

# **NGORONGORO PASTORALIST PROJECT**

## **REPORT ON**

### **CAPACITY NEEDS ASSESSMENT ON COMMUNITY BASED ORGANISATIONS, NGORONGORO DISTRICT COUNCIL AND ERETO II PROJECT**



**JULY 2005**

**MS-TRAINING CENTRE FOR DEVELOPMENT COOPERATION**

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## ACRONYMS AND ABBREVIATIONS

ACORD	-	Agency for Cooperation and Research in Development
BUDEA	-	Butemina Development Association
CBO	-	Community-Based Organisation
CDW	-	Community Development Worker
CAN	-	Community Needs Assessment
CPF	-	Community Participation Facilitator
DALDO	-	District Agriculture and Livestock Development Officer
DANIDA	-	Danish International Development Agency
DED	-	District Development Director
DC	-	District Commissioner
DCDO	-	District Community Development Officer
DMO	-	District Medical Officer
DPLO	-	District Planning Officer
DWE	-	District Water Engineer
ERETO – NPP	-	ERETO Ngorongoro Pastoralist Project
FCF	-	Full Council Forum
FGM	-	Female Genital Mutilation
HIV/AIDS	-	Human Immunno-Virus/Acquired Immunno Deficiency Syndrome
IIED/RECONCILE	-	International Institute for Environment and Development/ Resource Conflict Institute
JPT	-	Joint Planning Team
LADO	-	Laramatak Development Organization
LANAESO	-	Lake Natron Anthropological and Environmental Society
MEDICOS DEL MUNDO	-	Doctors of the World
MS-TCDC	-	MS Training Centre for Development Cooperation
MNRT	-	Ministry of Natural Resources and Tourism
MWLD	-	Ministry of Water and Livestock Development
NCA	-	Ngorongoro Conservation Area
NCCA	-	Ngorongoro Conservation Area Authority
NDC- NDDP	-	Ngorongoro District Council/ Ngorongoro District Development Programme
NDC	-	Ngorongoro District Council
NGO	-	Non-Governmental Organisation
NGOPADEO	-	Ngorongoro Pastoralist Development Organization
OOD	-	Opportunities and Obstacles to Development
PALISEP	-	Pastoralist and Livestock Services Project
PORALG	-	President's Office, Regional Administration, and Local Government
PC	-	Pastoral Council
PIAs	-	Project Implementation Agreements
PIU	-	Project Implementation Unit
PSC	-	Project Steering Committee
PWC	-	Pastoral Women Council
RDE	-	Royal Danish Embassy
TTCL	-	Tanzania Telecommunications Company Limited
UCRT	-	Ujamaa Community Resource Trust
UNESCO	-	United Nations, Scientific and Cultural Organisation
VEO	-	Village Executive Officer
VETAID	-	Veterinary Aid
WEO	-	Ward Executive Officer

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## EXECUTIVE SUMMARY

- 1 Ngorongoro District, one of the five districts of Arusha Region, Tanzania, has abundant natural resources (wildlife and natural forests), with pastoralism as the main livelihood activity of the people of the district. Thus improvement of pastoralism and poverty reduction are key to sustainable development in the district. But given that the district is vast, sparsely populated, and with limiting infrastructure, the most viable and fastest way to reduce rural poverty, and improve on local governance is to focus simultaneously at the village and district levels, because they are critical levels in local government.
- 2 The national framework for participatory planning and budgeting and the opportunities and obstacles approach to planning at the village level supports a bottoms-up approach to development planning and acknowledges the role and responsibilities of civil society and the private sector. ERETO II should seize the opportunity to promote private-public associations, networking and increase the roles and responsibilities of the civil society at the village level to promote demand-driven development, improve transparency, accountability, and bring about good local governance.
- 3 Given the stated weaknesses of the key ERETO II partners: NCAA/PC, IIED/RECONCILE, and NDC especially at the grassroots level, and the need for integrated and participatory planning in the district, ERETO II management structure may have to change to accommodate the formation and development of alliances with CBOs and local NGOs at the village level, in order to strengthen its capacity to deliver on its objectives as fast as possible. In this respect ERETO II may have to think of signing Project Implementation Agreements with a number of CBOs and NGOs.
- 4 Capacity building in the district should follow a two-pronged approach that is; district level capacity is build simultaneously with grassroots capacity, because this is relevant to the quick achievement of ERETO II objectives. This means; poverty is identified, strategies to reduce it are development, applied, and the results can be seen within the stated project framework. For at the end of the day ERETO II should demonstrate that capacity was built, it was relevant to poverty reduction, and that poverty reduction actually took place due to capacity building

# **1 INTRODUCTION**

## **1.1 District background**

Ngorongoro district is one of the five districts of the Arusha region with a land area of about 14,036 sq Kms. The 2002 national census puts the district population as 129,776 people with an average household size of 5.

The District has 3 administrative divisions, 14 wards and 43 villages. The administrative divisions are: Ngorongoro that covers about 59% of the district, and is managed by the Ngorongoro Conservation Area Authority (NCAA), Loliondo and Sale that make Loliondo Game Controlled Area (LGCA). Pastoralism, tourism, and game hunting are the key economic activities of the district, and because of the big wildlife population, especially wildebeest in the district and limited animal disease control facilities, animal diseases are a big challenge to the productivity of pastoralism.

The District has abundant wildlife resources, several forest reserves, and neighbours the Serengeti National park. The Ngorongoro Conservation Area (NCA) is a UNESCO World Heritage Site and Biosphere Reserve, and a multiple land-use area managed by Ngorongoro Conservation Area Authority (NCAA) to promote the three principles of integrated conservation and development: conservation of natural resources, tourism and human development. NCA covers more than half of the District (8,300km<sup>2</sup>).

The remaining land area (approximately 5,700 km<sup>2</sup>) in the District is designated to Loliondo Game Controlled Area, with several hunting blocks, forest reserves, as well as the RAMSAR wetlands conservation site of Lake Natron.

There is also some rain-fed and irrigated agriculture, which is practiced within 20% of the 50,000ha (about 3.6% of the district land mass) or so of arable land available in the district.

The infrastructure of the district is quite limited. There are 525 kms of roads of which 325 kms are gravel (all seasons), and 200 earth roads (difficult during the rainy season). Telecommunication is by land landline (TTCL) to District headquarters Loliondo, and to

the Ngorongoro Conservation Area Authority (NCAA) headquarters, and through wireless radio system to other areas of the district, mobile telephone services are limited in the District, except within a radius of 100 Kilometres around the Ngorongoro Conservation Area (NCA), and mainly by Celtel.

There are 17 dispensaries in the district. Six of them are private, two hospitals at Endulen and Wasso managed by Catholic Diocese of Arusha. The Wasso hospital at Loliondo is the largest health institution in the district. The population per dispensary is 5,154 people, with one dispensary serving an area of 826 sq kms.

There are about 2,850 primary schools; meaning one primary school per 439 km.

Water supply in the rural area is through dams, waterholes, boreholes, shallow wells and springs. Urban water to Loliondo comes from Wasso spring piped water scheme. About 35% of the rural population has access to clean water within 5 kms and about 37% of the population uses simple toilet facilities.

## **1.2 The District development planning process**

Ngorongoro District Council, who are the facilitators of development in the district on behalf of the central government, work within the local government reform programme of Tanzania. The reform programme seeks to decentralise rights and responsibilities from the central government to the district, and through the district to the village. Within this framework districts are supposed to offer or help to establish mechanisms that are supportive of the poorer, more vulnerable and institutionally weaker sector of the village community. They can do this through activation of village-based processes of formulation of secondary legislation (by-laws) and associated agreements, to enable them access support from donors, and willing private sector actors for the purpose of advancing socio-economic and other development within their areas of jurisdiction.

The development planning framework that is supposed to actualise the key tenets of the local government reform programme, is known as ***the national framework for participatory planning and budgeting***, within this framework, development planning in the district starts at the sub-village level, then proceeds through the village and ward level and finally at district level.

The development planning framework emphasises the point that participatory planning and budgeting should be seen first and foremost as a process for internal sourcing, for individuals, groups and communities to organise for activities that they themselves want to implement. It should not be seen as a tool solely to solicit resources from external agencies. In facilitating this process district council staff should assist villagers to think systematically about their problems and possible solutions without influencing participants in priority setting.

In light of the local government reform programme, it is envisaged that where the local authority (read: District Council) falls short in terms of expertise and financial resources in implementation of development responsibilities, donors and NGOs can supplement it. It is thus noteworthy to understand that in the eyes of the District Council, ERETO II facilitation assistance especially if delivered through the District Council, will be extension of Donor support into the District development Kit. At the point where ERETO II joins the district council it will essentially cease to be an entity that can influence the district council to change drastically especially if that change is unpopular with the elite players at the district level. For example policy dialogue to improve good local governance and accountability will be less effective if ERETO is seen as a part of ineffective and inefficient District Council by the local people.

### **1.3 The ERETO II project**

The ERETO – NPP was initiated in Ngorongoro Conservation Area (NCA) in 1998. It was and still is a bilateral programme between the Royal Danish Government and the Union government of Tanzania. The overall objective for ERETO 1 (1998-2003) was “improved livelihood of the pastoralists in the NCA through increased livestock productivity, better land-use and conservation”.

ERETO I had four immediate objectives:

- Poverty reduction and improved living conditions among the Maasai in NCA, through strengthening pastoralist organisation and re-vitalisation of the traditional, clan-based mutual support system of “Ewoloto”;
- Established private operated veterinary services;
- Rehabilitated pastoral water supply system for human and livestock and construction of new water points, and improved range management; and
- Continued organisation of women groups



The project was implemented through a project team and field staff focusing specifically on working with communities and strengthening community institutions at ward and village level.

Following mid-term review and appraisal of ERETO I in November 2000, it was recommended that the project should be continued into another phase due to the apparent success in achieving its objectives. ERETO II which was meant to be similar, in technical terms to ERETO I, has three differences with its predecessor:

- Focus on policy dialogue;
- Expansion into the greater Ngorongoro district and including the Ngorongoro District Council as a new project partner; and
- Inclusion of additional target groups at the community level.

The overall vision of ERETO II (2003 – 2008) is to sustain and develop pastoralism as a livelihood contributing to poverty reduction. The project vision also includes the aspect of pastoralists being able to live in a positive relationship with wildlife, tourists and agriculturists. It is important that these relationships are characterised by synergy rather than conflict and that pastoral and agricultural communities engage in constructive dialogue on land and water use.

ERETO II differs from the first phase of ERETO I since it seeks to involve more Government institutions and stakeholders, covering a larger geographical area and making use of a more process-oriented approach.

ERETO II has the overall development objective of “ sustainable development and poverty reduction among the pastoralist communities in Ngorongoro District supported by policies and institutions at all levels”. It has five outputs:

- Improved water resource management;
- Improved animal health;
- Improved livelihoods;
- Improved institutional capacity; and
- Increased policy dialogue

ERETO II project is governed by a Steering Committee which has the overall mandate to oversee the implementation of the project as described in the Phase II Project Document. All stakeholders and partners are represented in the committee. The committee is formed by Ministry of Natural Resources and Tourism (MNRT), President's Office, Regional Administration and Local Government (PORALG), Ministry of Water and Livestock Development (MWLD), Royal Danish Embassy (RDE), Ngorongoro Conservation Area Authority (NCAA) and Pastoral Council (PC), District Authority (DC Chairman and DED) Regional Administration, two community representatives, and the Project manager (who is secretary to the committee). MNRT is identified to chair the first half of Phase II. The Steering Committee meetings are conducted twice yearly.

In order to address the cross-cutting issues of HIV/AIDS threat, empowerment of women and youth, conflict management and policy dialogue increased focus during ERETO II will be on mutual support and empowerment. Support will be given to the improvement of institutional and policy framework for poverty reduction amongst pastoralists. The implementation strategy will be process oriented, building on facilitation and participation. The project goals and strategies of poverty reduction are in accordance with the Tanzanian Poverty reduction Strategy Paper.

#### **1.4 Project Implementation Strategy**

ERETO II will continue using the highly participatory approach and build on the valuable field experiences of ERETO I with emphasis on further development of methodologies and monitoring.

ERETO II will subcontract specific project components to qualified NGOs such as ACORD, RECONCILE/IIED, VETAID and other partners like NCAA, NDC and PC. Involving more partners is complex and requires coordination and if need be downsizing the involvement of partners whose performance is not satisfactory is essential.

A pre-requisite to fulfilling this vision is the building of pastoralist institutions with the capacity to articulate their problems and negotiate with authorities and other stakeholders with a high degree of legitimacy and transparency. ERETO II is supposed to bring together relevant stakeholders to fight poverty, improve livelihoods of the residents of Ngorongoro district. This is to be pursued in cooperation with NCAA, The district council, and local level actors. Thus the need for a capacity needs assessment of Ngorongoro District Council, and other key actors in the district.

## **2 METHODOLOGY AND TERMS OF REFERENCE**

### **2.1 Objective of the capacity needs assessment**

According to the terms of reference, the revised objectives 2005, and as discussed with the project manager were:

- To develop the capacity needs assessment (CNA) methodology and approach including the CNA instruments;
- To carry-out the CNA to assess the capacities of different partners in relation to the different components that Ereto II envisages to achieve using different partners; and
- To write and submit a report of findings and recommendations on the CNA to ERETO II management.

The consultant was expected to specifically:

- Review the available job descriptions of the staff of ERETO II and see whether they are in conformity with the objectives of the proposed programmes and suggest additional training needs for more efficient implementation of those objectives;
- Determine what capacities NGOs and CBOs need in order to fully undertake activities that are assigned to them in the implementation of ERETO II project objectives;
- Study the extent to which the different actors work together and how their cooperation can be enhanced; and
- Assess the capacity needs Ngorongoro District Council departmental staff

## **2.2 The methodology of the assessment**

The consultant conducted a two days desk study of available literature and documentation, followed by individual interviews in Ngorongoro Conservation Area. The consultant then travelled to Loliondo district headquarters and from there spent six days visiting and discussing with the various CBOs, local NGOs, and the district council departmental staff on their capacity gaps and what they think can be done (Appendix 1 for the full itinerary of the consultancy).

The interviews and focus group discussions were conducted in semi-structured manner, the key areas that were covered during the interviews were (see Appendix II for a list of those interviewed):

- Mandate or mission of the department or organisation;
- Poverty reduction focus of the department or organisation;
- Achievements in the last three years;
- Main challenges in the area of work;
- Possible present and future collaboration with ERETO II; and
- Training needs of the staff of the department or organisation.

After the field work, there was a two-days stakeholder workshop to fine tune the field findings and also to analyse the strengths, weaknesses, opportunities, and threats of the key ERETO II partners (NCAA, PC, IIED/RECONCILE, NDC)

### **3 ERETO II OFFICIAL PARTNERS, THEIR STRENGTHS, WEAKNESSES, OPPORTUNITIES AND THREATS**

One of the key pillars of ERETO II is that it has signed project implementation agreements (PIAs) with a number of partners considered to be kingpins in its operations within Ngorongoro district. These partners are: Ngorongoro Conservation Area Authority (NCAA) together with the Pastoral Council (PC); Ngorongoro District Council (NDC); and the International Institute for Environment and Development and Resource Conflicts Institute – Kenya (IIED/RECONCILE).

A key requirement for an efficiently working successful partnership is that; the partners share the same vision, values and commitment to their working relationship so that they are not seen to contradict each other in their operations. ERETO II has the vision of: *sustained and developed pastoralism as a livelihood system contributing to poverty eradication in Ngorongoro District*. It believes in the values of popular participation, effective representation, transparency, accountability, increased pro-poor dialogue, and the right to self-determination. Looking at the key partners as identified (*see tables 1, 2, 3 and 4 for what stakeholders said were the strengths, weaknesses, opportunities, and threats of the key partners, and what ERETO II should do*), and based on documented evidence in the ERETO I progress reports, it is a bit doubtful whether the partners except IIED/RECONCILE have the gist of the true meaning of all the values ERETO II holds as dear and key to realisation of its vision.

#### **3.1 Ngorongoro Conservation Area Authority /Pastoral Council (NCAA/PC)**

One of the partners NCAA/PC is actually seen as two in one although the project implementation agreement talks of the NCAA and PC as one and the same. The Pastoral Council although established under the NCAA ordinance, sees itself as separate because it is expected to push for the rights of the local Maasai communities living in Ngorongoro Conservation Area (NCA) vis-avis the working of Ngorongoro Conservation Area Authority (NCAA). It is a bit tricky how one is supposed to act as checks and balance for the other when both of them belong to the same creation. This has meant that the local people see the Pastoral Council (PC) as an instrument of the NCAA to contain them, their interests and influence, but not to safeguard them. Being seen as a double-person has limitation as to how the pastoral Council can be effective

as a peoples' representative. In fact the continuous demand that the PC be restructured stems from the realisation that as it is now it may never be an effective partner of ERETO II. One of the key concerns from the view point of the local communities, is that elected people (the MP and councillors) are supposed to represent them in the PC, and yet their political mandate and that of the Pastoral Council may clash from time to time. The local people insist that if elected people have to be part of the Pastoral Council, then they need to go back again to the people to get this mandate, and not to assume it, given the multiparty nature of Tanzanian politics.

### **3.2 Ngorongoro District Council (NDC)**

The Ngorongoro district Council is seen as wasteful and ladled with mismanagement by the local people. It was consistently claimed during the community needs assessment exercise that it receives a lot of money from private hunters, tourist service operators, the central government, the Austroproject, the Ngorongoro Conservation Area Authority (NCAA) and the central government, and yet they can not effectively account for how they use the funds year after year. It is the legal government representative in the district responsible for facilitating development and ensuring that government policy is well understood and implemented, but it has a serious credibility gap in the eyes of the local communities. Thus as a key partner this perception and negative image needs to be addressed before it can be seen by the local people as their representative.

The argument is that the local people see the only way out for them to realise the benefits of ERETO II approach to development is for ERETO II to work with the local groups (women and youth), CBOs, and NGOs to develop a critical mass of service utilisers groups and individuals at the grassroots that will demand and drive development from below. In fact whereas they see this as Demand-Driven Development (DDD), they profess that more often than not they see Ngorongoro District Council involved in "Per-diem Driven Development (PDD), where the council staff and officials are more concerned about how much they get as per-diem allowance when they attend meetings, seminars, and training and least concerned about what happens to the development of the local communities, they purport to represent.

### **3.3 IIED/RECONCILE**

The IIED/RECONCILE is seen as essentially a Kenyan organisation that is sometimes far removed to understand the local development agenda and power-play. The locals feel that although IIED/RECONCILE may share the same vision and values with ERETO II, political and geographical distances may be limiting on its part as an effective partner. The local people suggest a two-prong approach to the partnership issue. They suggest that ERETO II should focus on Ngorongoro District Council (NDC) needs and grassroots needs simultaneously, so that as it builds the capacity of NDC staff and officials (Departmental staff, Ward Executive Officers - WEOs, and Village Executive Officers - VEOs), it also with more vigour addresses the capacity needs of grassroots groups, CBOs and NGOs. This they see as a good way to ensure that the capacity to hold the Ngorongoro District Council (NDC) accountable for good local governance, and pro-poor development is enhance simultaneous with the capacity of the Council to deliver the necessary goods and services to the people. In fact given the fact that ERETO II has only three years to go, may be more focus should be on the grassroots groups, CBOs and NGOs, to improve transparency, accountability, and pro-poor dialogue in the shortest possible time.

**Table I The Strengths, Weakness, Opportunities of Pastoral Council**

Strengths	Weaknesses	Opportunities	Threats	What ERETO II should do about the Weaknesses and Threats
<p>It is a community organ: brings different community structures together; Ilaigwanak, Councillors, Village council</p> <p>Implements and supervises general community development with Ngorongoro Conservation Area (NCA)</p> <p>Has some legal mandate within the NCA ordinance</p> <p>Has a development plan for 5 years waiting to be implemented</p> <p>Networks with other pastoralist civil society organisations within Ngorongoro District and outside</p> <p>The only legally mandated representative of the communities within Ngorongoro Conservation Area (NCA)</p>	<p>Existence is dependent on NCAA, that is the budget for operations solely comes from NCAA, and it has to be approved by the NCAA board of Directors</p> <p>Decisions on the fate of the community are subject to NCAA scrutiny</p> <p>It is confined within the NCA</p> <p>Works as an advisory tool, and its composition is tilted in favour of the government not the local people</p> <p>Inability to utilise natural resources for the benefit of the communities</p> <p>Inability to negotiate other projects without NCAA consent</p>	<p>It can be entrusted with community interests if restructured</p> <p>It has linkages with other pastoralist civil society players within the district, country and region</p>	<p>Perceived as an Arm of NCAA (safeguards the interests of NCAA, and not the community)</p> <p>Restriction of the movement within NCA</p> <p>Capacity of the pastoral communities within Ngorongoro Conservation Area (NCA) to agitate for their rights is low</p> <p>The management structure of NCAA is limiting on the Pastoral Council</p>	<p><b>Weaknesses:</b></p> <p>Initiate/facilitate dialogue with national and international human rights activists on the rights of pastoralists within NCA</p> <p>Encourage the extension of PC to other parts of the district other than NCA</p> <p>Encourage restructuring to reflect community concerns</p> <p><b>Threats:</b></p> <p>Influence the amendment of the NCA ordinance to address community concerns</p>



**Table 2 The Strengths, Weakness, Opportunities of Ngorongoro Conservation Area Authority (NCAA)**

Strengths	Weaknesses	Opportunities	Threats	What ERETO II should do about the Weaknesses and Threats
<p>Has legal mandate for integrated conservation and development within NCA</p> <p>Can attract donors through the Ministry of Natural Resources and Tourism (MNRT)</p> <p>They are members to ERETO II Steering Committee</p>	<p>The NCAA ordinance is outdated (colonial time)</p> <p>There is a conservation bias against human development</p> <p>Unbalanced distribution of income from tourism</p> <p>Institutional capacity is weak</p> <p>Communities at the grassroots are not well involved in NCAA decision-making processes</p>	<p>It has fairly guaranteed income</p> <p>Has the mandate to formulate conservation and human development policies and plans for the NCA</p> <p>It is a world heritage site</p> <p>Has abundant wildlife and enough human population to improve on conservation and social welfare</p>	<p>NCAA is not an autonomous entity, depends a lot on the central government</p> <p>Over-dependence on tourism as a source of income</p>	<p><b>Weaknesses:</b></p> <p>Facilitate Policy Dialogue to address the weaknesses in the Ngorongoro Conservation Area Authority ordinance</p> <p>Facilitate awareness and training on existing policies and laws and how they impact on pastoralism</p> <p><b>Threats:</b></p> <p>Support advocacy work of CBOs, NGOs within NCA on pastoralist rights and development</p>

**Table 3 The Strengths, Weakness, Opportunities of Ngorongoro District Council (NDC)**

Strengths	Weaknesses	Opportunities	Threats	What ERETO II should do about the Weaknesses and Threats
<p>The Government's legal representative in development facilitation in the district</p> <p>Has links to the community through ward executive officers and village executive officers</p> <p>It is a development reference point for other actors</p> <p>Has some skilled technical staff</p>	<p>It has per diem mentality and per diem driven performance</p> <p>Poor proactive planning and coordination</p> <p>Poor monitoring and feedback</p> <p>The councillors as people's representatives have very limited power to control the Council</p> <p>Poor professional skills and accountability</p>	<p>Direct link to central government through the capital grants programme</p> <p>Clear administrative structure</p> <p>Can develop and apply by-laws for the local development</p> <p>It is in charge of the Local Government Reform Programme, and the opportunities and obstacles to development planning approach</p>	<p>Poor infrastructure in the district</p> <p>Conflicting legal framework especially on wildlife, land resources and pastoralist development</p> <p>Inadequate control of the resources in the district, all the district is either game controlled areas (41%) or within NCA (59%)</p> <p>Bureaucracy and corruption within its ranks</p>	<p><b>Weaknesses:</b></p> <p>Facilitate capacity building of the departmental staff</p> <p>Help in equipping the district headquarters, ward offices, and village level</p> <p><b>Threats:</b></p> <p>Facilitate improved policy dialogue for transparency, accountability and pro-poor strategies</p>

**Table 4 The Strengths, Weakness, Opportunities of IIED/RECONCILE**

Strengths	Weaknesses	Opportunities	Threats	What ERETO II should do about the Weaknesses and Threats
<p>Regional organisation with strong international links through IIED</p> <p>They are using ERETO I experiences for advocacy within the pastoral civil societies of eastern Africa</p> <p>Helping ERETO II to develop its policy dialogue component</p>	<p>The geographical distance between their office in Nakuru – Kenya and Ngorongoro district. They have a coordinator in Tanzania but no office</p> <p>Regular follow up are difficult to implement</p>	<p>Through networking, there is a lot for experience sharing through IIED and RECONCILE</p> <p>DANIDA is funding the support to pastoral civil society training programme in Eastern Africa, based at MS-TCDC, Arusha, thus contributing to policy dialogue and improvement within the region.</p> <p>ERETO II can use this avenue for promotion of policy dialogue</p>	<p>Policy work in Tanzania always seen as politics</p> <p>Perception that IIED/RECONCILE is a Kenyan organisation</p>	<p><b>Weaknesses:</b></p> <p>Increase communication through E-mail, more meetings, and more mutual visits</p> <p><b>Threats:</b></p> <p>To create awareness that ERETO II does not make policies or laws but only highlights policies and laws that impact negatively on pastoralism as a way of life for the majority of the people in the district</p>

## **4 PARTNER CAPACITY GAPS AND SUGGESTED SOLUTIONS<sup>1</sup>**

The community capacity needs assessment was premised on the experience and observation that there exists capacity gaps within identified and potential ERETO II partners, collaborators, and development associates that ERETO II needs to understand, and where applicable deal with in order to achieve its stated goals/objectives. ERETO II is focusing on five outputs: water resource management; improved animal health, improved livelihoods; and institutional capacity support within Ngorongoro district. The capacity needs identified through literature review, interviews and discussions are as presented here below; first at the district level; in terms of district capacity needs and district technical/training needs, then the village level as village level capacity needs; and finally CBO/NGO capacity needs (see Appendix III for case studies of a typical CBO, local NGO, and District Council technical department). The capacity needs are presented in the five areas of focus for ERETO II, except for district training needs, and CBO/NGO capacity needs that were difficult to categorise because they are crosscutting.

### **4.1 District Level**

#### **4.1.1 District capacity needs**

##### ***Improved livelihoods***

- Development of district policy on the promotion of small and medium enterprises
- Identification of local business service providers, maybe encouraging CBOs and local NGOs to get into this
- Assistance in the creation of private sector forum
- Assistance in developing small credit programmes within the district
- Conducting business training for development facilitators in the district
- Formation of community tourism groups within the district to improve community income and benefits from tourism
- Development of a comprehensive district sub-strategy on HIV/AIDS
- Community awareness and empowerment campaign on HIV/AIDS through the education and community development sectors

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<sup>1</sup> The capacity needs discussed here are mainly from three sources: the Austro project documentation (2002 to 2004); Oxfam GB work in the district; and the authors' personal interviews, discussions, and analyses with key people in the district during the Community Needs Assessment exercise.

- Support to HIV/AIDS through preventive measures, testing and counselling, drugs and research
- Policy advocacy support to create the necessary policy and legal framework for district to deal with HIV/AIDS

### ***Institutional Capacity support***

- Improvement of the office infrastructure and working environment at the District council headquarters
- Installation of communication equipment in remote areas
- Skills training for relevant council staff
- Linking training plan to other output skills requirements and the District council's institutional learning and development

### ***Improved Animal Health***

- Animal disease control through vaccination and use of acaricides
- Purchasing of immunisation equipment
- Establishing CAHW services and training of para-vets and extension staff
- Tsetse fly control
- Linking with private sector for service provision

### ***Water Resource Management***

- Development of a comprehensive district water management strategy
- Conservation and rehabilitation of existing sources and schemes
- Training of specific water user groups in the district
- Assistance in development of alternative water sources through water harvesting technologies
- Assistance in constructing dams, water-holes, wells, boreholes etc
- Assistance in co-opting the private sector into water resource development efforts of the district

### ***Policy dialogue***

- Development of a district policy advocacy strategy involving the district council, private sector, and civil society actors in the district
- Promotion of people based policy development and implementation processes, where policy formulation is not seen as separate from policy implementation; thus different levels of social structure: village, district and national levels are actively involved in formulation as well as implementation of their relevant parts/pieces of the policy. And that, there is encouragement of dialogue between all actors in the policy arena
- Facilitation of the policy formulation, dialogue, and implementation debate and action
- Development of information flow and management system in the district to support the policy dialogue
- Development of advocacy options and strategies to support the local government reform programme, the opportunities and obstacles approach to development planning; and community activities aligned to Tanzania Social Action Fund.
- Promotion of good local governance through civic education, and creation of critical social awareness to address gender involvement, transparency, accountability, democracy, human rights and poverty reduction.

#### ***4.1.2 District Council technical services training needs***

These are capacity needs of the various technical departments of the district council that need to be addressed through training. It is important to note that the technical wing of the district council is seen as being represented by departmental staff and council administrative staff such as Ward Executive Officers and Village Executive Officers

It is difficult to breakdown these needs into the five areas of ERETO II focus since most of the skills, knowledge, and skills needed are cross-cutting, thus they will be grouped together based on the level of the technical staff, i.e., district, ward and village.

### ***District level council departmental staff***

- Basic computer skills, e-mail and internet
- Financial management skills
- Development management, proposal writing and fundraising skills
- Team building and conflict management
- Participatory development methodologies
- Community poverty reduction approaches
- Policy advocacy skills
- Gender mainstreaming and environmental conservation
- Development facilitation skills
- Report writing and record keeping

### ***Ward Executive Officers and Village Executive Officers***

- Leadership and participatory development skills
- Community poverty reduction approaches
- Policy advocacy skills
- Gender mainstreaming and environmental conservation
- Financial management skills
- Development facilitation skills
- Report writing and record keeping

## **4.2 Village capacity needs**

The needs here are presented in the five areas of ERETO II focus. No attempt has been made to separate them into each village's needs or into priority order based on villages. The reasons are; first the community needs assessment team did not have adequate time to do so without making the exercise hypothetical, two; the priority listing for each village can be obtained quickly by any one interested in working in a particular village, and three; ERETO II need only the main needs within the village level community and not a shopping list from every village, that it will do very little about even after creating the attendant great expectations associated with trying to solicit every need from villages and villagers.

### ***Improved animal health***

<b>Capacity need</b>	<b>Proposed solution</b>
<ul style="list-style-type: none"><li>• Control and management of animal diseases</li><li>• Need for veterinary drugs services</li><li>• Need for livestock disease extension services</li></ul>	<ul style="list-style-type: none"><li>• Routine vaccinations</li><li>• Spraying and dipping</li><li>• Training of community animal health workers</li><li>• Rehabilitation of stalled dips and crushes</li><li>• Training community members on ways to control tsetse fly</li><li>• Encourage entrepreneurs to establish veterinary drug stores</li><li>• Establishment of more livestock centres</li></ul>

### ***Water resource management***

<b>Capacity need</b>	<b>Proposed solution</b>
<ul style="list-style-type: none"><li>• Need for adequate clean and safe water for domestic use</li><li>• Need for adequate water for livestock use</li><li>• Need to protect water sources and water ways</li><li>• Need to deal with silting of water dams and holes</li><li>• Need for alternative sources of water through rainwater harvesting</li></ul>	<ul style="list-style-type: none"><li>• Rehabilitation of existing water sources and schemes like Ng'arwa piped water scheme in Loliondo village</li><li>• Construction of more water schemes, boreholes, wells, dams, and water holes</li><li>• Primary health education on the use of water for domestic purposes</li><li>• Development and enforcement of by-laws dealing with water source or scheme protection</li><li>• Introduce water harvesting techniques where appropriate</li><li>• Training communities on the use and maintenance of water points</li></ul>



### ***Improved livelihoods***

<b>Capacity need</b>	<b>Proposed solution</b>
<ul style="list-style-type: none"> <li>• Access to education by the youth</li> <li>• Access to good health care</li> <li>• Access to necessary social services like markets, roads and telecommunication</li> <li>• Limited capacity to develop alternative livelihood strategies like small scale horticulture, beekeeping etc</li> <li>• Need for vocational training for out of school youth</li> <li>• Need for soft credit to start off small scale enterprises</li> </ul>	<ul style="list-style-type: none"> <li>• Contributions towards construction of class rooms and other facilities</li> <li>• Development of more dispensaries</li> <li>• Improvement in the available social services like markets and rural access roads network</li> <li>• Youth and women groups to run businesses for income generation through soft credit schemes</li> <li>• Development of vocational training within the district</li> <li>• Development of women and youth credit schemes (example of Oxfam GB)</li> </ul>

### ***Institutional capacity support***

<b>Capacity need</b>	<b>Proposed solution</b>
<ul style="list-style-type: none"> <li>• Need to create more awareness amongst the village level institutions</li> <li>• Need for more linkage between village institutions (village council, CBOs, private sectors)</li> <li>• Need for management capacity amongst the ward and village level institutions</li> </ul>	<ul style="list-style-type: none"> <li>• Good governance and awareness creation</li> <li>• Resource-mobilisation support</li> <li>• Development of local capacity to manage resources among villagers and their leaders</li> </ul>

## ***Policy dialogue***

<b>Capacity need</b>	<b>Proposed solution</b>
<ul style="list-style-type: none"> <li>• Need to understand current policies and legal issues related to rural development and how they impart on community welfare and poverty reduction</li> <li>• Need to keep pace with the current rapid changes in policy and legislation taking place</li> <li>• Need to share experiences across the district and with national actors on policy and legislation</li> <li>• Need to set up policy facility to assist the rural people demand for their rightful share of district resources</li> <li>• Need to understand and exploit existing policy opportunities to improve on livelihoods and reduce poverty</li> <li>• Need for a common approach to the policy dialogue amongst the rural people of the district</li> </ul>	<ul style="list-style-type: none"> <li>• Civic education and awareness</li> <li>• Training in participatory processes and community development</li> <li>• Training in good local governance and democratic leadership</li> <li>• Training and awareness in policy advocacy</li> <li>• Training in community approaches to poverty reduction</li> </ul>

### **4.3 Community Based Organisations (CBOs) and NGO capacity needs**

The CBOs and NGOs visited during the community capacity needs assessment, expressed their willingness` to collaborate or partner with ERETO II in poverty reduction and empowerment of the community. Most of them stated the following as their capacity gaps:

- Inadequate linkage mechanisms between them and the Ngorongoro District Council especially in development planning, monitoring and evaluation of development projects
- Policy advocacy and awareness on policy and legal requirements in their areas of interest
- Limited field staff capacity to effectively address poverty reduction
- Inadequate funding from donors and community resources
- Inadequate training in participatory development planning and implementation methodologies

- Small and medium enterprises entrepreneurship skills
- Micro-credit management training and how to manage Savings and Credit Cooperative Organisations (SACCOs)

#### **4.4 Bridging the capacity gap: Suggestions**

A careful analysis of the expressed needs and suggested solutions point to the need for ERETO II to focus on five key areas of development facilitation. These areas are:

##### **4.4.1 Development of District wide strategies**

ERETO II according to the district stakeholders is well placed to assist in ensuring that district wide development strategies in the five theme areas are developed and implemented within the planning framework of local government reform program and the opportunities and obstacles approach to community participation. There is already in the process a district strategy on combating HIV/AIDS. This should give ERETO II experiences and exposure on how to develop strategies for its other theme areas: improved animal health; water resource management; policy dialogue and institutional development.

In facilitating the Ngorongoro district council and other district stakeholders to come up with strategies, ERETO II has to ensure that its vision and values are in-built in order to bring about attitudinal and behavioural change in the way development is planned and implemented in the district. Especially the strategies should be very clear on transparency, accountability, efficiency in resource use and effectiveness in achieving desired results, and outcomes.

Developed strategies should be very specific on roles, responsibilities, benefits, and the necessary relations and relationships between district development actors at three key levels; district, ward and village. It would in fact be more fitting if ERETO II encourages the signing of performance contracts/agreements between development actors so that obligation and commitment are assured.

#### **4.4.2 Building a nominal capacity within Ngorongoro District Council (NDC) staff**

While conducting discussions on how ERETO II should assist NDC technical departments, it became increasingly clear that some of the departments wanted comprehensive support in terms of office equipment, transport and training. This is okay were it not for the fact that ERETO II has only three years to show results on poverty reduction, and enhance grassroots capacity for demand-driven development.

What seems workable here is for ERETO II to build just necessary capacity within the key departments of Agriculture and livestock, water resource management, social services, district planning office, and natural resources. The approach should be to get officers from these departments seconded to ERETO II, so that they become the liaison officers between ERETO II and the relevant departments. These officers will work closely with the gender and community development coordinator and also with the community participation facilitators. It is these officers that ERETO II should built the capacity of, especially in the areas of participatory planning, monitoring and evaluation; community approaches to poverty reduction; gender mainstreaming, community-based development management and policy advocacy. To try to built departmental capacity en mass will only make things more complex and draw resources from actual implementation at the grassroots.

Similarly training for ward executive officers and village executive officers, together with ERETO II's own community participation facilitators (CPFs) should be well focused on short, tailor-made courses with the greatest impact on poverty reduction strategies development and implementation.

In terms of office equipment, ERETO II should finalise the construction and equipping of the district resource centre, and may be train some documentation and information officers in resource centre management to be in-charge of the resource centre. ERETO II can also establish some Information, Communication, Technology (ICT) at the three divisional headquarters, and radio communication in the fourteen wards in the district for fast information flow and effective documentation linked to the district resource centre. ERETO II needs also to provide the liaison officers with computers, and training plus transport while on duty.

#### **4.4.3 Facilitating institutional links between grassroots groups, CBOs, NGOs and NDC**

In order to quickly establish the necessary momentum and structural base for faster participatory poverty reduction in the district, ERETO II needs to move with speed and establish institutional linkage mechanisms between grassroots CBOs, local NGOs, and the Ngorongoro district council (NDC). This is actually very possible given that the local government reform programme and the opportunities and obstacles to development planning approach are supportive of institutional linkages to address rural poverty. Only that ERETO II should ensure that four extra things happen. (1) Institutions are very clear of their roles and responsibilities, and these roles and responsibilities are put into performance agreements between concerned institutions; (2) Resources are actually put aside to enhance and support district institutional linkages; (3) Clear rules and regulations (code of conduct) to guide transparency and accountability and encourage the spirit of negotiation and consensus building are put in place, using the district council's capacity to make by-laws for community development; and (4) There is clear overseer responsibility given to some agreed institution at the district level (some district forum) to ensure that dispute, conflicts are minimised.

#### **4.4.4 Encouraging private-public sectors partnership for development**

There is substantial presence of the private sector in Ngorongoro district: tour operators, hotels, camping companies, hunting groups and companies, private animal health practitioners, and others. However there are no mechanisms to bring these actors together and to work with the district council for faster poverty reduction. What seem to be lacking is a trustworthy, transparent and accountable go-between convener and/or facilitator to bring them together and establish a district forum for development. They could even set up a community development trust fund administered by a trusted institution to address poverty reduction issues in a more broader and expeditious manner.

ERETO II can act as a convener and facilitator of this process especially given the trust it has earned itself in the last seven years. It could facilitate establishment of mechanisms where funds and resources go directly to community-based groups and CBOs in order to reduce bureaucracy and speed up implementation.

In this respect community level actors (especially CBOs, and other civil society organisations like churches, mosques, and social welfare groups) will need to be empowered to act as checks and balance to ensure that the village elite do not capture the benefits for themselves alone, and that there is no duplicity in implementing projects and poverty reduction initiatives. The private-public partnership could also be used to ensure that the district council is more accountable and transparent to the grassroots for development.

#### ***4.4.5 Training, organisation and mobilisation support to grassroots groups, CBOs, and NGOs***

There is no doubt that for faster poverty reduction in the district, the local civil society organisations (CBOs, local NGOs, social welfare association, churches, mosques) need to be fully involved. This is where the greatest efforts of ERETO II should go.

The key areas of support at this level include among others: community poverty reduction planning, management and coordination; fund-raising and resource mobilisation capacity, entrepreneurship and small and medium business management capacity; technical support in the primary production sector (agriculture, livestock and environment); and communication, collaboration and networking capacity.

In development planning, management and coordination, the grassroots groups, CBOs, and local NGOs need to be aware and capable of working with the village government and its committees, to develop community priorities, mobilised the community, and also act as checks and balance to the village government to ensure transparency and accountability. Some of the necessary knowledge, skills and attitudes can be acquired through training the groups, CBOs and NGOs, and village government leadership in: community leadership skills, community poverty reduction approaches, participatory reflection and action methodologies, and other participatory development planning and management methodologies.

In fund raising and resource mobilisation, the groups, CBO, NGO, and village government leadership need to be empowered to be able to source support and funding for their community development work more widely and directly from potential donors. They should be exposed to ways and means of linking directly with other financiers of

development other than District Council or ERETO II. Efforts also to mobilise community resources for development should be enhance, like the *harambee spirit* of Laramatak Development Organisation (LADO), to raise school fees for secondary and university students. They should also be encourage to think of ideas like establishing Community Development Funds, to enhance the community's capacity to manage their own development.

In entrepreneurship (innovativeness) and business capacity, the groups, CBOs, NGOs, village leadership and individuals should be trained to exploit the circumstances that exist within them to earn themselves some money and diversify their livelihoods. There were examples of groups operating *dawashops*, curio shops, and other community enterprises like cultural *manyattas*, however it was evident that the community groups did not posses adequate entrepreneurship and business skills to prioritise and run these services efficiently, effectively and for the good of all the community. Several individuals and groups expressed the need for basic knowledge and skills in bookkeeping, and simple accounting. It is important to focus on skills and trades that bring faster development to community while building on the community's indigenous knowledge, like; carpentry, masonry, livestock trading, crop farming, on-farm processing of milk and other farm produce, semi-processing of hides and skins, shop keeping etc.

There is evident need for technical skills and support in livestock, agriculture, and environmental conservation. It is possible to start a "bull, buck, and ram" scheme for the pastoralists to improve their livestock. One group in Loliondo division is already trying a "bull" scheme. There are examples of improved farming (fruits and vegetables) in Sale division. However technical support should be given in mutual agreement, trust and willingness to let the community decide the direction, the pace and magnitude of the desired support. In fact with time the community should be encouraged to set resources aside for demand-driven technical facilitation, whereby the community decides what support they need, and where to get it, and how to pay for the support or facilitation.

In communication, collaboration and networking, the groups, CBOs, NGOs and village governments should be in a position to share ideas, experiences and exposure within themselves and with others including Ngorongoro District Council (NDC), and ERETO II. Mechanisms need to be put in place to ensure that the village level actors have to meet

and share among themselves whatever they are doing. This will ensure that what they are doing is for the good of all the community.

ERETO II should also be able to ensure that their vision and mission are still the cornerstones of the community development. There is need to monitor and supervise the whole development process at the village level in order to ensure effective facilitation. This is a role and responsibility well suited for community participation facilitators.

Village level actors (groups, CBOs, NGOs, and village leadership) will also need to collaborate and network with other communities, and organisations sharing or going through similar experiences. It is therefore important to build the village and ward communication, collaboration, and networking capacities through training, educational tours, print and electronic media (video shows).



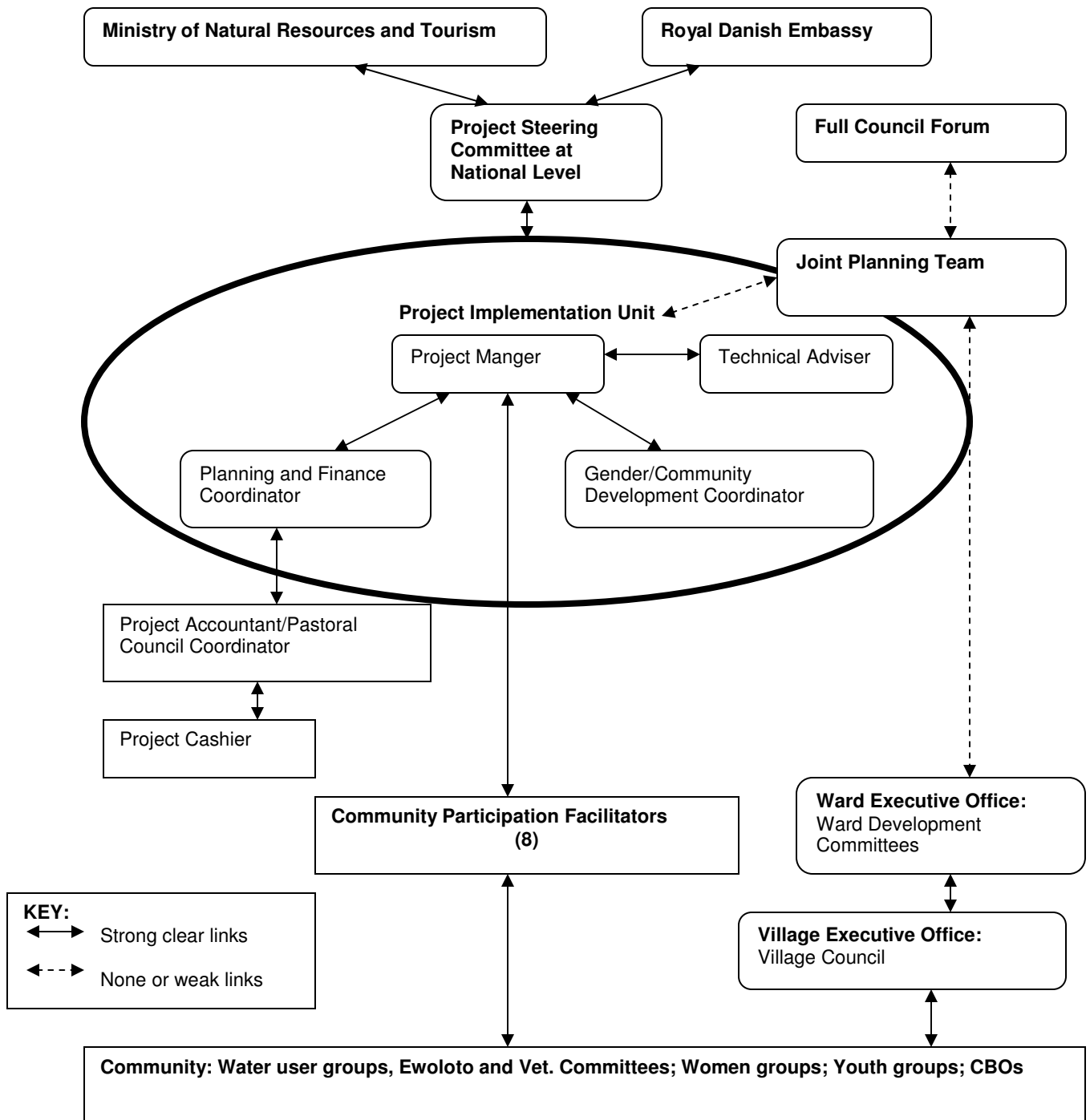
## **5 ERETO II MANAGEMENT STRUCTURE**

### **5.1 Observations on the current structure**

The current structure of implementing ERETO II proposes the formation of a Joint Planning Team (JPT) at the district level below the project steering committee (PSC) comprised of Ngorongoro Conservation Area Authority (NCAA), Pastoral Council (PC), Ngorongoro District Council (NDC) and ERETO II Project Implementation Unit (PIU) – see figure 1 for details. The objective being that activities are coordinated not to lead to duplications and inefficient use of available resources. But from the project inception report and annual report 2004, the JPT seems to be ineffective because of the following reasons;

- JPT is perceived as ERETO driven
- JPT does not have the agreed mandate
- Access to partners plans and Budget is still complicated and not transparent, because the partners do not have faith in the JPT
- Further the position of JPT is not clear vis-à-vis the district development planning process, especially the interaction between JPT and District management Team (DMT), and the Full Council Forum (FCF).

**Figure 1: The ERETO II management structure**



The steering committee is to ensure that ERETO – NPP brings together partners involved in the project and also to provide policy direction to the project and to deal with the overall supervision of the project, including annual budgets and accounts. The Steering committee has the following membership with proposed inclusion of the President’s Office, Regional Administration and Local Government (PORALG):

<p><b>Membership of the Steering Committee</b> Ministry of Natural Resources and Tourism (MNRT) Ministry of Water and Livestock Development (MWLD) <i>President’s Office: RALG (suggested inclusion)</i> IIED/RECONCILE Royal Danish Embassy (RDE) Chairman of the Board of NCAA (NCAA) Representative of the Community The NCAA Conservator ERETO-NPP Project Manager (Secretary) Technical Adviser and Finance Manager (Ex-Officio)</p>
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***Some Observations on the current structure***

It should be noted that in participatory development and empowerment, the process of implementing activities and actions is as critical as the implementation of the activities or actions themselves. The process needs to reflect the values and behavioural norms it seeks to instil on others.

It is thus questionable how effective and efficient the management structure for ERETO II will be in facilitating, guiding and sometimes questioning the workings of the District Council, when its parent Ministry is the Ministry of Natural Resources and Tourism whereas the District Council reports to the President’s Office: Regional Administration and Local Governments. There will definitely be some causes for friction in administration and management, especially when it comes to ensuring transparency and accountability. This will be more so when ERETO II will be requested by local communities to address good local governance and help in policy advocacy dialogue.

The joint planning team (JPT) as a management and advisory tool is not clearly integrated into the development planning systems of the district, given that there is the District Management Team (Technical advisory arm to the Full Council Forum), and it is not clear how the two relate.

Within the project implementation unit (Team?), there is the hanging relationship between the gender and community development coordinator (GCDC) and the community participation facilitators (CPFs), since the GCDC is supposed to ensure effective and efficient implementation of field activities, and working links with partners and collaborators (a substantial number of them at the community level). It is also not clear whether the project implementation unit should be referred to project team leadership or Project implementation team? In a project that is modelled along participatory principles and practices; project team leadership is more appropriate so that the leadership role and responsibilities belong to a team and not just a manager – in this respect the manager plays a leadership role to the management.

The position and role of Community Participation Facilitators (CPFs) is not clear vis-a-vis the ward development committees, and livestock development centres. Will they be members of the ward development committees? What is the relationship between Ward Development Committees and Livestock Development Centres in respect to services provision, monitoring and evaluation to ensure transparency and accountability? Is the number of CPFs adequate given the enormous distances between wards in the district and the likely increase in workload, when you bring in civil society organisations (CBOs and other groups) at community level, and the increased need for coordination at the ward level. Another issue related to CPFs is their role in information collection and documentation for project management, other stakeholders, and the District Resource Centre, through monitoring and periodic assessment and review of the progress at the ward and village levels. There is need to be well distributed within the district to ensure effective and efficient feedback of information to the project management, other stakeholders and the district resource centre.

The other observation on the current structure is that the role of CBOs, women groups, youth groups, and other community groups is not clearly defined so that they can be an effective and efficient part of the ERETO II implementation structure at the community level. In fact it has been observed that there has been a conspicuous omission of CBOs and other community groups in signing project implementation agreements (MOUs) under ERETO II.

Emphasis should be made here why inclusion of CBOs, other civil society players, women and youth groups is important. It was observed during discussions that the issue of HIV/AIDs is not seriously being acknowledged by men in the community, especially when you consider practices like Female Genital Mutilation (FGM), male circumcision (using one knife for the boys?), and marginalisation of women in education, ownership of household resources and decision-making. Keeping in mind the fact that women and youth make up at least 75% of the population, it is time we asked ourselves a few hard questions if we expect to reduce poverty by half around 2015!

The participation of women and youth should no longer be assumed, or just acknowledged and included as long as mechanisms are there to ensure it is passive. For example do decisions made by women have to be screened by the men-folk before endorsement? Must every women group have men in it to ensure that the women make the right decisions and take the expected action? Effective participatory decision-making includes not just addressing the practical needs of communities and their constituents, but also paying attention to strategic needs for long term equitability and sustainability of development. The strategic needs of the youth and women must be addressed together with those of their male counterparts. Is it not time we focused on youth that includes both the young men and young women (not just young men) in Ngorongoro District?

A structure and a system of working at the ward and village levels needs to be put in place to ensure that proper representation and active participation of all the community constituents is ensured and safeguarded. This is no mean task in Ngorongoro District.

## 5.2 Proposed structure to support facilitation role of ERETO II

In order for the ERETO II implementation structure to truly reflect the spirit of participatory development, community-based approaches to poverty reduction, empowerment and to support effective policy dialogue through exploitation of experiences from ERETO I, the following changes are recommended to the project implementation and management structure:

- The Livestock Development Centres (LDC) should be run by a committee that is a sub-set of the Ward Development Committee. In this committee the Community Participation Facilitator from ERETO II, should be a member. The roles of the LDC should be expanded to include project activity monitoring, safeguarding community interests in the district planning process, mobilising the civil society organisations and groups at ward and village level to promote good local governance, and demand-driven development. The LDC committee should be in the forefront in encouraging policy dialogue at the ward and village level to ensure that community inputs and interests to and in policy formulation are taken in and considered equally alongside other stakeholders' interests. The work of the LDC committee should be holistic to address all livelihood aspects including HIV/AIDS and other cross-cutting issues ERETO II is addressing not just animal health issues.
- The members of the LDC committee should continue to be elected by the community, and answerable to the community. The membership should include CBOs, women groups, and youth groups. The LDC should be registered by the Ngorongoro District Council as a legal entity, so that they have the power to mobilise community resources and look for support from donors for the sake of community development. The members should have a fixed tenure of office, and no member should be eligible for re-election after serving a maximum of two terms of three years each. The Ward Councillor, the Ward Executive Officer (WEO) should be ex-officio members of the committee without voting power, but serving on observer status on behalf of other interest groups in the community and the government. The LDC committee should be able to co-opt members to itself, when there is need for discussions of specialised development issues/ideas where the member's expertise is required. In order to ensure that

gender is seriously considered, the following membership is suggested for the LDC committee:

- 1 councillor (representing the ward in which the LDC is situated)
  - 1 ward executive officer (WEO), in charge of the ward where the LDC is situated
  - 2 women representatives
  - 2 youth representatives (one female and one male)
  - 1 traditional leaders representative
  - 1 Community Participation Facilitator (from ERETO II) – for monitoring, community facilitation, and documentation
  - 1 representative from the other CBOs or NGOs operating in the ward
- For effective management of ERETO II activities, it should be made clear that all community participation facilitators (CDWs) are under the gender/community development facilitator, so that field activities are well coordinated and there is no double standards, with some community participation facilitators going directly to the project manager and others through the gender/community development coordinator on matters of project work implementation.
  - The project Joint Planning Team (JPT) should be linked to the District Management Team (DMT) so that all aspects of the project work go through the necessary technical screening in the district, but it should be a separate entity from the DMT to ensure transparency and accountability in the functioning of the work related to the project. The JPT should include among others the current members of the ERETO II project management unit. However the project implementation unit may need to be changed into project team leadership.
  - Having a JPT has the following benefits among others:

ERETO II has limited period to implement most of her activities thus having Joint Planning Team (JPT) will ensure that the process will be speeded up before end of the project, since there is no need for planning but allocating funds for implementation.

JPT should be not strictly for official partners as defined in ERETO II project document but room should be open to other interesting donors to donate their money directly to the village based on this management structure.

JPT will have the role of monitoring and evaluation on how funds from ERETO II and associated donors (external or internal) are spent under the village council if conditions and by-laws are adhered to.

JPT will assist in ensuring proper allocation of limited resources and avoid duplicating works done by other partners.

JPT will promote the role of CBOs/NGOs within the village areas as they can be used to facilitate the implementation of the village development plans (already well developed in Ngorongoro district).

JPT will adhere/ensure adherence to the Local Government Reforms approach, and the opportunities and obstacles to development participatory planning process where funding is required to go directly to the village.

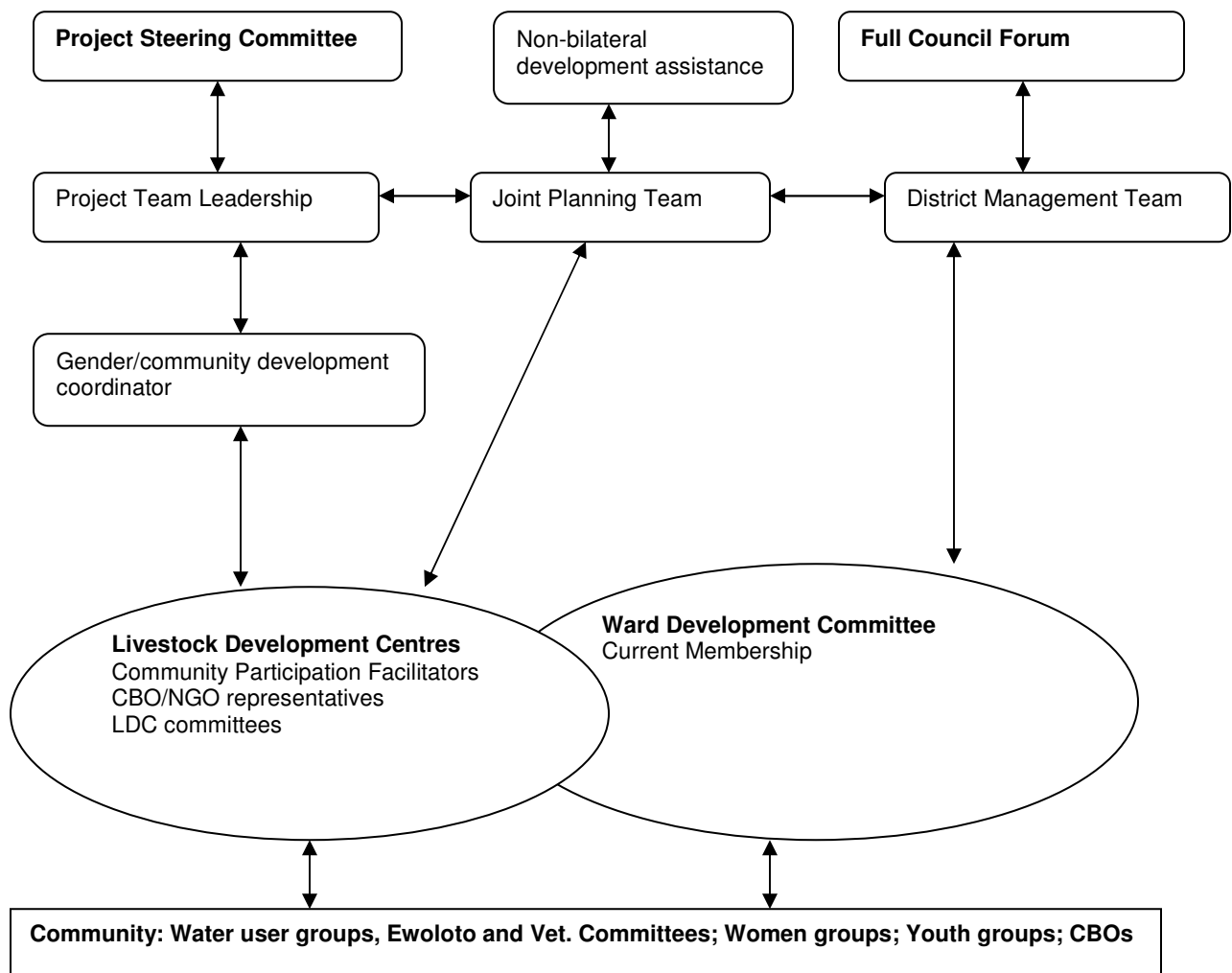
JPT plans to meet quarterly (to review progress, document it, analyse issues and take the necessary management decisions) to ensure the village development plans are implemented based on identification of support by partners, and community interests and priorities are safeguarded.

- ERETO II should continue to report to the Ministry of Natural Resources and Tourism for the current phase due to legal and logistic requirements, but in the next phase ERETO II may have to consider being separate from the government apparatus, either as a district wide NGO, or a District wide civil society platform to promote and fight for the rights of the poor and marginalized. This is because after 2006 all bilateral projects in Tanzania will be dissolved and their funding and functions taken over by the central or local government authorities through the capital grants arrangement. Thus given the need for ERETO II work on policy



dialogue, promotion of good local governance, and democracy to continue in the foreseeable future, some civil society platform or organisation has to take up the role and challenge, because no government can bring itself to task when it comes to demand-driven development and empowerment of the community. ERETO II converting itself to a civil society organisation or an NGO platform will ensure that, the community takes advantage of the current decentralised system of development planning in the district. The project steering committee should remain the way it was formed however the need to have other members representations from the lower levels such as active CBOs/NGOs in the district may need to be considered.

**Figure 2 The suggested ERETO II management and implementation structure**



## **6 CONCLUSION AND RECOMMENDATIONS**

### **6.1 Conclusion**

The community capacity needs assessment exercise shows that there is great need for ERETO II to categorise actors, even within the Ngorongoro District Council (key departments) and target its resources more carefully and strategically if its current mission is to be achieved within three years from now. Given the inevitability of ERETO II (a bilateral project) not being allowed to function again independent of the donor basket funding and capital grants arrangement which will start to function across the board in Tanzania next year for all bilateral donor funded projects, then ERETO II urgently needs to build the capacity of the village level actors (CBOs, local NGOs, and other civil society groups and organisations) to push for demand-driven development and drive the poverty reduction agenda from below.

This means that the capacity gaps of the village level actors have to be address with priority and the urgency they deserve. The community level actors need to be identified and empowered to be able to do more development implementation work and control their own development, and most importantly act as checks and balance for village government to ensure an open, accountable and balanced development process at the grassroots level.

The implementation structures including ERETO II and Ngorongoro District Council need to be more participatory and implementation oriented.

The main focus for the community empowering process in the reduction of poverty should now be: the shift from general training and awareness creation to skills impaction in the areas of participatory planning, entrepreneurship and business development; increased focus on youth and women in decision-making, control and sharing of benefits from use of available community and family resources; the devolution of power and authority to the community level structures and actors, especially to the ward development committees, and the village governments; the restructuring of the ward and village development committees to make them more representative (especially of the civil society) and efficient in decision-making, co-ordination and facilitation of village level

development; and assisting in linking the community level development efforts and initiatives to other facilitators and financiers of development through development of appropriate and sustainable networking, collaboration and co-operation mechanisms/channels.

## **6.2 Recommendations**

### **6.2.1 On district capacity gaps in poverty reduction**

#### *General observation 1:*

Ngorongoro District is a fairly large, sparsely populated district, with inadequate infrastructure from the village to the district level.

#### *General recommendation 1:*

The only way the poverty reduction agenda in the District can be driven as fast as possible is to empower the community level actors, ensure that resources go as direct as possible to targeted communities, and that there are checks and balances both at district and community levels. These checks and balances can be provided by a strong civil society at district and community levels.

### **6.2.2 On district planning processes**

#### *Observation:*

District planning sessions are generally poorly attended, and informed of community level priorities, especially in relation to poverty reduction, and the policy debate.

#### *Recommendation:*

The Joint Planning Team as recommended in the new structure, should act as a watchdog to ensure that key issues that are discussed and prioritised at community level actually do reach the full council meeting, and do get the attention they deserve. In this respect the JPT should meet every quarter just before the full council meeting and peruse all documentation from Ward Development Committees, cross-checking with village development priorities, and civil society opinions.

### **6.2.3 On District development management**

*Observation:*

The capacity of CBOs and local NGOs to develop and focus on poverty reduction strategies, institutional development and improve policy dialogue at community and district levels is either none existent or highly limiting. In order to ensure that these organisations contribute to the district's poverty reduction efforts, and act as checks and balance to the District Council, their capacity gaps will have to be dealt with.

*Recommendation:*

ERETO II as a development facilitator may need to identify and work with either one NGO per division (3 in the district) or work with one CBO per ward (14 in the district) to build capacity within the CBOs and NGOs to ensure that the twin roles of public planning and budgetary control; and the policy dialogue gets the attention and actions they deserve for faster eradication of rural poverty in Ngorongoro district.

## **7 CONSULTED DOCUMENTATION**

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VETAID, December 2004. Baseline Survey Report, ERETO NPP, Veterinary Component.

## 8 APPENDICES

### APPENDIX 8.1: (a) ITINERARY FOR MEETING SCHEDULES 22<sup>ND</sup> TO 27<sup>TH</sup> JULY 2005

DATE	TIME	CBO/NGO/OFFICE/DEPT.	PLACE/VENUE
20 <sup>th</sup> July Wednesday	09:00 – 10:00	MEDIOS DEL MUNDO	MEDIOS DEL MUNDO Office
	10:00 – 12:00	NCAA	NCAA Office
21 <sup>st</sup> July Thursday	09:00 – 10:00	ERETO II – MANAGER	ERETO Office
	10:00 - 11:00	SOPA LODGE MANAGER	SOPA Office
	11:00 – 12:00	PC MANAGER	PC Office
22 <sup>ND</sup> July Friday	07:45 – 8:55	OXFAM GB	Oxfam office Loliondo
23 <sup>rd</sup> July Saturday	09:00 – 11:15	AUSTRO Project	Ngorongoro District Council
	12:15 – 14:30	LANAESO	Samunge
	14:45 – 16:45	BUDEA	Digodigo
24 <sup>th</sup> July Sunday	09:00 – 05:35	Pastoral Women Council (PWC)	PWC offices, Loliondo
25 <sup>th</sup> July Monday	10:00 – 11:45	LADO	LADO offices
	11:55 – 12:50	Ujamaa Community Resource Trust (UCRT)	CRT offices
	12:50 – 13:45	On transit	Enguserosambu
	14:00 – 15:45	PALISEP	Enguserosambu
26 <sup>th</sup> July Tuesday	08:30 – 09:15 09:15 – 09:45 09:45 – 10:30 10:30 – 11:15 11:15 – 12:45 12:45 – 13:15	Ngorongoro District Council (NDC)	DALDO Office DWE Office LAND Office DFO Office Ereto – NPP office DCDO office
		DALDO	
		DWE	
		DNRO/LAND	
		DFO	
		DMO	
	DCDO		
	<b>13:15 – 13:45</b>	<b>LUNCH BREAK</b>	
13:45 – 14:15 14:15 – 14:45 14:45 – 15:15	DT DPLO NDDP Coordinator	DT Office DPLO Office NDDP Office	
27 <sup>th</sup> July Wednesday	09:00 10:00	DED	DED Office

**(b) PROGRAMME FOR FURTHER ANALYSIS OF CONSULTANCY FINDINGS  
WITH MAJOR STAKEHOLDERS AT A WORKSHOP IN KARATU, LUTHERAN  
HOSTEL, ON 29<sup>TH</sup> AND 30<sup>TH</sup> JULY 2005**

**DAY 1: 29<sup>th</sup> JULY 2005**

9:00 – 9:30	Introduction
9:30 – 10:30	Key field observations and capacity needs
10:30 – 11:00	Tea Break
11:00 – 13:00	Analysis of key capacity needs (2)
15:00 – 16:00	SWOT on partners

**DAY 2: 30<sup>th</sup> JULY 2005**

9:00 – 10:30	SWOT analysis (continued)
10:30 – 11:00	Tea Break
11:00 – 12:30	SWOT presentations
12:30 – 13:00	Wrap up/closure



**APPENDIX 8.2: (a) THOSE INTERVIEWED AND WORKSHOP PARTICIPANTS**

Irene Casas	Project Coordinator	Medios Del Mundo
Dr. S. Mkumbo	Community Development	NCAA
Isaah Mollel	Deputy General Manager	Sopa Lodge
Ole Saiguran	Project Manager	ERETO-NPP
Simon Loishiye	Gender and Community Devt. Officer	ERETO-NPP
Robert Sillevs	Technical Adviser	ERETO-NPP
Kodi R. Siara	Planning & Finance Coordinator	ERETO NPP
Peter K. Metele	Manager	PC
Francis Shomet	Technical Adviser	Austro Project
Lota ole Jacob	Coordinator	NDC-NDDP
Rahab Kenana	Livelihoods Programme Officer	OXFAM GB
Jeremiah Sagoyani	CPF	ERETO-NPP
Rafael Naibugo	Managing Director	LANAESO
Petro Ngerusa	Deputy Managing Director	LANAESO
Elikana Joseph	Secretary	LANAESO
Kaimili Sediai	Deputy Secretary	LANAESO
Nangulale Baltazar	Treasurer	LANAESO
Daniel Baramalai	Coordinator	LANAESO
Jaboi Baramayego	Deputy Coordinator	LANAESO
Mark Leshau	Environment department	LANAESO
Judith Joseph	Women and Children	LANAESO
Barikieli Ligema	History, Traditions & Culture	LANAESO
Balatazar Ngirediye	Deputy Secretary	BUDEA
Robinson Sedyai	Member	BUDEA
Martha Sereni	Councillor/Coordinator Women	BUDEA
Peter Dudui	Member	BUDEA
Sukuma Nanjogo	Member	BUDEA
Maanda Ngoitiko	Coordinator	PWC
Paulo Shomet	Community Development coordinator	LADO
Kaigil Ole Mashati	Accountant	LADO
Fidelis Ole Kashe	Board Member	LADO
Sinandei Makko	Programme Coordinator	UCRT
Jamboi Bugama	Field Officer	UCRT
Samwel Nangiria	Coordinator	PALISEP
Julius Long'oi	Education department	PALISEP
Joseph Mbotony	Treasurer	PALISEP
Isaya Olekiu	Community development department	PALISEP
Momboshi Long'da	Projects officer	PALISEP
Noreteti Sulu	Gender & HIV department	PALISEP
Dr. Loomu Meshack	DALDO	NDC
Michael Massawe	Land Department/Ag. DNRO	NDC
Katoto Musiba	DWE	NDC
Paul Mollel	Ag. DCDO	NDC
Victor Kaiza	Ag. DPLO	NDC
Daniel R. Mwanga	District Treasurer	NDC
Peter Kishau	Accountant	NDC
Boniface James	Cashier	NDC
Dr. Johanes Lukumay	DMO	NDC
Nicholas Kileka	DED	NDC

**(b) WORKSHOP PARTICIPANTS**

<b>No.</b>	<b>NAME</b>	<b>ORGANIZATION</b>	<b>TITLE</b>
1.	LOTA OLE M. JACOB	NDC- NDDP	COORDINATOR
2.	SUSANA S. KOILLAH	ACORD	PROGRAMME OFFICER
3.	MARCEL KICHUMISA	ACORD	PROGRAMME COORDINATOR
4.	PETER EZRAH SIRIKWA	ACORD	PROGRAMME OFFICER
5.	JOSEPH BAIRO	MEDIOS DEL MUNDO	ADMINISTRATOR
6.	SAMWEL NANGIRIA	PALISEP	COORDINATOR
7.	WILLIAM OLE SEKI	NGOPADEO	EXECUTIVE SECRETARY
8.	METUI M. OLE TIPAP	LADO	ADMINISTRATIVE SECRETARY
9.	BALTAZAR NGIRENDE	BUDEA	ASSISTANT SECRETARY
10.	J.Z. NGUSSA	NDC	Ag. DISTRICT DEVELOPMENT DIRECTOR
11.	KAIZA V. B	NDC	Ag. DPLO
12.	SIMON P. LOISHIYE	ERETO - NPP	GENDER&COMMUNITY DEVELOPMENT COORDINATOR
13.	JACKSON S. ABRAHAM	ERETO-NPP	PROJECT ACCOUNTANT
14.	KODI RALPH SIARA	ERETO - NPP	PLANNING AND FINANCE COORDINATOR
15.	ROBERT SILLEVIS	ERETO - NPP	TECHNICAL ADVISER
16.	VICTOR RUNYORO	NCCA	ERETO LIASON OFFICER
17.	METUI OLESHAUDO	PC	CHAIRPERSON
18.	PETER METELE	PC	MANAGER
19.	WILLIAM ALAIS	KIDUPO	COORDINATOR
20.	FRANCIS SHOMET	AUSTRO PROJECT	TECHNICAL ADVISER

## APPENDIX 8.3: CASE STUDIES OF CBO, Local NGO, and DEPARTMENT

### (a) Community-Based Organisation (CBO)

#### Case Study CBO: Pastoralist and Livestock Services Programme (PALISEP)

##### **Background**

The CBO was started in April 2002. Its main focus is Loliondo ward of Ngorongoro district, specifically four villages; Engusero Sambu, Sakala, Loliondo, and Magaiduru. It is a membership organisation, with 79 registered members, who contribute TAS 30,000/= to become members. There is no annual membership contribution.

##### **The objectives:**

- Improved livestock production
- Environmental conservation;
- Poverty reduction (improved livelihoods)
- Coordinated fight against gender discrimination of women and children and HIV/AIDS

##### **Staff establishment:**

- 1 Programme coordinator
- 1 Education coordinator
- 1 Treasurer
- 1 Community Development Facilitator
- 1 Projects Officer
- 1 Gender and HIV/AIDS coordinator
- 1 Accountant

They have no field officers, and the above officers work on voluntary basis.

##### **Achievements:**

- They have opened two veterinary drug stores in the area
- Developed by-laws for protection of water sources
- Constant communication of Animal disease information to the District Authorities
- Created awareness on the need to manage the Loliondo Forest as Community-based forest management
- Several women group projects (tree nurseries, goat rearing, beadwork, and retail kiosks)
- Started a development Fund for women
- Created gender rights and HIV/AIDS awareness

##### **Challenges to achievement of objectives:**

- Cultural limitations on women and children rights
- Inadequate funding (operated so far without major donor)
- Inadequate staff for field activities

##### **Areas of Cooperation with ERETO II**

- Training of Community Animal Health Workers
- Veterinary drug distribution to the community
- Support to community livestock dipping (only one dip is operational in the area)
- Support to supply of better seeds for agriculture and improved breeds of animals

(b) **Local Non-Governmental Organisation (NGO)**

**1 Case Study local NGO: Ujamaa Community Resource Trust (UCRT)**

***Background***

The NGO operates in six districts (Karatu, Kiteto, Korogwe, Mbulu, Ngorongoro and Simanjiro). It is not a membership organisation, and depends on donor support.

***The objectives:***

- Community natural resource management
  - Land use planning
  - Community empowerment process
  - Lobbying and advocacy; and
- Education

***Staff establishment in Ngorongoro District (focus on Loliondo and Sale divisions):***

- 1 programme coordinator
- 2 Field officers
- 1 Secretary
- 1 Driver
- 4 Local Resource persons (Lake Natron, Arash Ward, Soit Sambu, and Orgosorok)

***Achievements:***

- Facilitated in land use planning
- Facilitated formulation of natural resource management by-laws
- Facilitated village level training on management of natural resources; natural-resource based income generating options
- Awareness creation on land rights and legal requirements
- Supported secondary and tertiary education for girls and boys
- Supported land rights and human rights for pastoralists and hunter-gatherers

***Challenges to achievement of objectives:***

- Contradictory policies on land and pastoralism/ hunter-gatherers, e.g., the wildlife act and the village land act
- Lack of recognition of pastoralism and hunter-gathering as genuine ways of life (livelihood systems) in the policy
- Limited levels of literacy and cultural awareness among the majority of pastoralists and hunter-gatherers
- Limited livelihood alternatives of pastoralists and hunter-gatherers
- Resource use conflicts in pastoralist areas
- The dichotomous way policy is formulated and implemented (Unnecessary separation of formulation and implementation)

***Areas of Cooperation with ERETO II***

- Water development as part of natural resource management
- Institutional linkages for policy dialogue and advocacy
- Improvement of livelihoods and poverty reduction
- Support to NGONET (Ngorongoro NGO Network)
- Linking of CBO, NGO, and NDC in development planning

## (c) District council technical department

### Case study: District Agricultural and Livestock Development Department

#### Background

Department of Agricultural and livestock development is among ten departments in the Ngorongoro district council and mainly focus on assisting agricultural and livestock farmers to improve productivity and identification of markets for their products.

#### 2 The objectives

- To assist farmers/pastoralists to identify major problems and constraints
- To assist farmers/pastoralists to identify solutions to the problems and using appropriate technology to solve the problems
- To translate policies within mandate areas and monitor its implementation.
- Perform regulatory services such as pest and disease control.

#### 3 Staff establishment:

- 1 District Agricultural and Livestock Development Officer
- 1 District Extension Officer
- 5 Subject Matter Specialists (SMSs)
- 11 Divisional extension officers
- 7 Crop production officers

The department has no village extension officers.

#### 4 Achievements:

- Water development in the area through developing watering points for livestock in collaboration with community. 14 watering points have been developed since 2002 to date.
- In collaboration with NDDP the department has raised the maize production from 7 – 12 bags per acre through use of improved seeds (certified seeds).
- Through NDDP the department has transport to work more closer with farmers/pastoralists.
- Improved disease control and vaccination from 150,000 to 350,000 animals per year. The total number of cattle in the district is about 400,000.

#### 5 Challenges to achievement of objectives:

- Inadequate personnel (no staff at village level) and equipments to carry out departmental activities.
- Shortage of dipping facilities.
- The semi-nomadic livestock system makes difficult to manage animal dipping effectively, especially the use of acaricides
- Fundraising activities to buy acaricides do not consider how many animals pastoralists have.

#### 6 Areas of Cooperation with ERETO II

- Training to community members in delivery of animal health services.
- Training to farmers on crop production at village level.
- Establishment of grain banks for food supply centrally positioned at the village level.
- Water development in the district for livestock, irrigation and domestic use.