

*“Pastoral communities, and people within the drylands, have never been part of decision-making processes. Their voices are low. The purpose of this initiative is to strengthen their voices. The whole idea is not to pull them away from their own government, nation state and district council, but to make them members who have a voice - who have a say.”*

**Alais Morindat, Coordinator, KDSC/IIED project**



## Strengthening Voices:

How pastoralist communities and local government are shaping strategies for adaptive environmental management and poverty reduction in Tanzania's drylands.

## Project partners

**IIED** ([www.iied.org](http://www.iied.org)). An independent, non-profit organization promoting sustainable patterns of world development through collaborative research, policy studies and networking.

**Kimmage DSC** ([www.kimmagedsc.ie](http://www.kimmagedsc.ie)). A specialist institute that promotes learning and critical reflection on development practice.

**MS-TCDC** ([www.mstcdc.or.tz](http://www.mstcdc.or.tz)) The Training Centre for Development Cooperation, which trains development workers, civil society organisations and their partners, donors and government agencies across the Eastern & Southern Africa region.

**PINGOs Forum** ([www.pingosforum.or.tz](http://www.pingosforum.or.tz)) a membership organization for Pastoralists and Hunter-Gatherers focused on the improvement of livelihoods through advocacy for human rights and sustainable development.

**PWC** ([www.pastoralwomenscouncil.org](http://www.pastoralwomenscouncil.org)) a women-led organisation that implements long-term structural solutions for the poverty and marginalisation of Maasai pastoralist women and children.

**TAPHGO** ([www.taphgo.org](http://www.taphgo.org)). A voluntary, autonomous and non-profit making umbrella organization formed by pastoralist and hunter-gatherers NGO's and CBO's in Tanzania.

**TNRF** ([www.w.tnrf.org](http://www.w.tnrf.org)) A policy-oriented action research consortium of CSOs that focuses on improving natural resource management and conservation in Tanzania by addressing fundamental issues of governance.

**UCRT** – Ujamaa-Community Resource Trust is a non-profit environmental and social justice organization, which works with indigenous groups of different cultures.

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### Front cover:

A woman from Loliondo Division, Ngorongoro District speaks to a special committee of District Councilors about land use options for Loliondo (TNRF)

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# Strengthening Voices:

How pastoralist communities and local government are shaping strategies for adaptive environmental management and poverty reduction in Tanzania's drylands.



## Preface

Tanzania has approximately 1.5 million pastoralists. The National Livestock Policy of 2006, and the Grazing-land and Animal Feed Resources Act no. 13 of 2010, underscored the contribution of pastoralism as a viable way of life. However there are still knowledge gaps at different levels and among stakeholders on how pastoralism benefits the national economy, as well as gaps in policy implementation. Pastoralism has a lot of opportunities which if exploited will contribute immensely to poverty alleviation in our country.

The 'Strengthening Voices' project, undertaken by IIED and Kimmage DSC, has at its core a pastoral training course that explains the economic and ecological processes at the heart of pastoral systems - clarifying the rationale that underpins pastoral livelihood strategies. I experienced the training myself at the MS-TCDC in Arusha, and have a detailed knowledge of the project and the transformative nature of the training process.

This booklet, and its accompanying DVD, includes details on the background to the project, its achievements, and how it plans to build on its successes to roll out the project to other districts in Tanzania. I am a firm supporter of this project as informed pastoralist development stakeholders will help the government to facilitate better policy implementation, identify areas where there needs to be policy reviews or improvements, and provide support to the thriving livestock industry.

### **Dr Maria Mashingo**

Director of the Department for Pastoral Systems Development,  
Ministry of Livestock and Fisheries Development, Tanzania



Meserani market in Monduli District, Arusha Region

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A herder from Arusha region.

***Unless Tanzania strengthens its adaptive capacity at all levels and across all sectors, future climate change could result in greater economic costs, possibly in excess of 2% of GDP by 2030.***

Watkiss, P. et al (2011) The economics of climate change in the United Republic of Tanzania. (<http://economics-of-cc-in-tanzania.org/>)



## Part 1: Background

- The drylands, economic development and climate change
- Participation, decentralisation and gaps in capacity
- Pastoralism training and advocacy, and the need to operate at three levels

## The drylands, economic development and climate change

Tanzania's drylands are changing rapidly. Large-scale commercial agriculture is expanding, local-level production systems are becoming more integrated into the global economy, and private investment in natural resource-based activities is escalating. There is a particular interest in using the drylands for tourism, bio-fuels, mining, food production, and using forestland for carbon credits.

Behind these changes are national economic development policies designed to modernise agriculture. Tanzania's aim is to graduate from a least-developed country to a middle-income country—creating an economy based on a modern and highly productive agricultural sector. Medium and large-scale investors are to be the engine of transformation.

At the same time Tanzania is now experiencing global climate change. A recent study has shown that the country's increasingly variable climate—as seen through its droughts and floods—is having a significant negative economic impact. Climate change is currently costing in excess of 1% of GDP, leading to a reduction in long-term growth and affecting the livelihoods of millions.<sup>1</sup>

It is estimated that 50% of the land area of Tanzania is arid or semi-arid.<sup>2</sup> This vast dryland landscape is used by one of Tanzania's most productive agricultural sectors—livestock—contributing to at least 30% of agricultural GDP.<sup>3</sup> The total national herd is estimated at 18.5 million, the third largest in Africa after Ethiopia and Sudan, and grazes across 60 million hectares of the 94 million hectares of land resource.<sup>4</sup> Only 2% of the national herd is based in ranches, with pastoralists and agro-pastoralists owning the vast majority of livestock. It is through this pastoralist system that Tanzania obtains approximately 90% of its meat and milk products, as well as a vast number of indirect benefits not captured by national statistics.<sup>5</sup>

Recent research in Loliondo has shown that, in contrast to common beliefs, pastoralism is by far the most economically productive of the three land-uses prevalent in the area (pastoralism, conservation and hunting)—generating approximately US\$3 million per year.<sup>6</sup> Pastoralism is also the only land-use that does not require exclusive access to the land area, making it possible to maximise returns from other compatible land-uses such as tourism, hunting, bio-diversity conservation and carbon sequestration credits.



Maasai herder with cattle in the Crater Highlands. Photo Credit: Dieter Telemans / Panos

The many pastoralist communities who are using Tanzania's drylands for the national economic benefit are being affected by the current climate change. But those who are able to implement their own management strategies are capable of responding to it.

The whole system of pastoralist production is targeted at exploiting the variability and unpredictability of rangeland resources—making management decisions to benefit from the very characteristic of drylands areas. Pastoralists use frequent and purposeful movement in order to locate the highest quality grazing. They move to where the most nutritious grazing appears in different areas at different times—according to rainfall and soil type. Through this movement pastoralists feed their animals on the most nutritious pastures available, thereby maintaining high levels of livestock productivity in dryland environments where resources are always variable, unpredictable and scattered.

The high nutritional quality of dryland resources is counterintuitive to many people who think pastures must be of universally poor quality in the drylands. Scientific research has proven otherwise. Pastoralism has been clearly shown to be more successful than sedentary herding because of its ability to track and exploit the unpredictable concentrations (spikes) of nutrients that appear across the drylands range.<sup>7</sup>

But with the recent expansion of commercial agriculture in the drylands of Tanzania, many of the pastoralists' essential grazing areas—where they find the most nutritional pastures—are now not as easily accessible for livestock production. And with pastoralist production levels dropping, less milk, and more importantly less meat, is reaching the domestic market and fuelling the national economy. When access to their more fertile grazing areas is taken away pastoralists also become vulnerable to climate change, as they cannot adaptively manage their herds.

With its climate sensitive economy Tanzania may have to rethink its long-term policies in the drylands—which will be the areas that are hardest hit. Tanzania will need dryland policies that support the adaptive strategies and livelihoods of its citizens—strategies that are centuries old, environmentally sound and which are also crucial to the national economy. Over time, if policies are not reformed, climate change is likely to exacerbate the existing structural causes of poverty and inequality that are found in dryland areas.

In the immediate future Tanzania may want to make trade-offs between development activities focused exclusively on commercial agriculture and export-led growth, and those that seek to strengthen the productive capacities of its citizens—its family farmers, pastoralists and small and medium business entrepreneurs now operating under conditions of increasing climate variability. It is in everybody's interest for pastoralism to succeed—allowing Tanzania to capitalise on the potential of its citizens to manage pastoralism and drive a robust and resilient livestock sector.

## Participation, decentralisation and gaps in capacity

### Participation

Tanzania's national policies for planning and sustainable development all recognise the central importance of local participation. In the *National Strategy for Growth and the Reduction of Poverty* Tanzania now also recognises pastoralism as a 'sustainable livelihood.' Known as the *Mkukuta*, the 2005 strategy advocates for the first time for a more 'efficient utilization of the rangeland' and for the 'empowering of pastoralists to improve livestock productivity'.

Up until recently pastoralists have not had a significant role in national government, and across all levels their practices are not well understood. The pastoralist livestock production system relies on an intricate understanding of the ecological dynamics of dryland ecosystems, which can be difficult to grasp. And to date pastoralists have found it difficult to explain their system to others.

Previously, customary pastoralist institutions (usually elders) made key decisions about the use of the drylands—i.e. when and where herds should move to, how to control dry season grazing, how to regulate access to water and so on. With the onset of local and national development strategies these local institutions have been steadily disempowered as part of the process of change. As well as this, the history of marginalisation of pastoralists generally means that the majority of pastoralist citizens are uninformed about the new policies and legislation relevant to their livelihoods—particularly women.

### Decentralisation

The process of local government reform now underway in Tanzania offers a valuable opportunity for pastoralists to become more engaged. Decentralisation promises greater efficiency in the delivery of services tailored to local needs, better management of natural resources and the more active involvement of local people in the management of their affairs. Together, these benefits are expected to contribute significantly to poverty reduction.

The key responsibility of local governments is to act as an intermediary between local communities and national policy: to become the framework through which policies make a real difference. Through devolved responsibility for land-use planning Tanzania can now plan more effectively for local and national economic growth. And pastoralist communities, well aware of the increasing competition for land, can use the opportunity to explain their land use system, be better represented, make their views and needs better known, and make stronger claims to the land they are using.

### Gaps in capacity

But there are challenges. Traditional pastoralist institutions and local and national government planning processes remain disconnected—undertaking their own planning and management separately. There are also major differences in the power balances between competing interests in the drylands, with large scale investors having far stronger negotiating capacity than community members. At the heart of the problem is lack of capacity, underpinned by poor governance.

Many of the tools that local government officers receive training in do not explicitly address issues of equity or sustainable environmental management, particularly for dryland areas. Planning tools and systems do not explicitly take into account climate variability—the key defining features of dynamic dryland ecosystems. And because pastoralists are not sufficiently involved in local government planning processes, village and district level plans often do not benefit from, or support, their productive strategies in the face of climate variability—including drought.

As Tanzania recognises the importance of pastoralism to national growth, and as pastoralists see the value of participating, reformed local government planning processes are a way of bringing the two sides together. But the knowledge and capacity gap on both sides will need to be bridged.



*“Our intention is to invest in people, to provide training. Our aim is to explain and provide arguments based on the science of pastoralism and the dynamics of the pastoral system itself. Once trained, people can then use their democratic and constitutional rights to argue their case because they now understand not only their rights but also the dynamics of their own pastoral systems. For example, they can explain why people move from one place to another.”*

**Alais Morindat, Coordinator of the KDSC/IIED project at TNRF**

## Pastoralist advocacy and training, and the need to operate at three levels

In northern Tanzania a project has been underway since 2007 entitled *Sustainable environmental management and poverty reduction in the drylands of Tanzania*, funded by Irish Aid, CORDAID and GORTA. This project, also known as the ‘*Strengthening Voices*’ initiative, is the first phase of a longer-term process to build the capacity of pastoralists and local government to implement Tanzania’s national growth and development strategies. And to do so in a way that will incorporate climate change.

The project is designed to be sustainable over the long term. It uses tools and approaches that are transferable and cost effective, enabling them to be taken up in the future by local government and civil society organisations (CSOs) in other parts of Tanzania and the East African region more widely. After three years the project is already beginning to demonstrate how appropriate and targeted training can make a real difference to community, district and national land use planning.

The project is implemented through partnerships. The **Tanzania Natural Resources Forum (TNRF)** provides a platform for civil-society, conservation, research and private sector organisations based in Tanzania to debate policy options for reconciling competing interests over natural resources. TNRF does not work at the grass roots level itself but it facilitates research and informed advocacy.

The **Tanzanian Pastoralists and Hunter Gatherer Organisation (TAPHGO)** and the **Pastoralist Indigenous NGOs Forum (PINGOs)** are both pastoralist umbrella organisations with dozens of member organisations. They work in advocacy—lobbying for pastoralists on key issues such as land rights and tenure. The **Ujamaa-Community Resource Trust (U/CRT)** and the **Pastoralist Women’s Council (PWC)** are two community-based pastoral organisations working on pastoral rights in northern Tanzania.

Close to Arusha is the **MS-Training Centre for Development Cooperation (MS-TCDC)**, which has been in partnership with the **Kimmage Development Studies Centre (KDSC)** in Dublin, Ireland, since 1994. The centre runs accredited training programmes aimed at upgrading the knowledge and skills of programme officers and policy advocates from eastern and southern Africa. The **International Institute for Environment and Development (IIED)** has a long history of working with pastoralists in Tanzania, and since 2002, in partnership with **Resource Conflict Institute (RECONCILE)**, has been running a regional training course at MS-TCDC known as the “Pastoralism and Policy Options in East Africa” (PPO) course. The course itself was developed from one that has been field-tested and run in the Sahel region of West Africa since 2000.



Together these organisations have spent the last three years implementing project activities in the districts of Longido and Kilosa. The districts were chosen for the different contexts and challenges they presented in mainstreaming pastoralism into local government planning. Longido, in Arusha region, is an arid area bordering Kenya where pastoralism is the dominant livelihood activity. Whilst Kilosa, in Morogoro region, is a higher rainfall zone characterised by more varied land uses and greater competition for land between different interests.<sup>8</sup>

The 'Strengthening Voices' project has focused on establishing partnerships at three levels to ensure its achievements become institutionalised, contribute to wider capacity building and respond to government policy.

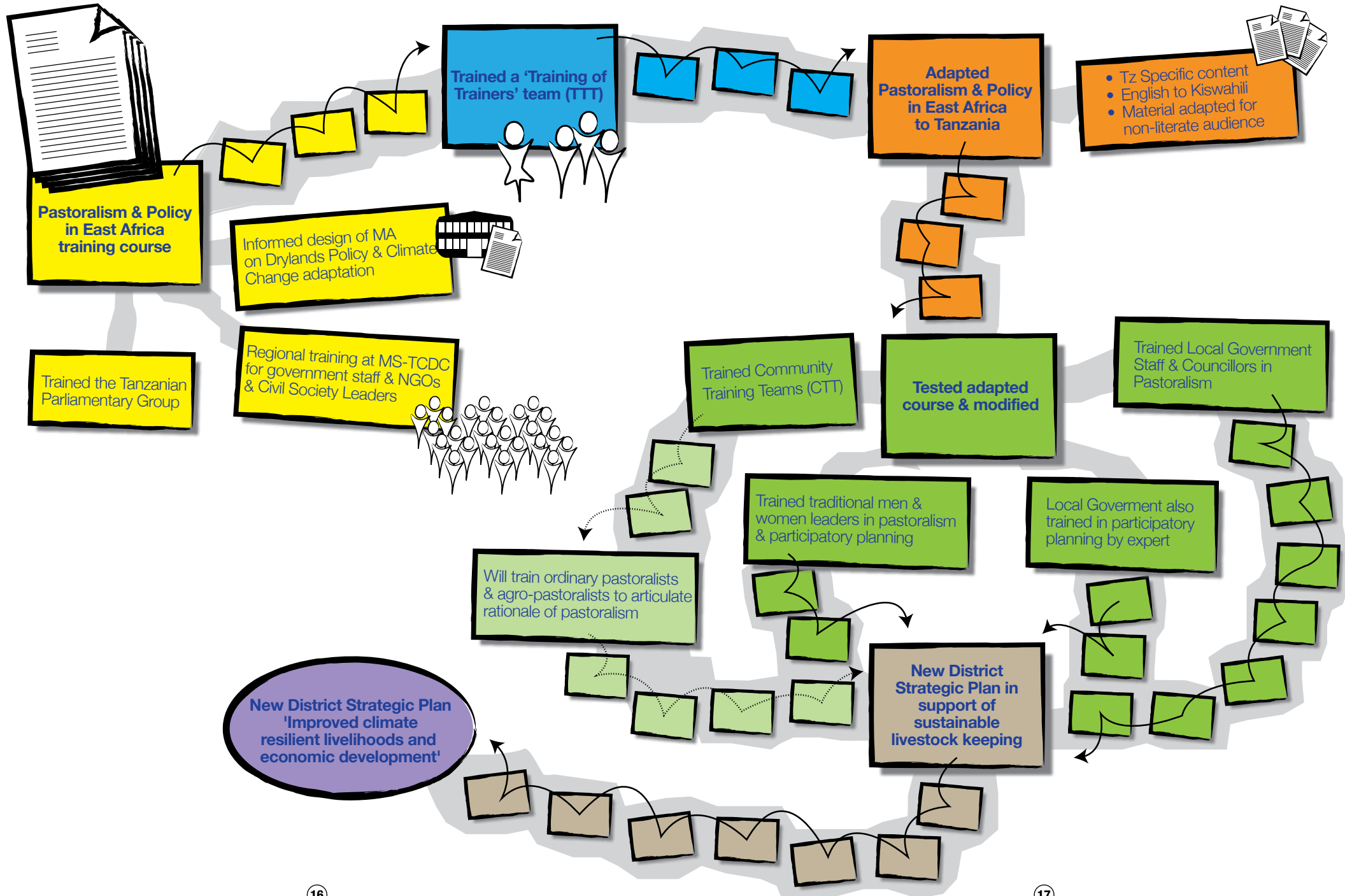
1. It targeted the **community level** on the basis that in order to develop the drylands properly local people must be totally involved—and to do so their capacity needs to be built.
2. It targeted the **local government level** on the basis that this is the level in which participation and locally based development becomes a reality. To be effective formal local government institutions need to understand and value what local people are actually doing.
3. And it targeted the **national policy level**, as this is the overall framework that will allow local and community development to happen.



Parliamentarians, some of them members of the Pastoral Parliamentary Group, meeting to discuss the policy implications of supporting pastoralism in Tanzania.

## Part 2: Foreground

- Strengthening pastoralist communities
- Strengthening local government
- Strengthening national policy



*"Our idea is to strengthen the capacities of others so that they are able to drive themselves. It is organisations like TAPHGO and PINGOs who have a mandate for advocacy work. We don't. We can provide the knowledge and the skills, we can train people, but we can't go and do advocacy work in the villages."*

**Alais Morindat – Project Co-ordinator**



The strengthening voices project focuses on community training.

## Strengthening pastoralist communities

In Longido district of northern Tanzania 90% of the community are pastoralists. Formerly part of Monduli district, Longido was established as a new district in 2007. The area has suffered from successive droughts since 2006 with many livestock having to be moved to other districts. The district presents a clear example of where a strategy to strengthen local people's own strategies to lead productive lives, support livelihoods, and produce for the market under conditions of climate variability, is sorely needed.

### Training of Trainers Team

The 'Strengthening Voices' initiative began with the recruitment of a core team of four trainers from TAPHGO and PINGOs who would become a Trainers of Trainers Team (TTT). After taking the course on Pastoralist Policy Options (PPO), conducted in English at MS-TCDC, this core team then set about adapting the PPO training manual so it could be rolled out to a Community Trainers Team (CTT). As well as being translated into Kiswahili, the content and delivery methods were modified to fit local conditions through extensive field-testing. The team also attended workshops in Kenya and Ethiopia for additional experience.

### Community Trainers Team

In the second year of the project the TTT then began training 25 community-based trainers across the district. CTT members include local government extension workers as well as delegates sent from CSOs. The long-term objective is that these trainers will go back to their communities and organisations and train others in turn.

When training the CTT, the TTT began by identifying and organising what the students already knew, and then began teaching them new scientific, legal and economic aspects. Together they developed and shared systematic arguments for pastoralism for the trainees to be able to use in their communities. Negative ideas they may have been taught were challenged, and new self-advocacy skills were taught for them to share with others.

### Traditional Leaders

The Strengthening Voices initiative also trained traditional leaders of Longido district in its effort to promote inclusive, participatory and accountable decision-making at district level.



*"After we got our new district we were worried that the land is under 'the law' – that is, only the government side – and that we can't say anything."*

**Thomas Ngulupa**

## Strengthening women's voices

Considerable effort was made to ensure women were a central part of the 'Strengthening Voices' initiative. Of the 25 members of the Community Training Team, six were women. In collaboration with the Pastoralist Women's Council there was a specific focus on training women leaders. Women from Ngorongoro District, Simanjiro District, Monduli District and Hanang District were all given time to go through the training and get a deeper understanding of the issues that are affecting them.

The first phase of women's training focused on understanding leadership and development, pastoralism and livelihood systems, policies and climate change, and the role of CSOs in lobbying and advocacy for rights related to land and natural resources. The second phase focused on development and poverty, culture and its role in development, pastoralism as a system, key legal provisions of Tanzania's main policies and laws related to pastoralism, roles and responsibilities of citizens in their local government, the role of women leaders, and lastly a presentation and discussion of the Longido district Strategic Plan.



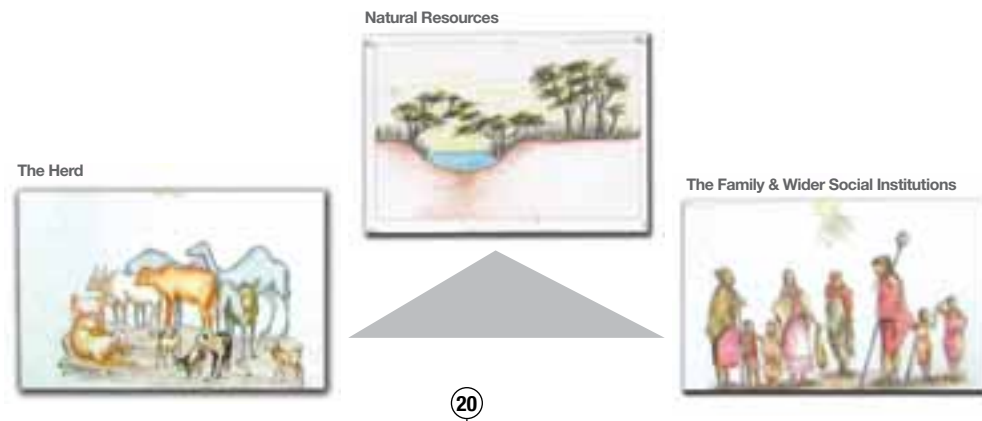
*"This training has been really, really like a buck-up for PWC and for women in Ngorongoro. As a result of training 12 women from the whole district we were able to change over 75 leaders. This training has given us courage to address land challenges and promote women's voices."*

**Maanda Ngoitiko, Co-ordinator, Pastoralist Women's Council**



*"We have been collaborating with the project in terms of building the capacity of the local traditional leaders. The leaders were invited to explain how the land use should be. When you talk about participation, if you work outside of the traditional institutions, then you will have left out the community."*

**Makko Sinandei, Programme Coordinator, U/CRT**



## The content of the training

The pastoral training course is the central pillar of the 'Strengthening Voices' initiative. The course is explicitly designed to explain the economic and ecological processes at the heart of pastoral systems—clarifying the rationale that underpins pastoral livelihood strategies. It explains why mobility makes eminent economic and ecological sense in dryland areas; why indigenous livestock breeds out-perform imported or exotic breeds; and why it is more efficient to rear large mobile herds than smaller sedentary herds under ranching conditions.

The course is also explicitly designed to create common ground between pastoralists and those that seek to alter their livelihoods. Through the training pastoralism emerges as a coherent and rational system: one that is dynamic, responsive and innovative, with strong links to national and regional economies.

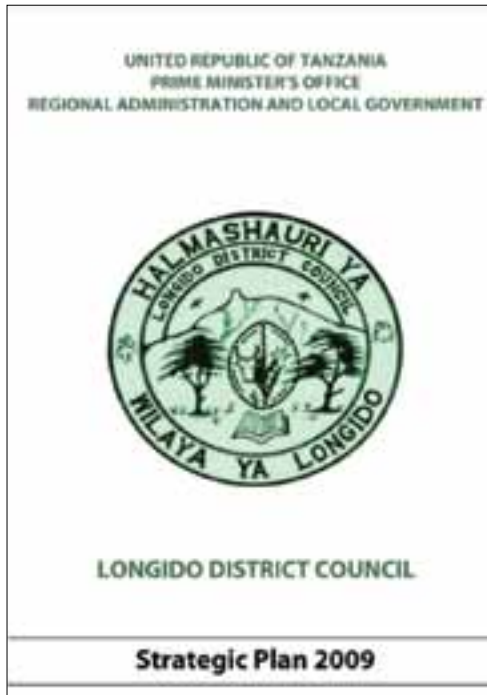
The pastoral training course is split into three modules taken over ten days. Module 1 allows participants to understand that pastoralism is a "system" composed of three components or "pillars":

- Natural resources
- The herd
- The family and wider institutions

In module 2 the training is structured around twelve Key Questions that address past and current policy options, and the challenges for pastoralism. Module 3 presents the policy making and advocacy process, including the key actors, their roles, the policymaking cycle and the key issues to consider when advocating for change.

The speed at which participants move through the training depends on a number of factors, including their initial knowledge base, the degree to which they engage with the process, and the group dynamics. The training is structured around a set of evidence-based arguments, many of which directly challenge enduring preconceptions of pastoralism as a backward, uneconomic and destructive form of land use. The principal of self-discovery guides the training. Although new scientific and legal information is introduced throughout the course whenever pertinent, it is always after the participants have first analysed and presented their own vision or interpretation.





In Longido district the project brought the people closer to its new local government, and also built its capacity through creating its first strategic plan.

### Longido District Council – Strategic Plan 2009

#### Strategic Directions:

<b>Water</b>	we will drive forward a program of urgent work on improving access to water. A new program of work on water, based on the needs expressed by the communities, will be added to the ongoing programs based on core funding and ongoing donor-funded initiatives.
<b>Land</b>	we will launch an accelerated program to develop and register Land Use Plans in all villages before the end of 2010. Land Use planning is essential for the sustainability of livestock keeping and is important in allowing good development of alternative livelihoods
<b>Animal Health</b>	a joint program with partners to provide improved veterinary services to animal keepers in remote locations.
<b>Alternative Livelihoods</b>	we will urgently promote new opportunities for people for the survival and sustainability of pastoralism in the District.

## Strengthening local government

Tanzania's Local Government Reform programme has been ongoing since 1999. Through the reform programme local governments are responsible for the provision of basic services targeted at people's real needs—and therefore the reduction of poverty. Basic services include primary education and health, agriculture extension, local water supply and roads. Transfers from central government currently make up 80-90% of local government revenue. One of the key working areas of the reform programme is governance—and encouraging CSOs, NGOs and private businesses to have a say in the development process.

In order to help build the capacity of the newly established Local Government Authority (LGA) in Longido, the 'Strengthening Voices' initiative has provided them with a considerable amount of training in the dynamics of pastoral systems, participatory planning, governance and decentralization. This training has enabled the LGA to develop and implement a district-level strategic development plan that will also support pastoralism.

The training for Longido district council has been based on the PPO East African training course. At the specific request of the district two one-week training sessions were provided for 26 participants in early 2008, and then three four-day trainings were provided in November and December 2008, attended by a total of 110 participants. Very significantly, all key district officials attended the training sessions—including the Member of Parliament, District Commissioner, District Executive Director, Heads of Departments and all district councillors. Other participants were Village Executive Officers, Ward Executive Officers, and Village Chairs.

### Strategic and Participatory Planning

In late 2008 twenty individuals from Longido district council were trained and assisted to design and implement a full strategic planning process relevant to pastoralist livelihoods. Heads of Department also received additional in-depth training on participatory data collection, and formed a team that visited and interviewed community members in 18 villages throughout the district.

With key assistance from the TTT, and an external specialist in participatory planning, the district then prepared and approved its first Strategic Plan during a five-day strategic and land-use planning workshop in late 2009. The strategic aim of this plan is to make livestock keeping in the district sustainable. Using the knowledge gained from the pastoral trainings, the Strategic Plan and subsequent annual rolling plans take an holistic, cross-sectoral approach that unites the activities of the different departments in an effort to support the 'three pillars' of the pastoral system.

Those developing the Strategic Plan ensured that its aim was consistent with the National Strategy for Growth and Reduction of Poverty (NSGRP), and it is hoped that Longido district will use it as a long-term frame of reference for all its development planning and activities. Future donor investments, for example, might be coordinated not only to respond to local communities' priorities identified through the participatory planning process, but also to achieve the strategic goal of supporting pastoralism.

Officials and councillors have all emphasized that the training provided by the 'Strengthening Voices' initiative was highly relevant and useful to achieving genuine participatory planning. Without it, it is very unlikely that this kind of planning would have been so effective, and that such a strategic plan would have been prepared.



*"If it was not for the training we would not have reached where we are now. And I think it has also improved the working standards of our technicians and other people. It was very, very vital."*

**James Ole Millya - The District Commissioner**



*"The main thing the IIED people did was to build our capacity because, if you're working without direction or strategy, having a new beginning—as a new district— it's pretty meaningless."*

**Ibrahim Matovu - Longido district DED**



*"Some of us interviewed elder men, some the younger men, some the women. All of those groups gave us their priorities. The elder men chose grazing areas as their priority. For the young men their priority was education. And for the women, their priority was water. It was widely recognised that neither livestock nor humans can survive without water."*

**Frank Nanyaro – Longido District Trade Officer**

## Strengthening national policy

Although within the *Mkukuta* Tanzania's overall policy environment is now broadly favourable to pastoralism, many of Tanzania's specific development plans and sector policies are far more ambivalent. Many policies promote a modernisation agenda—with pastoral land demarcation, titling and the elimination of mobility being key proposals to increase the productivity of the sector. While these may appear to make sense, such approaches are not adapted to rearing livestock in the dry rangelands of Tanzania—as confirmed by research from other dryland countries such as Kenya, Ethiopia, and Botswana.

Through livestock mobility, and negotiating access to resources managed under common property regimes, pastoralists are able to ensure higher productivity per hectare than under ranching under similar dryland conditions. Furthermore pastoralism—if properly supported—minimises disease transfer, avoids the overexploitation of natural pasture and water resources, and reduces risks from coming into conflict with other land users.

### Ranching versus pastoralism

Modern ranching is often believed to be an improvement over traditional livestock management. Many governments in Africa believe ranches will produce more and better quality beef, and milk, than pastoralism. But research in Ethiopia, Kenya, Botswana and Zimbabwe comparing the productivity of ranching against pastoralism all came to the same conclusion: pastoralism consistently outperforms ranching, and to a quite significant degree.

Productivity of pastoralism and ranching		Unit of measure
Ethiopia (Borana) <sup>9</sup>	157% relative to Kenyan ranches	MJGE/Ha/yr (Calories)
Kenya (Maasai) <sup>10</sup>	185% relative to east African ranches	Kg of protein production/ha/yr
Botswana <sup>11</sup>	188% relative to Botswana ranches	Kg of protein production/ha/yr
Zimbabwe <sup>12</sup>	150% relative to Zimbabwean ranches	US\$ generated/ha/yr

Source: IIED and SOS Sahel UK (2009) Modern and mobile



*"I did the training at MS-TCDC. My training was in pastoralism dynamics and policy options. We met people from Uganda, Kenya and were doing training together, sharing our experience. It has created networking."*

*"The pastoral dynamics training has provided our staff with a positive perception in regard to pastoralists' livelihoods and pastoralism's economic importance."*

**Dr Maria Mashingo,**  
**Director of the Pastoral Systems Development Department**



Government staff and representatives of pastoral civil society from Kenya, Tanzania and Uganda attending one of the regional training courses at MS-TCDC.

## Pastoralism and Policy Options

The 'Strengthening Voices' initiative has specifically targeted parliamentarians and national policy makers to help improve their understanding of the dynamics and economic returns from dryland ecosystems. The intention is so that they will then design more supportive policies and practices.

The focus of this national level capacity building has been the Pastoralism and Policy Options training course at MS-TCDC. Between 2007 and 2010, sixty-nine individuals attended the PPO training. A considerable number of staff of the Ministry of Livestock Development and Fisheries (MLDF) attended the course during this time, including 6 of the 10 staff members in the Department for Pastoral Systems Development. The course has now been mainstreamed and is held at MS-TCDC twice a year.

The impact of the course on those who have taken it has been impressive:



*"We strengthened quite a lot our understanding about the pastoralists and what should actually be done at policy level and district level. We were then asked to give some inputs on the Grazing Lands and Animal Feeds Act before it was submitted further to higher authorities."*

**Conrad Ndomba, Principal Livestock Officer, MLDF**



*"I would now like the trainers to read some of the materials that the Ministry is producing because in some of the things that they are referring to we have made some improvements. We need to change mindsets. We need to understand each other."*

**Victor Mwita, MLDF**



*"One thing I have found interesting in this course is the interaction between government and civil society people. They were together, speaking about policy, development issues, pastoralism and the livestock sector. It was (initially) almost 'us versus them', but ultimately it was probably the best that could have happened to both parties. I would recommend that this be one thing that should be sustained."*

**Prudence Kaijage, Principal MS-TCDC**



### Specific Pastoral Policy-Oriented Training Workshops

The ‘Strengthening Voices’ initiative has also either supported or provided several specific pastoralist-oriented training sessions to the Tanzanian Pastoralist Parliamentary Group. In collaboration with the Pastoralist Basket Fund (PBF), it designed and conducted a one-week training course in 2009 for a group of government officials connected to the PBF. The participants came from the Vice President’s Office, the Directorate of Environment, and from various ministries. Agriculture and livestock development officers from several districts also attended.

In collaboration with the Pastoralist Livelihoods Task Force (PLTF) — hosted by the Tanzania Natural Resource Forum—the initiative also carried out a strategic awareness-raising seminar in Dodoma in 2009 with the pastoralist and agro-pastoralist parliamentary group, on policies key to pastoral livelihoods. The initiative also participated at CSO meetings at the parliament in Dodoma in order to advocate for changes to the bill concerning livestock and wildlife conservation.

The MP for Longido has used the methods and knowledge he learned from various training activities to advocate in support of pastoralism in parliament, and with national level government officials. After the severe loss of Longido livestock during the 2009 drought, the MP used an opportunity to meet with the President of Tanzania to explain the situation of pastoralists in general. On the basis of that meeting the President visited Longido and acknowledged the contribution of livestock keeping in Tanzania, and the need for restocking in districts like Longido.



*“The project came to Longido at just the right time. People’s eyes were opened and given a chance to positively examine their livelihood system—focusing critically on the challenges and threats with regard to natural resources, land, livestock and water. Our leaders are now well informed, and know their rights and the policies of their country. I am proud of these successes but we must now continue to the next level.”*

**Michael Lekule, MP for Longido**

### MA in Dryland Policy and Climate Change Adaptation

Based on the success of the Pastoralism and Policy Options course, the designers of the ‘Strengthening Voices’ initiative have now established an MA Programme in Drylands Policy and Climate Change Adaptation. The objective of the MA Programme is to help create a critical mass of decision-makers and practitioners who understand the challenges facing Eastern Africa’s drylands, so as to ensure more appropriate future policies in the context of changing climate. The course is in the process of being accredited, and is likely to begin in September 2011 with semesters at Kimmage (Dublin) and Sokoine University of Agriculture (Morogoro). It is the only course of its kind in East Africa or Europe. <http://www.kimmagedsc.ie/madrylands.html>



## Part 3: **New Ground**

- Building on lessons learned
- Strengthening for adaptation



Meeting of elders in Ngorongoro highlands



*"The results (of this IIED project) should be shared very quickly because the government is moving forward. It is not a closed chapter it is an open chapter."*

**Dr Siza Lugoye Chief Advisor Rural Livelihood and Growth, Irish Aid**



*"There was a gap between what we do and our understanding of it. Closing that gap means we understand better what we are doing."*

**Isaya Nguchicha - Community Trainee**



Pastoralism's economic value.

## Building on lessons learned

The overall goal of the 'Strengthening Voices' initiative is to contribute to poverty reduction, peace, and the long-term, sustainable, ecological and economic development of the drylands of Tanzania—in a context of climate change. A more specific intention is to initiate a process of generating informed and equitable discussion and debate on the basis that if you haven't addressed the lack of knowledge and the power imbalances then national planning structures—however well intentioned—just won't work.

In the 1st three-year phase (2007-10), the initiative has made good progress towards its goals by designing and implementing a set of tools and approaches that promote citizen access to decision-making. At the community, local and national level, people have been provided with evidence, training and advocacy skills with which to inform policy of the economic and environmental benefits of dryland livelihood systems.

After the end of Phase One, evaluators praised the initiative for adopting a long-term approach to capacity building, and for creating conditions that can be built upon to achieve sustainable change and development. The initiative was seen as having achieved significant progress in:

- Closing the knowledge gap among policy-makers about pastoralists' methods of using natural resources, and the reasons for these methods, as well as the dynamics of dryland ecosystems; and
- Strengthening the capacity of pastoralists and their CSOs to explain and protect their systems of natural resource use, both at the local government level and among national level policy-makers and other decision-makers.

One of the reasons for the 'Strengthening Voices' initiative's success has been its flexibility. Major capacity building and training activities were brought forward in the schedule, as was the translation of the training manuals from English to Kiswahili. Nevertheless the Phase One evaluation has also flagged areas for improvement in the future. It recommended that the initiative try to achieve a greater level of visibility, with more work carried out at the national level among senior policy makers. This booklet and its accompanying DVD are part of this process, but other recommended activities include updating the PPO course and the course materials, and providing a shorter PPO training course to a much larger number of senior policy makers.

The Phase One evaluation also suggested the initiative needed to take a more cross-border and cross-district approach: perhaps expanding its geographical coverage by starting with other districts in the Arusha Region. The need to better integrate research on comparative economic returns from pastoralism versus other land use systems into the 'Strengthening Voices' project was also highlighted. It was recommended that well-researched, well-written, solid studies be produced to provide solid evidence of pastoralism's economic value.

### The major achievements of the Strengthening Voices initiative:

1. The establishment of good working relationships with local government. This is often overlooked, but achieving it is very important.
2. The creation of common ground—bridging the gap—between local government and local people. Government officials are now more open to valuing local livelihoods and working with customary institutions. And community elders are now more open to engaging with government.
3. The establishment of a growing pool of well-informed practitioners and policy makers on the dynamics of dryland environments and livelihoods. This is the beginning of a critical mass that will be crucially important for addressing the future challenges of climate change.
4. The training itself, which is based on challenging perceptions and strengthening people's voices. The training has showed itself to be a powerful, transformative upstream process, which needs to be done before capacity can be built. Training creates the conditions for an informed planning process.
5. The successful collaboration between institutes in Europe and East Africa that has led to the design and development of a new MA Programme addressing Drylands Policy.
6. A district strategic plan that explicitly reconciles government led sectoral planning with community-led holistic planning. The strategic plan clearly supports the dynamics of the local livelihoods systems rather than only promoting investments in sectoral infrastructure (e.g. clinics, roads, schools).

## Strengthening for adaptation

The need to strengthen institutional capacity for good governance and planning in Tanzania's drylands has been made more urgent by the growing evidence of climate change. Across Tanzania climate change is being felt in the changing patterns and intensity of rainfall, and in the growing unpredictability of the seasons. Designing climate adaptation strategies that include the poorest and most marginal in development terms is a major challenge, but by building on the production and adaptation strategies used by communities—such as mobility, livelihood diversification, and controlled access to common property resources—it becomes possible. Thinking and planning laterally across sectors, and across government, is also necessary.

The international community has responded to climate change challenges in various ways, including the establishment of the Copenhagen Accord in December 2009. The Accord seeks to establish the basis for fast start-up finance becoming available to developing countries in order to facilitate climate change mitigation and adaptation response measures. This was reinforced at Cancún in 2010 with the agreement to set up a Green Climate Fund and an Adaptation Framework. The whole process should allow better planning and adaptation in developing countries through increased financial and technical support. In order to be able to properly benefit from and utilise any new climate change finance, countries such as Tanzania will now need to examine whether their governance, planning, and resource delivery systems are fit for purpose.

Resilient productivity and adaptability to the disequilibrium in ecosystems are a core part of dryland communities' livelihoods and institutions. But local adaptive capacity to respond to observed climate changes over the last 30 to 40 years has been steadily eroded. Poor governance and the exclusion of local voices—particularly in the planning and management of natural resources (the basis of people's livelihoods and the local economy)—have been at the heart of the problem. In northern Tanzania the grazing action of livestock is recognised as having helped maintain healthy populations of wildlife—the cornerstone of the hunting and photographic tourism industry. As the Strengthening Voices project moves into its second phase it will investigate land use systems that can accommodate and reconcile the differing interests between the livestock and the wildlife industries, demonstrating the synergies between them and the economic values of both.

With strengthened voices the communities in the drylands of Tanzania can shape national policy and strategy as a basis for a more optimistic future—for both themselves and the national economy that is reliant upon pastoralist production. And by bridging the knowledge gap across all levels in Tanzania on how the pastoralist system functions, better tradeoffs can be made in the commercialisation of the drylands to focus on development strategies that are more environmental, more economical and more adaptable.

## Acronyms

CORDAID	Catholic Organisation for Development Cooperation
CSO	Civil Society Organisation
CTT	Community Trainers Team
GORTA	Irish NGO
IIED	International Institute for Environment and Development
KDSC	Kimmage Development Studies Centre
LGA	Local Government Authority
Mkukuta	Swahili name for the National Strategy for Growth and Reduction of Poverty
MLDF	Ministry of Livestock Development and Fisheries
MS-TCDC	MS Training Centre for Development Cooperation
NSGRP	National Strategy for Growth and Reduction of Poverty
PBF	Pastoralist Basket Fund
PLTF	Pastoralists Livelihoods Task Force
PINGOs	Pastoralist Indigenous Non-Governmental Organisations Forum
PPO	Pastoralism and Policy Options in East Africa (training course)
PWC	Pastoral Women's Council
RECONCILE	Resource Conflict Institute
TAPHGO	Tanzania Pastoralist Hunters & Gatherers Organization
TNRF	Tanzania Natural Resource Forum
TTT	Training of Trainers Team
U/CRT	Ujamaa Community Resource Trust

<sup>1</sup> Watkiss, P. et al (2011) The economics of climate change in the United Republic of Tanzania. (<http://economics-of-cc-in-tanzania.org/>)

<sup>2</sup> Jama, B and Zeila A (2005) Agroforestry in the drylands of eastern Africa: a call to action. ICRAF Working Paper – no. 1

<sup>3</sup> Source: <http://www.tanzania.go.tz/livestock.html>

<sup>4</sup> Ministry of Livestock Development, Tanzania (2006) National Livestock Policy

<sup>5</sup> Hesse C and MacGregor J (June 2009) Arid Waste? Reassessing the value of dryland pastoralism. IIED Briefing Paper

<sup>6</sup> TNRF (Feb 2011) Resolving the Land Use Conflict in Loliondo. Policy Info. ([www.tnrf.org](http://www.tnrf.org))

<sup>7</sup> Kratli S (2007) Cattle Breeding, complexity and mobility in a structurally unpredictable environment: the WoDaaBe of south-east Niger. FAO (Taken from IIED and SOS Sahel UK (2009) Modern and mobile – The future of livestock production in Africa's drylands)

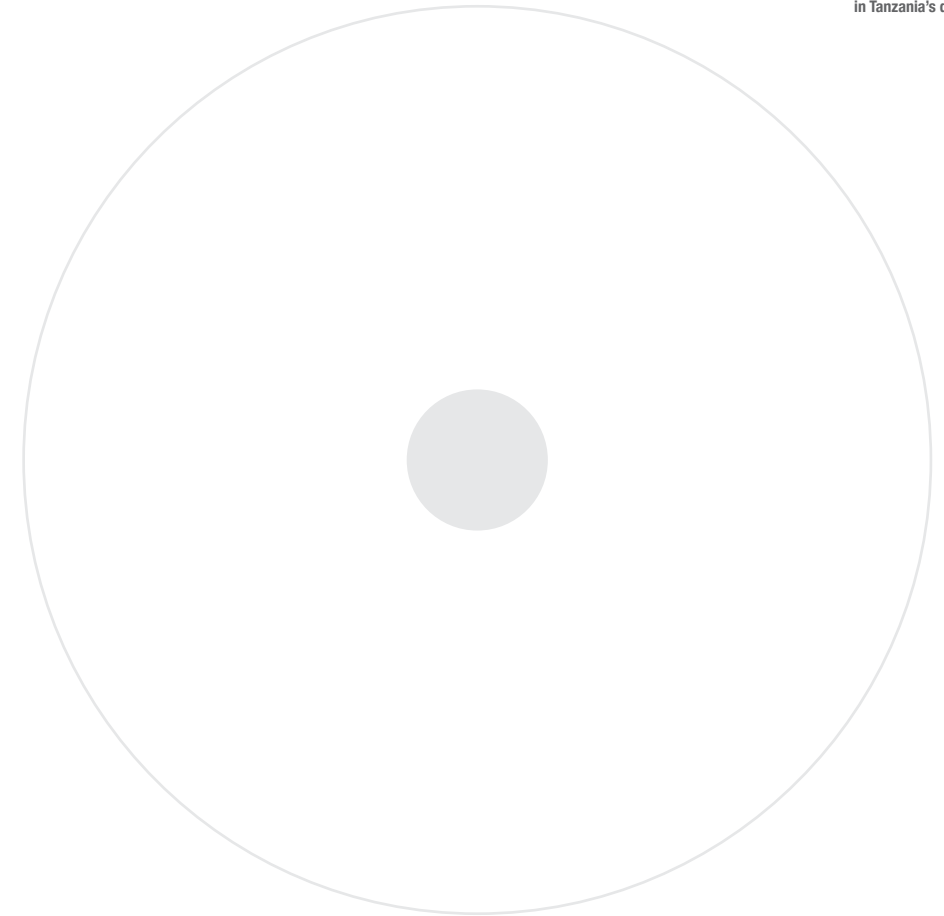
<sup>8</sup> In Kilosa district activities were cut short by rising conflicts in the 2nd year and therefore this booklet focuses only on Longido district and the national level.

<sup>9</sup> Cossins, W.J. (1985) The productivity of pastoral systems. ILCA Bulletin 21: 10-15.

<sup>10</sup> Western, D. (1982) The environment and ecology of pastoralists in arid savannas. Development and Change 13: 183-211.

<sup>11</sup> De Ridder, N. & K.T.Wagenar. (1984) A comparison between the productivity of traditional livestock systems and ranching in eastern Botswana. ILCA Newsletter 3 (3): 5-6.

<sup>12</sup> Barnett, J.C. (1992) The economic role of cattle in communal farming systems in Zimbabwe. Pastoral Development Network paper 32b, ODI, London.



This DVD was made by Susi Arnott from the London-based 'Walking Pictures' with assistance from Lodrick Mika and Erica Rugabandana of the Tanzania Natural Resource Forum's Maajabu film crew. It was filmed at same the time the Strengthening Voices project was evaluated in July 2010, and contains testimonies from the different actors with whom the project worked at community, district and national levels. As well as explaining the project itself, the film captures lessons in development approaches that can help build the capacity of local people and local governments to support local livelihoods and adaptive capacity.