Extension , MWLD	EB EB EB AM AM AM BN BN BN BN
May 1 <sup>st</sup>	Met ERETO – Robert Sillevs and Samuel to plan itinerary for Ngorongoro Summarising documents read Started writing report	EB AM and BN EB
May 3 <sup>rd</sup>	Met Mr Kileo, RAS, Arusha Met Moses Sangale, Executive Secretary, TAPHGO Met Rinus van Klinken, Co-ordinator, SNV, Northern Portfolio Team meeting to draw outline of proposal and plan Ngorongoro trip	EB and BN EB and BN EB All the team
May 4 <sup>th</sup>	Travel to Ngorongoro Met Samuel, Simon and Jackson, ERETO Management Met traditional leaders Travel to Loliondo	All the team All the team BN EB and AM
May 5 <sup>th</sup>	Met Mr Mabuga, DAS, Ngorongoro District Met Tingiwanyuma, C., DED, Ngorongoro District	EB AM

	Met Francis Shomet, Adviser to Astro Project; Met Dr Loomu, DALDO, Ngorongoro District; Met Matthew Ole Nasei – former project amanger ERETO I Met local communities in Oloirobi; Met Solomon Lengarem, Community Co-ordinator, ERETO; Met William Ole Seki, Pastoralist Council	EB EB AM BN BN BN
May 6 <sup>th</sup>	Met Mr Chauisi, Conservator NCAA; Met ERETO staff Met community in Mokoromba	All the team All the team BN
May 7 <sup>th</sup>	Met Robert Sillevs, Technical Adviser ERETO Working on briefing paper	All the team All the team
May 8 <sup>th</sup>	Met E. Singleton of Wildlife Working Group Met Edward Parokwa, PINGOs Met Hon. M. Lekule MP and Hon M. Ole Timam, MP Working on briefing paper	EB AM All the team All the team
May 9 <sup>th</sup>	Finalising briefing paper Travel to DSM	All the team AM and BN
May 10 <sup>th</sup>	Met Mr Musingi, PO RALG; Met I. Ugullumu VPO, PRS Review Secretariat Met Mr Mchome, Principal Administrative and Personnel Officer, Arusha region Met Mr. Ngigwana, RALDO, Arusha Region Talked by phone to Mr Romain, SDC, DSM Met Alais Morindat, IIED/RECONCILE	AM and BN AM and BN EB EB EB All the team
May 11 <sup>th</sup>	Debriefing meeting with RDE Debriefing meeting with Government in MNRT Met Flemming Win Olsen	All the team All the team All the team
May 12 <sup>th</sup>	Met Finn Andersen and Programme Officers, MS, Tanzania; Met Country Director and Assistant Director, CONCERN Worldwide Met Robert Sillevs, ERETO Technical Adviser Met Dr Lugye and Alais Morindat, DCI Writing report	EB EB BN EB and BN All the team
May 13 <sup>th</sup> - May 14 <sup>th</sup>	Writing report	All the team
May 15 <sup>th</sup>	Presentation of draft report to ERETO and RDE	EB
May 27 <sup>th</sup>	Submission of comments on draft report	
May 28 <sup>th</sup>	Finalisation of report comments by all the team	All the team
May 29 <sup>th</sup>	Meeting with ERETO TA to discuss comments	EB, BN and AM by phone
May 30 <sup>th</sup>	Re writing the report in the light of comments	EB
June 21st	Meeting with RDE, ERETO, IIED/RECONCILE to finalise contents of report	All the team
Aug 30- 31st	Finalising report and printing	EB

## **Appendix 5**

### **Debriefing Note For RDE and Government Ministries**

#### **Introduction**

Since 1998, Danida, in collaboration with the Ministry of Natural Resources and Tourism (MNRT), the Ngorongoro Conservation Area Authority (NCAA) and the pastoralists of Ngorongoro Conservation Area (NCA), has implemented the ERETO<sup>45</sup> Project within the NCA to reduce poverty. The two main areas of activity of ERETO have been 1) poverty alleviation through working with local communities in restocking destitute livestock keepers and 2) tackling the root causes of poverty through water development, veterinary services and increasing the local communities' capacity to engage in their own development priorities. As well as continuing the work of ERETO I, ERETO II will have an increased focus on institutions and policies that can contribute to long-term sustainability of the efforts of the project. A terms of reference was developed to see how lessons learned from ERETO I could feed into local and national policy making processes and use this as a basis for wider dialogue on policies that impact on pastoralism.

#### **Methodology**

Key methodologies used to gather information were as follows:

- Getting a picture of what was happening in the wider region of East Africa. Two members of the team attended part of a UNDP workshop on setting up a world pastoralist programme to see what could be learned from experiences in Ethiopia, Uganda and Kenya. Most of the key actors in pastoralism in East Africa in the region attended the workshop;
- In Dar es Salaam the team met relevant people in the Ministries of Finance, Water and Livestock Development, WNRT and Agricultural Sector Support Programme secretariat, World Bank, IFAD, Royal Danish Embassy, Development Co-operation Ireland, some members of the research community in SUA, Morogoro and some NGOs;
- In Ngorongoro district the team met all the relevant district leaders, the leadership of NCAA and ERETO and members of the pastoralist council, some traditional leaders, beneficiaries of 'ewoloto'<sup>46</sup> and some community members.

#### **Issues and Principles which Guided the Study team**

In putting forward their ideas the team was guided by a number of key considerations:

- Current Government of Tanzania policies, laws and guidelines – Vision 2025, National Poverty Eradication Strategy (NPES), Poverty Reduction Strategy Paper (PRSP), Tanzania Assistance Strategy (TAS), the Local Government Reform Programme (LGRP), the Agricultural Sector Development Strategy and Programme (ASDS and ASDP), the current IFAD/MWLD proposal;
- The experiences from neighbouring East African countries;
- The opportunities that exist in current government policies and laws - under the Land Acts of 1999; the potential in the current IFAD/MWLD proposal especially the setting up of pastoralist and agro-pastoralist groups; The possible potential of taking a lead from the initiative of the MNRT to have 'pastoralist management areas' similar to the wildlife management areas set up by the ministry;

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<sup>45</sup> Ereto is a Masai word meaning help, assistance or support.

<sup>46</sup> 'Ewoloto' is a Masai word meaning mutual assistance in restocking. It formed the basis of ERETO 1.



- The obvious concern expressed to the team by various government officials on the exclusion of pastoralists and pastoralism from current government debates – all ministeries spoken with asked ‘to whom do we speak if we want to consult pastoralist constituencies’. As one official said ‘we speak to those who are visible’!!.
- The need to have a national approach to dialogue on pastoralist issues as past initiatives have been perceived as too confrontational and ethnically based;
- There are a number of current and future happenings that may have an impact on pastoralists but pastoralists have no presence in Dar es salaam –where most of the policy discussions take place and decisions are made. There is also a lack of capacity to analyse what is happening.

The team was guided by a number of key principles in developing the approach:

- The need for inclusiveness rather than exclusiveness of all stakeholders including the pastoralists themselves;
- The use of what are perceived threats as opportunities e.g. the land acts offer possibilities of legally held group grazing areas, pastoralist and agro-pastoralist associations etc;
- The need to incorporate pastoralist and agro-pastoralist concerns in PRS processes;
- The need to build on what already exists and only create new structures where appropriate ones do not exist;
- The need to bring the debate from the level of perceptions to one based on solid analytical arguments.

### **Findings and Proposals**

In the light of the above considerations the team proposes the following:

#### **1. That the experiences and lessons learned from ERETO I becomes a starting point of bringing issues to national attention**

The team feels that there are lessons learned that are of national significance in relation to development planning.

- **An inclusive approach to development in pastoralist areas works.** The restocking programme was a joint effort of a number of actors – NCAA gave food, MNRT gave the legal and institutional framework, ERETO and the clan jointly contributed livestock to destitute families, traditional leaders did the selection and follow up.
- **Use of existing traditional community mechanisms as an appropriate mechanism for development projects.** The project used already existing traditional mechanisms like ewoloto for restocking, traditional leaders for selection and monitoring of selected households and the clan structure for distribution. This appears to be an effective and reliable approach to use.
- **The perception that restocking for destitute and poorer households is a workable approach for poverty reduction.** The community strongly indicated to the team that restocking has greatly helped to reduce poverty. There is currently a lack of analytical evidence to support this perception.
- **The use of community animal health workers is one way to provide services in remote and scattered communities.** This approach is now outside the current veterinary act but the project has shown that it can work and more advocacy needs to be done to answer the needs for veterinary services in remote communities.

The above are four potential lessons that the team sees could form the basis of future advocacy work. More needs to be done before these lessons can be brought to a national advocacy forum. There has been little documentation of the above and where documented it is more in the form of perceptions. There has been no analysis done on any information collected to the knowledge of the team. For advocacy work there is a need for an independent critical analysis before putting forward a practical idea for policy consideration.

The team proposes a participatory action research (PAR) approach for the lessons learned to have impact in the wider advocacy arena. The project is strong on the participatory and action part of PAR but research is missing. For example in relation to restocking there is a very strong community perception that it reduces poverty in the community but the veterinary component is a problem. As the conservator of NCAA noted the restocking went hand in hand with privatisation of veterinary services, which brought a lot of hardship to many restocked poorer families. The seed of an appropriate approach to poverty reduction in pastoralist communities has been sown but has yet to fully mature to be considered a model for replication elsewhere.

To use approaches for advocacy the following is required:

- Document the information that already exists in the community and get hard factual evidence of the impact of restocking on poor and destitute households;
- Critically analyse the information – by a person with a research background preferably from outside the project to ensure it stands up to scrutiny;
- Identify the lessons that contribute for advocacy and policy formulation;
- Package and disseminate them to the relevant authorities and advocate for their inclusion in national policy making bodies.

## **2. That potential exists at district level for policy dialogue**

Decentralisation is an opportunity for local communities to influence policies by implementing them and feeding back the results to policy making organs. This operates where there is capacity and a conducive environment. The team found very poor capacity at district level – a fact acknowledged by the DED. Currently there is no planning officer in the district – the currently incumbent is on study leave for two years and the community development officer is filling the post. The team also felt that access to land and water for pastoralists is critical for their survival and in the Nrongoro context it has become highly politicised. Every word or action is construed politically. In the light of the above and the fact that the project is in the process of moving into the district headquarters the team proposes the following two approaches to support policy dialogue:

- The use of the consultative forum that the district council has set up to co-ordinate council, donor and NGO efforts at district level. This forum could be used to develop inclusive projects for the benefits of the whole district and pastoralists in particular in the area of health, education and other service delivery. A good example exists in the Same District Education Board where SNV facilitated a process that led to its formation;
- Building up a strong district NGO/CBO network. District officials strongly perceive that NGOs and CBOs have fractured the voice of the pastoralist community rather than building up unity. The example of mutual collaboration

from ERETO could serve as a good example for district level collaboration among all the stakeholders in the future;

- Another avenue that could be used to advocate for pastoralist issues is the regional consultative council. It is expected to meet quarterly and discuss plans put forward by districts. This council can also communicate directly and influentially with various ministries as well as influence the plans and budgets of districts.

### **3. That a national pastoralist forum is set up to represent the interests of pastoralists at national level**

The team proposes the setting up of a national pastoralist forum. Two phases are envisaged in setting up the forum.

#### **Phase 1**

The following steps are proposed for phase 1:

- Prepare the groundwork for meetings at zonal and national level with a view to having a national pastoralist forum;
- Keep track of developments related to government policies eg. the proposed setting up of a meat board and the ongoing work of ASDP and the IFAD/MWLD, feed where possible into the processes and keep relevant pastoralist groups informed and wherever possible involved in what is happening;
- Scan and document the critical actors in pastoralism through out the country in preparation of zonal and national workshops. This would include the relevant government departments, the important donors, the traditional leaders in various pastoralist communities, important umbrella NGOs and various livestock producer and trader associations;
- Do preparatory work for zonal and national workshops;
- Ensure that at least two pieces of appropriate research are carried out in phase 1- one on lessons learned from ERETO I and a second study reviewing various government policies and laws touching on pastoralism to identify potential opportunities for the future.

There are four possible scenarios as to how phase 1 can be implemented;

**Scenario 1:** The work is carried out by ERETO project itself by employing a short term consultant and basing the person in DSM – the person is like an assistant to the technical adviser;

**Scenario 2:** Given the fact that IIED/RECONCILE is already working in close conjunction with the project, it is sub-contracted to do this work;

**Scenario 3:** An institution in Sokoine University of Agriculture eg. Bureau of Agricultural Consultancy and Advisory Services (BACAS) or the SUA Centre for Sustainable Rural Development (SCSRD) is subcontracted;

**Scenario 4:** That the only task taken on in phase 1 is scanning for key stakeholders for attending zonal and national workshops and organising these workshops. In this case the work could be put out to tender or any consultant could be taken on to organise the workshops.

The team proposes a combination of scenario 2 and 3. IIED/RECONCILE is already working on policy issues but is not yet legally registered in Tanzania. It has a tradition and history of working with pastoralists. SUA has legal and institutional recognition but not enough experience in working with pastoralist communities. Given the urgency of the issues outlined above phase 1 should happen as soon as possible.

## **Phase 2**

The following steps are proposed for phase 2:

- Four zonal workshops are arranged to cover the four zones of the country. The proposed zones will depend on the outcome of the scanning done in phase 1. The workshops should discuss the critical issues facing pastoralism and strategies to address them. Each workshop would select representatives to attend a national level workshop to set up the national pastoralist forum;
- A national workshop would be held to establish a national forum. The workshop would also establish the vision for the future of the forum as well as the critical issues and tasks that need to be taken on for the future. This forum would meet every year to review past progress and plan for the future. This forum setting up workshop would include senior people from key ministries, donors already involved in pastoralism, selected representatives from the four regional workshops, representatives from umbrella pastoralist NGOs, at least some traditional pastoralist leader and other stakeholders. Consideration needs to be given to the legal status of such a forum – it is suggested that it is registered as an NGO;
- It is expected that this national forum would set up a working group that would meet at least every two months or even monthly for the first year given the need for constant strategising in the light of the challenges posed by setting up a new organisation. It is proposed that this working group is located inside government – perhaps in PO-RALG or MWLD;
- It is anticipated that this working group would have a small secretariat with one person having management and administration experience and the second having advocacy experience. The ERETO technical adviser would be a technical adviser to the working group in the first year of setting up the forum. This would be reviewed after one year.

All of the activities related to phase 1 and phase 2 should be carried out in close consultation and collaboration with the technical adviser of ERETO II. The technical adviser has the policy component as part of his brief but he cannot carry out this function from his office in Ngorongoro. The team feels that other ERETO staff are very busy with activities on the ground. ERETO management indicated that they do not have the capacity to provide support to the adviser on policy issues.

It is proposed that for phase 1 SCSR and IIED/RECONCILE recruits a person who is based in SUA to carry out the tasks outlined above. It is suggested that a small ‘reference group’ or advisory committee is set up to assist the person in these tasks given the political and institutional complexities as well as the ‘newness’ of the work. It is recommended that the technical adviser to ERETO II, IIED/RECONCILE and SCSR are members of this group. Arrangements for phase 2 depend on the outcome of the national pastoralist forum.

The team sees the following key functions for the technical adviser:

- Ensure proper documentation and analysis of lessons learned in ERETO I is carried out;
- Ensure collaborative meetings at district level take place and take a lead to having an inclusive approach to addressing pastoralist issues;

- Take steps to having a district NGO network;
- At national level advise the people on the ground in developing phase 1 as outlined above.

### **Note on Research**

The absence of any analytical information or studies was one of the most striking aspects of this study. Many people spoken with also made reference to this stating that too many arguments both to support and criticise the situation of pastoralists is based on perceptions rather than hard analytical information. To address this the team proposes that:

In the short term ERETO allocate resources to:

- Critically analyse information documented in ERETO I to identify appropriate lessons that can be used for advocacy; and
- To carry out an immediate study on various government policies and laws that touch on pastoralism and see what potential opportunities exist in these for pastoralists.

In the longer term the team feels that a national pastoralist forum should seek funding for appropriate studies to bringing about a better understanding of pastoralism and assess viable options to improve pastoralists livelihoods. It is not anticipated that ERETO has to fund such studies – although they too could commission appropriate ones. DCI also has funding for studies on land, pastoralism and governance.

### **Note on Budget**

The team feels that there is adequate financial provision within the ERETO policy component for phase 1 activities. The key activities will be:

- Recruiting consultants under SUA and IIIED/RECONCILE to do the short term work proposed above. Costs would include salaries, hire of transport, office accommodation and office equipment;
- Having 4 well facilitated zonal workshops and possibly a national level workshop;
- Cost of NGO/CBO meetings in Ngorongoro district;
- Cost of two studies.

## **Appendix 6**

### **Summary Of Some Initiatives That Have Already Taken Place**

The following is a summary of some of the initiatives that have taken place in the recent past by different CSOs to ensure that matters proposing the inclusion of pastoralism in policy dialogue is given recognition.

#### **The Tanzanian Pastoralists Parliamentary Group (TzPPG)**

This initiative came out of the work of the Minority Rights Group with PINGOS. It has now developed into a group of 18 MPs from pastoralist and agro-pastoralist constituencies which has been put forward to the Speaker of the House for official registration as an association in parliament. It has a constitution which has drawn on lessons from other parts of East Africa. The Chair is a Maasai MP from Ngorongoro district and the Secretary a Mgogo MP from Dodoma.

#### **Pastoralist Civil Society Engagement around the PRS II**

This initiative brings together a substantial number of CSOs - including TAPHGO and PINGOS, with funding support from the Vice President's Office. There were two substantial reports produced, one by the Wildlife Working Group (WWG) which has a broad focus on natural resources, but with many references to pastoralism and another by PINGOS. Both were submitted to the VPOs office. In addition both were submitted to and coloured the influential submission of the NGO Policy Forum (NPF).

#### **The Tanzania Participatory Poverty Assessment (TzPPA) Topical Briefing Paper (TBP) on Rangeland Livelihoods**

Rangelands was one of the themes treated in the national PPA process. Currently PPA Documents, which are part of the PRS process, have still not been formally published. The draft PRS II refers to PPA extensively. The inclusion of a paper on rangelands was very significant since it is an official government document. It is a resource that should therefore be actively used and referred to on any paper on pastoralist policy.

#### **Some Other Initiatives**

A number of NGOs and donors met at Ngaramtoni Training Centre on two occasions and had extensive discussions on how to advance the pastoralist agenda for inclusion in policy dialogue. Other NGOs particularly PINGOs and Haki Ardhi have for a long time been in dialogue with different arms of the government in relation to land issues as they pertain to pastoralists. Tanzania Pastoralist and Hunter Gatherers Organisations (TAPHGO) have carried out two study tours to Botswana and Kenya. The Wildlife working group (WWG) have been engaging with the Ministry of Natural Resources and Tourism in relation to the Wildlife Act.

## Appendix 7

### Note on IIED/RECONCILE Project

The IIED/RECONCILE programme is the 1<sup>st</sup> phase of a longer-term strategy (15-20 years) aimed at contributing to the emergence of a strong and independent pastoral civil society, capable of influencing the design and implementation of policies to improve pastoral livelihoods. The programme works with a coalition of 19 pastoral organisations, NGOs and projects in East Africa, whose main focus is on improving pastoralists' ability to manage rural service delivery and/or understand the institutional context in which they find themselves. The IIED/RECONCILE programme brings an added-value to these initiatives by specifically helping pastoral people to better understand and ultimately contest the overall policy framework regulating their livelihood systems, and the underlying forces that keep them in poverty and on the margins of society. By addressing the political and social dimensions of pastoral self-determination, the programme enables pastoral groups to identify their own solutions and to intervene more effectively on policy issues that are crucial for them. Furthermore, by ensuring that this understanding is directly targeted to the grassroots, the programme will help trigger internal processes of accountability, as local people start to understand the issues and demand more democratic control over their associations.

In phase 1, the programme is addressing the problem of external ignorance and prejudice, in order to create a favourable environment for the promotion of pastoral self-determination. Activities focus on developing the skills of partners:

- To understand the dynamics of pastoral systems in East Africa in relation to the prevailing development and institutional paradigms in order to help them define more appropriate policies. Activities include: the design and implementation of a generic training course on pastoralism and policy, and its subsequent adaptation to local contexts and for use in universities, polytechnics, technical colleges and other seats of learning within the region.
- To understand on-going processes of change occurring within pastoral areas or that impact on pastoral livelihoods. Activities focus on collaborative action-research on issues of regional significance (e.g. tenure implications of water development in pastoral areas, the economics of pastoral land use, mediation and conflict management, cross-border movements), and the adaptation of research tools to enable pastoral groups and other partners to carry out their own policy-oriented research.
- To carry out policy-oriented advocacy and peer-group learning in the region and beyond. Activities include: pastoral policy website, dissemination of information in different media ranging from publications to an audio-cassette series, material for local, national and international radio broadcasts, newsletter, exchange visits, workshops and meetings.

Phase 2 will extend the process developed in Phase 1 and build the capacity of pastoral groups to promote - among their members - greater understanding of the dynamics of pastoral livelihood systems in relation to the policy environment. The programme will help partners design and implement tools and methods ensuring that local people, rather than those outside the system, frame the context in which this analysis takes place. Activities will also focus on "institutionalising" knowledge on pastoralism and generated within the programme within the formal education sector.

Phase 3 will see the gradual emergence of a strong and viable pastoral civil society, particularly in those areas in which the programme and its partners have been most active. Our hypothesis is that a process of informed debate at the local level will trigger internal demand for change. The aim is to ensure that activities conducted in Phase 2 are as broadly based as possible, fostering the emergence of a critical threshold of well-informed pastoral people.



**Appendix 8: Operation Plan of Action for Phase 1**

	Aug	Sept	Oct	Nov	Dec	Jan	Feb	Mar	Apr
<b>Finalisation of study report</b>	x								
<b>Steering committee meeting</b>		x							
<b>Setting up of SC sub committee</b>		x							
<b>SC sub- committee meeting</b>			x	x	x	x	x	x	
<b>Recruitment of staff</b>			x						
<b>Staff in place</b>				x					
<b>Making contacts with govt to find out what is happening</b>				xx					
<b>Scan of stakeholders</b>				xx					
<b>ERETO ‘lessons learned’ study</b>					xx				
<b>Results of studies – scan of stakeholders</b>					x				
<b>Results of policy study</b>					x				
<b>Preliminary results of lessons learned</b>						x			
<b>Start arrangements for W/shops</b>					xxxx				
<b>Arranging and holding Workshop</b>					xx				
<b>Select Facilitators</b>					xx				
<b>Coastal zone</b>						xx			
<b>North-central zone</b>							xx		
<b>Lake zone</b>							xx		
<b>Southern zone</b>								xx	
<b>Preparation for national workshop</b>								xx	
<b>Holding of National workshop</b>									xx
<b>District Consultative workshops</b>			x						
<b>District NGO/CBO workshops</b>				x			x		

**Appendix 9  
Logframe for Phase 1**

<b>Narrative Summary</b>	<b>Objectively Verifiable indicators</b>	<b>Means of Verification</b>	<b>Assumptions</b>
<p><b>Overall Objective</b> To reduce the marginalisation and vulnerability of the pastoralist community</p>			
<p><b>Specific Objective</b> To ensure that pastoralists have influence in policy making processes</p>	<p>The rights of pastoralists are accommodated into current policies and laws – beef industry act and livestock policy</p>	<p>Copies of final policy statement and beef industry act</p>	<p>The elections of 2005 will not unduly affect the process; That the process will not have moved too quickly i.e. the policy will have been finalised before the forum is organised</p>
<p><b>Outputs</b> Pastoralists are organised and equipped to engage in national policy making processes affecting their livelihood</p>	<p>A national pastoralist forum set up;  At least two pieces of relevant research will have been carried out; Engagement will policy making processes will have started</p>	<p>Copy of workshop report Copy of declaration to set up forum  Copies of research reports Monthly update reports on progress</p>	<p>Resources will be available to carry out all the steps to set up the forum Skilled facilitators available and able to pull together the diverse ideas likely to emerge Suitable researchers available Suitably qualified person available to run the temporary secretariat</p>

<p><b>Activities</b>  See plan of action for details;  All the necessary steps to have zonal and a national workshops;  - Scan to identify the key stakeholders;  - Select participants;  - Identify venues and facilitators  - Hold zonal workshops;  - Arrange national workshop;  - Get good facilitators;  - Ensure the steps are taken to have a national pastoralist forum</p> <p>Research commissioned;  Ensuring the research takes place;  Identifying key ministries for current policy dialogue;  Finding out current status of policies affecting pastoralists;  Take steps to engage with the process where possible</p>	<p><b>Budget</b>  For phase 1 approximately 125 m Tshs</p>		
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