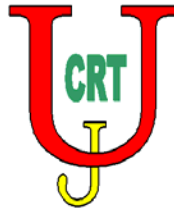


Jumuiko
la
Maliasili
Tanzania



Tanzania
Natural
Resource
Forum



EXTERNAL MID-TERM EVALUATION

**COMMUNITY NATURAL RESOURCE FORUMS
LOLIONDO AND SIMANJIRO DISTRICTS, TANZANIA**

TANZANIA NATURAL RESOURCES FORUM

Final Report

Kitakaya Loisa

Kajiado, Kenya

February/March 2008

TABLE OF CONTENTS

list of Acronyms and Words with Unclear Meaning.....	IV
Acknowledgements.....	V
Summary	VI
1. INTRODUCTION	1
1.1. Context	1
1.2. Objectives and Expected Results of The Review	2
1.3. Execution Of The Review	2
2. PROJECT DESIGN AND DEVELOPMENT TODATE	3
2.1. Intervention Logic and Monitoring of the Implementation	3
2.2. Absence of Baseline Data	3
2.3. Project Progress	3
2.4. Project Management.....	6
2.5. Institutional Arrangement	6
2.6. Community Forums Through Council of Traditional Leaders, <i>Ilaguenak</i>	7
2.6.1. Rationale for Choice of Institution.....	9
2.7. Reactions to Community Forums	10
2.8. Achievements	11
2.8.1. Conflict Resolution.....	11
2.8.2. Sustainability	13
2.8.3. Inspiration	13
2.8.4. Exchange of Information	13
2.8.5. Knowing Each Other.....	13
2.8.6. Formation of A Regional Community Forum	13
2.9. Representative Participation	14
2.10. Capacity of Community Forums Members.....	14
2.11. Other Challenges	15
3. CONCLUSIONS	15
4. THE PROJECT’S FUTURE.....	15
4.1. Recommendations	15
4.1.1. Increased Women Participation	15
4.1.2. Capacity Building	16
4.1.2.1. Training	16
4.1.2.2. Council of Advisors.....	16

4.1.2.3. Transport	16
4.1.3. Institutional Arrangement.....	16
4.1.4. Development of Community Forums Guidelines.....	17
4.1.5. Incorporation of Customary Institutions from other Communities	17
4.1.6. Registration	17
4.1.7. Enhanced Information Exchange Mechanisms	17
4.1.8. Representation of Community Forums in Village Governments	17
4.1.9. More Action in Simanjoro	18
ANNEX 1. TERMS OF REFERENCE	A
ANNEX 2. REFERENCE DOCUMENTATION	D
ANNEX 3. SCHEDULE OF THE REVIEW	F
ANNEX 4. INTERVIEW GUIDE	G
ANNEX 5. LIST OF PERSONS MET AND INTERVIEWED.....	H

List of Acronyms and Words with Unclear Meaning

CBNRM	–	Community Based Natural Resource Management
CBOs	–	Community Based Organisation
CFs	–	Community Forums
HIV/AIDS	–	Human Immunodeficiency Virus/Acquired Immuno Deficiency Syndrome
MKUKUTA	–	Mkakati wa Kupunguza Umaskini na Kukuza uchumi Tanzania /National Strategy for Growth and Reduction of Poverty (NSGRP)
MKURABITA	–	Mkakati wa Kurasimisha Rasilimali na Biashara za Wanyonge Nchini Tanzania/Property and Business Formalisation Programme for Tanzania
NGONET	–	Ngorongoro NGOs Network
NGOs	–	Non-Governmental Organisations
PINGOS	–	Pastoralists Indigenous NGO's
STIs	–	Sexually Transmitted Infections
TAPHGO	–	Tanzania Pastoralist, hunter-gatherers organization
TNRF	–	Tanzania Natural Resources Forum
TZ	–	Tanzania
UCRT	–	Ujamaa Community Resources Trust

Community Forums: Forums that bring together members of the Maasai customary institutions of Ilaiguenak for purposes of addressing land and natural resource issues.

Enkopiro o laiguanani/enkopiro (pl. inkopirr): A special advisor to Olaiguenani.

Esoto: A social gathering of young Maasai men and women where they sing and dance.

Olaiguenani (pl. Ilaiguenak): A chief councillor of the Maasai according to customary law.

Acknowledgements

I would like to recognise and thank a number of people whose input made this assignment possible. In particular, I would like to thank Christopher Memantoki who accompanied me to the field in the two districts covered by this evaluation. We drove long distances with Chris and as we traversed the vast districts to conduct interviews and hold meetings.

I am also grateful to the TNRF programme coordinator, Andrew Williams, for the logistical support and other facilitation he organised for me. This support and facilitation was certainly critical to my being able to carry out the mid-term evaluation. Many thanks go to the TNRF community liaison officer, Sinandei Makko, and other UCRT field officers for their support in arranging my meetings with Ilaiguenak and other persons I interviewed in the course of this evaluation.

This midterm evaluation would not have been realized without the many participants I met, who offered their time, which gave me invaluable data from the interviews and focus group discussions that form the core of this work. Thus, special acknowledgment goes to those participants of this study. Their names are listed at the end of this report.

Summary

The 'Community Forums' is a joint initiative between Tanzania Natural Resources Forum (TNRF) and Ujamaa Community Resource Trust (UCRT). TNRF, a collective civil society-based initiative to improve natural resource management in Tanzania by addressing fundamental issues of natural resource governance, was founded in 2004 with the aim of improving natural resources management in Tanzania by addressing fundamental issues of natural resource governance. The Community Forums have been developed in northern Tanzania to enable better information exchange among rural communities and bridge the gap between their local experiences in natural resource management and the development of appropriate national policy and law.

In order to achieve better and devolved natural resource governance and management, TNRF works with its partner organisation UCRT and Ilaiguenak – a customary institution of the Maasai – to implement the Community Forums that form the basic platform to address land and natural resource management issues. TNRF started implementing its Community Forums project in May 2007. In the first year of the project, Community Forums have been launched in Simanjiro, Loliondo, Longido and Hanang Districts in northern Tanzania. The stage of development of these Community Forums varies from district to district – depending on the status and strength of the local customary institutions. The past 10 months have been a pilot phase in the implementation of Community Forums, during which period a number of success have been realised and lessons learnt.

Community Forums have proved cost-effective because of their ability to mobilise local resources from the community and carry on with their mandate with limited external support. Mobilisation of local resources evidences the sustainability of the forums. Further, conflict resolution by the forums has proved to be quick saving on both time and resources.

Overall, Community Forums have made it easy for many organisations, both NGOs and CBOs that have been involved in natural resource management and land issues in the two districts sampled in this evaluation. These organisations are now supportive of the forums. Community members and most civil society organisations view the Community Forums as a sure step to achieve genuine alternatives for the community. Politicians in local authorities and village governments appreciate the activities so far carried out by the forums.

Among the key achievements of the Community Forums since inception are:

- Resolving of longstanding conflicts in community
- Forums are operate with a heavy reliance on local community resources demonstrating impressive sustainability in the long term
- The forums' members are highly motivated
- There is better exchange of information among forum members within and between districts

- Members now know each other
- Formation of a regional forum bringing together the district Community Forums

There have been, however, challenges faced by the forums. These include:

- Lack of representative participation
- Limited capacity of forum members
- Negative effects of drought on forums' meetings

The table below summarises the key recommendations for the future of the project:

PROGRAMME AREA/ACTIVITY	RECOMMENDATION
1. Women participation	<p>(i) TNRF should facilitate the formation of independent women community forums.</p> <p>(ii) TNRF to should conduct a stakeholder analysis and explore partnering with an organisation that has experience in gender programming and is conversant with land and natural resource management issues</p>
2. Capacity of Forums	<p>Training</p> <p>(iii) TNRF should give member of Community Forums further training in laws governing natural resources management and policy development processes.</p> <p>Council of advisors</p> <p>(iv) A council of advisors to the forums should be formed to give the forums further technical support (through consultation as and when need arises) in order to effectively address contemporary issues that might not always be in tandem with the members' knowledge and experiences.</p> <p>Council members should be able to steer off partisan politics at the grassroots in order to maintain the good public profile of Ilaiguenak.</p> <p>Transport</p> <p>(v) TNRF and partner institutions should endeavour to facilitate forum members with transport to and from meetings for better communication between forum members and effective functioning of the forums.</p>
3. Institutional Arrangement	<p>(vi) In the future there would be need to de-link the forums from any other non-umbrella organisation at the grassroots if the forum is to maintain its own identity and ward off biased influences whether real or perceived.</p> <p>(vii) Ilaiguenak should desist from holding elective office at village</p>

	government level if they are to sit in the forums, in order to observe separation of powers, avoid conflict of interest, and maintain independence of the Community Forums.
4. Forums' Guidelines	(viii) There is need to develop guidelines that are specific on who qualifies to take part in the Community Forums as a member. (ix) The guidelines should spell out the objects and direct the operations of the Community Forums.
5. Incorporation of customary institutions	(x) For effective intercommunity conflict resolution where parties to the conflict are the Maasai and their neighbours, Ilaiguenak-equivalent traditional institutions of the neighbouring community should be incorporated in the forums.
6. Registration	(xi) Before any steps toward formal registration of Community Forums are taken, expert legal opinion on the implications of formal registration should be sought.
7. Information exchange mechanisms	(xii) Since exchange of information is one of the principal objectives of TNRF under the Community Forums project, TNRF should come up with more targeted information sharing mechanisms. Through such a system, lessons and experiences could be shared between different districts even before convening of the Regional Forum.
8. Representation of Community Forums in village governments	(xiii) For effective functioning of the forums at community levels possibilities of the forums representation in village governments on an ex-officio capacity should be explored.
9. More action needed in Simanjiro	(xiv) UCRT should do more in Simanjiro to encourage action and motivate the Community Forums in the District that are lagging behind compared to Loliondo.

1. INTRODUCTION

1.1. Context

The 'Community Forums' is a joint initiative between Tanzania Natural Resources Forum (TNRF) and Ujamaa Community Resource Trust. The two institutions found the partnership suitable because of the congruence in their goals and complementarities in their approach, and common geographical areas of operations. TNRF is a collective civil society-based initiative founded in 2004 with the aim of improving natural resources management in Tanzania by addressing fundamental issues of natural resource governance by addressing fundamental issues of natural resource governance. TNRF views the quality and equity of governance as fundamentally determining how natural resources are managed and how they support the livelihoods of Tanzanians and the sustainable economic development of the country.

TNRF seeks to improve accountability, transparency and local empowerment in natural resource management by bringing together a diverse range of stakeholders and interests to share information, build collaboration and pool resources towards common aims of better and devolved natural resource governance and management. TNRF implements its activities through partners, usually other nongovernmental organisations (NGOs) that have a strong presence at the grassroots. Among these partners is a local NGO, Ujamaa Community Resource Trust (UCRT). UCRT is a non-profit social justice organization, which works with indigenous groups of different cultures. The target communities are those communities who depend on communal resource management regimes for their economic livelihood. UCRT started in 1998 under what was known as TAZAMA Trust before its official registration in 2002. It aimed at strengthening the capacity of local ethnic minorities in northern Tanzania, principally pastoralists and hunter-gatherers such as the Maasai, Barabaig, Akie, Sonjo and Hadzabe, to better control, manage and benefit from their lands and natural resources. The livelihoods of these communities are threatened by exploitation of local resources by outsiders, political marginalization, and limited capacities and access to information. The UCRT's ultimate goal is to improve local community and household welfare through improved land and natural resource management.

The Community Forums are being developed in northern Tanzania to enable better exchange of information among rural communities and bridge the gap between their local experiences in natural resource management and the development of appropriate national policy and law. TNRF is currently working with UCRT to:

- Support the development of community natural resource forums - a long term process to help communities develop their own resource management networks for better achieving and sharing better local natural resource management practices and advocating for improved policies and government support;
- Improve the availability and exchange of information – facilitating more efficient flows of information within and between communities so that they have good access to the information they need. This will also mean that the wider TNRF membership is better informed of natural resource management developments at local level;
- Develop stronger relations with government - supporting the engagement of community networks with central government and Parliament to enable them to

advocate on key issues that they perceive as being important for improving management and benefits from natural resources.

In the first year of the project, Community Forums have been launched in Simanjiro, Loliondo, Longido and Hanang Districts in northern Tanzania. The Community Forums have been founded on customary leadership institutions at community level, particularly the Ilaiguanak among Maasai community. The stage of development of these Community Forums varies from district to district – depending on the status and strength of the local customary institutions.

1.2. Objectives and Expected Results of the Review

The mid-term evaluation reviews the progress of the project to date and provide recommendations and guidance for the second part of the project and its further development. The consultant was required to carry out an evaluation to review how far the project has come towards achieving three broad objectives:

- Supporting the development of community natural resource forums;
- Improving the availability and exchange of information;
- Developing stronger relations with government.

In summary, the consultant was to carry out the evaluation concerning the above objectives by reviewing:

- (1) Project design and development to date
 - Assess the project timeframe in regards to achieving sustainable and lasting outcomes;
 - Assess the effectiveness of project design in terms of efficient use of resources
- (2) Project implementation
 - Assess the quality of project development and implementation
 - Assess the quality of project management
- (3) The project's future
 - Based on the findings of tasks (1) and (2) above, to discursively reflect upon the options available for the future development

1.3. Execution of the Review

The midterm review was conducted through a participatory approach that employed focus group discussions and individual interviews using an interview guide. The schedule of the assignment is attached as Annex 3. The interview guide appears as Annex 4. During the interviews and discussions, views from a cross-section of stakeholders, among them Ilaiguenak (traditional Maasai leaders), government officials, members of the civil society, opinion leaders,

and politicians were collated and considered. A list of persons met during the review appears as Annex 5 to this report. The consultant also reviewed various documents (some internal and some external to TNRF) in order to fully understand the project and assess progress. In addition, different other models of community based natural resources management were considered. The list of documents reviewed appears as Annex 2.

2. PROJECT DESIGN AND DEVELOPMENT TODATE

2.1. Intervention Logic and Monitoring of the Implementation

The project summary in the project proposal document provides for five objectives with activities broadly spelt out under each objective area. Indicators of success have been formulated against these activities. One observation comes forth.

There is no clearly formulated intervention logic and a comprehensive summary of the project complete with indicators to make operational the objectives. An intervention logic that links a project's activities to results or outcomes, then to the project purpose or the effects of outcomes of activities, and then the overall goal or change to which the project contributes, is a key tool in monitoring project progress. This is especially the case for staff in the organisation as well as for external parties who lack deep knowledge on the project but that would relate with it either as donors or as consultants.

2.2. Absence of Baseline Data

The indicators of success referred to in the project summary would normally provide for a baseline situation or the status of the variables being worked on at the start of the project. The baseline serves as point of reference against which any improvements made during project implementation would be measured. The proposal document gives a description of the situation before the start of the project under "problems and issues" section, alluding to some study that went before and which lead to project conception and formulation. The details of this description, however, are not given either as part of the indicators of success or elsewhere in the proposal. In the absence of baseline data, monitoring becomes a rather harder task for both project staff and other stakeholders.

2.3. Project Progress

TNRF started implementing its Community Forums project in May 2007. By March 2008, the forums had only been in operation for ten months. Over the period some considerable ground has been covered and a number of planned activities undertaken. Among these activities are: formation of forums in four districts, training of leaders on legal and policy aspects of natural resources management and land issues, networking of the district forums through a regional workshop and body, and Community Forums have already began addressing natural resource issues especially conflict resolution. Members of the Community Forums remain motivated especially inspired by their successes so far and the relevance of the forums' activities to the functions of their customary office. The table below summarises the progress of the project so far and status of key activities, based on the project logical framework.

Activity	Indicator of success	Status: as at March 2008
Objective 1: TNRF actively engaged in collection, analysis, and dissemination of information on improved natural resource management and governance		
Activity 1.2: TNRF works with rural communities and partner NGOs to gather and disseminate information about experiences in community-based natural resources management and land tenure issues;	<ul style="list-style-type: none"> • Processes developed for improving the exchange of information including appropriate ways of communication between remote communities and their partners both in Tanzania and across the region 	<ul style="list-style-type: none"> • Regional community forum formed enabling the exchange of information between the three project districts
Activity 1.2: together with partners, TNRF develops a community outreach program on policy, law, practice and review processes which includes appropriate resources and communication materials	<ul style="list-style-type: none"> • Materials and resources (oral and written) collaboratively reviewed and co-developed for straight forward information provision on policy, law, practice and review issues • Training seminars held for trainers • Training seminars held for communities 	<ul style="list-style-type: none"> • Training on Village Land Act (1999), Wildlife Conservation Act (1974) and MKURATIBA held in August '07 at Simanjiro • Training workshop for Council of Traditional Leaders on Participatory natural resource-based management
Objective 2: Strong communication and collaboration between grassroots and other natural resources stakeholders developed		
Activity 2.1: TNRF works to link different community natural resource networks together, developing a countrywide collaborative platform for policy review, best practice innovation, project development and pooling o resources for community-based natural resource management	<ul style="list-style-type: none"> • Networking events held to: • Establish collaboration on land, forest, wildlife and fisheries issues • Reach consensus on key governance and technical issues on land, forest and wildlife with communities and their stakeholders 	<ul style="list-style-type: none"> • Regional community forum training workshop held in November '07 in Arusha
Activity 2.2: TNRF works to link innovative private sector companies with communities and facilitating NGO partners in order to develop equitable	<ul style="list-style-type: none"> • The evaluation, facilitation and documentation of emerging agreements between communities and the private sector in natural 	<ul style="list-style-type: none"> • Funding has been secured from IUCN Netherlands to for a project 'Social learning for adaptive tourism management' – which

Activity	Indicator of success	Status: as at March 2008
and profitable partnerships in natural resource-based business	resource-base business including development of best practices	directly addresses this activity. Work will start in mid 2008.
Objective 3: Improve capacity of grassroots and civil society organisations to hold government accountable on rural livelihoods and natural resource management issues		
Activity 3.1: Supporting the capacity of communities and community networks to secure their tenure rights and hold government accountable over natural resources by providing training and strategic facilitation	<ul style="list-style-type: none"> • Communities and community networks are able to participate in normal government policy consultation exercises articulately and compellingly. The strategic needs of communities and community networks to engage with natural resource governance processes are identified and addressed in terms of development of ongoing and supportive initiatives. Where communities and their supportive networks conclude that strategic litigation on a landmark resource-rights issue is necessary, provision of clear advice, training and appropriate mobilisation for the successful prosecution of the case. 	<ul style="list-style-type: none"> • Training of Council of Traditional Leaders on policy development, MKUKUTA, MKURATIBA, natural resources, land, and governance held in Malambo, Loliondo district in July '07
Objective 4: TNRF managed effectively and accountably and developed appropriately in relation to the needs of its participants, with a sustainable programme for monitoring and evaluation		
Activity 4.1: TNRF efficiently provides the facilitation, information and support needed by communities and community networks	<ul style="list-style-type: none"> • TNRF has a skilled, committed, effective and motivated Community Liaison Officer who has strong working relationships with partner communities and community networks. 	<ul style="list-style-type: none"> • Community Liaison Officer hired in February 2007. The CLO struggled to work effectively and was replaced successfully by an officer from a partner under a collaborative agreement.
Objective 5: The technical management capacity of TNRF participants at local level supported		

Activity	Indicator of success	Status: as at March 2008
through demand-driven development of resource materials and collaborations promoting best practices in natural resource management.		
Activity 5.1: TNRF begins to work with community and supporting partners to help develop materials and communications on best practices and to disseminate them to community resource-managers and their NGO and government partners.	<ul style="list-style-type: none"> • An integrated written and oral set of materials developed to engender best practices in selected priority community natural resource management issues based on participatory and consultative methodologies 	<ul style="list-style-type: none"> • Materials developed in collaboration with partners – particularly ‘People and Environment’ a straightforward guide to Natural Resource Policy and Law. The initiative has been heavily delayed by partners, and TNRF is in the process of re-tracking and expediting a Swahili version. The ‘People and Environment’ was based on a previous TNRF publication, ‘The Natural Resource Policy and Law Syllabus’, and has been updated.

2.4. Project Management

The outlined project activities are at impressive levels of progress since implementation began over ten months ago. This is notable achievement considering the fact that TNRF is a lean organisation with two personnel working in the area of Community Forums: the program coordinator based in Arusha who supervises the entire project and the community liaison officer in charge of implementation in the field and who doubles as a project officer for UCRT. It is even more remarkable in view of the project coverage areas of up to 900km radius from Arusha where TNRF has an office.

TNRF’s fast implementation of the Community Forums project has been aided by effective planning and reporting activities to which the organisation attaches importance and carries out frequently and to good quality. TNRF documents all activities via minutes of meetings, field visit reports, training workshop reports, sub-activity plans, quarterly reports, etc.

2.5. Institutional Arrangement

In order to achieve better and devolved natural resource governance and management, TNRF works with its partner organisation UCRT and Ilaiguenak – a customary institution of the Maasai – to implement the Community Forums that form the basic platform to address land and natural resource management issues. So far, UCRT has been able to mobilise Ilaiguenak, across the three districts with notable success. The choice of UCRT as a partner is “based on

assumptions that ... community-based organizations closely connected to natural resources are most likely to foster sustainable resources use and possess the knowledge required to do so” (Pomeroy 1996; Johannes 2002; Ostrom and others 2002). Prior to the forums, UCRT already had a strong presence at the grassroots in the three districts – Ngorongoro, Longido, and Simanjiro – because of its community conservation related activities. In this regard, UCRT provided for a suitable partner with whom to initiate the Community Forums at community level with TNRF giving support and coordinating at a higher level. In any case, for a start the Community Forums project needed some incubation in the form of a host or parent organisation as they take shape and before developing a life of their own.

Community Forums have made it easy for many organisations, both NGOs and CBOs that have been involved in natural resource management and land issues in the two districts sampled for purposes of this evaluation. These organisations are now supportive of the forums and in the case of Loliondo, NGOs at one time contributed to the facilitation of Community Forums through provision of transport during the forums meetings. Such support is indicative of the organisations’ appreciation of the forums without reading any competition in forums’ coming into force. Although organisations like PINGOS and TAPHGO carry out capacity building and facilitation of networks that address land and natural resource issues among pastoralists at the national level and at the grassroots, theirs are different models. None of these organisations is working purely through a customary institution, as the Community Forums do. The Community Forums model therefore provide for a definite niche for TNRF in devolving natural resource management and governance.

2.6. Community Forums through Council of Traditional Leaders, *Ilaguenak*

To understand the nature of Community Forums and their place as vehicles in addressing natural resource management and land issues, an appreciation of the social and political standing of the *Ilaguenak* institution – the basis of the community forums – in the Maasai community is necessary. The political and social organisation of the Maasai divides them into age-sets (usually people about the same age who undergo initiation rites around the same time) that cut across clans and sections. For example, since an age-set is a purely age-related configuration a specific age-set exists in all sections of the Maasai drawing its membership from among all clans. Similarly, the same clans are found across the different sections of the Maasai.

Every age-set has its Chief Councillor, *Olaiguenani* (variously *olaiguanani*, *Olaiguenani lenkashe*, *olomishira enkupes*) selected and ordained into office through an elaborate ritual process at an early stage in the formation of the age-set. *Olaiguanani* will then receive a staff of office, which symbolises his authority to lead. His age-set members learn to accord him respect and refrain from contradicting him as he leads them through the other rituals that they go through until old age, by which time his authority extends beyond his age-set to the entire community (Sankan, 1971). Among the Kisonko section of the Maasai, however, this has slightly changed. Here every clan has its own *Olaiguenani* (*olaigenani le nkaji*) and they are more powerful than *Ilaguenak* of the age-set, whose authority appears to be limited to their age-set ritual practice.

There are stark differences between the way clan-based and age-set based *Ilaguenak* operate in Simanjiro and Loliondo districts. Both the Kisonko (found in both districts) and Iloitai

(in Loliondo district) sections of the Maasai practice clan-based Ilaiguanak and they are the only sections that practice this. The two sections accord a great deal of recognition and power to clan-based Ilaiguenak. Yet even among them, there are differences. The Kisonko elevate the clan-based Ilaiguenak above age-set based ones who appear to retire from active engagement once their age-set enters the stage of young elders. The clan-based Ilaiguenak, however, observe the solemnity of their office and strictly observe impartiality. Thus, they serve in the same manner and are held with the same esteem as age-set based Ilaiguenak all over the Maasai community. This arrangement works well in Simanjiro, which is inhabited by one section only – the Kisonko – with the two clans of *orok-kiteng'* and *odo-mong'i* co-existing harmoniously. In Iloitai, clan-based Ilaiguenak are a recent creation from the Kenya side of the border, which appears to have arisen out of political competition between clans. According to field interviews, this was a corruption (and an abuse) of the customary Ilaiguenak institution for political expediency of the clan. This political arrangement obtains against the backdrop of many sections neighbouring each other and thus sometimes complicating the power relations within the forums, since except Iloitai, all the other sections in Loliondo practice age-set based customary leadership.

In general, Olaiguanani is required to be strictly impartial, level headed, and a person of studied judgement. Above all, they are sworn in office on oath to observe these virtues and to abhor bribery. Olaiguanani enjoys security of tenure and his office is for life. The combination of strict rules of office and security of tenure gives Ilaiguenak the latitude to dispense justice and lead not only without fear but also without favour. They can take on all forces without fear of being stripped of title. Yet, there is a caveat: they are accountable to community. Although Olaiguanani cannot be relieved of his duties or made to vacate office, should he be found to be failing in upholding the standards of his office and vocation, the community would normally sideline him and appoint another in his place. This, however, carries too much social stigma, as it is the height of mockery to have title but not occupying the office. Should Olaiguanani who had earlier neglected his duties reform, however, he automatically reclaims his position. Yet, according to the interviews conducted in the course of this evaluation, there is no Olaiguanani that has had to be stripped of his title, at least in living memory. As a rule, Olaiguanani would receive council from his advisor, *enkopiro* (pl. *inkopirr*) who also acts as his deputy. Inkopirr are officially recognised as the advisors of Ilaiguenak and they accompany them to important meetings. Ilaiguenak have roles and responsibilities, which are wide ranging from conflict resolution, setting of rules, they serve as custodians of community values and traditions, etc. These roles are similar across the board.

Nevertheless, the institution has experienced some challenges. First, cultural erosion, which is being propagated by western religious orders – the church –, and exposure to western education among the youth are undermining the philosophy and ideology on which Ilaiguenak is founded. Second, when it suits them, politicians and administrators have hid under the rubric of the law to curtail the scope of the institution to matters of culture only or even dismiss it altogether as an outdated outfit lacking national constitutional recognition. These reactions attest to the contested terrain of dominance and control in which different institutions, not least Ilaiguenak, find themselves.

2.6.1. Rationale for Choice of Institution

The existence of this institution defeats the need to use resources and time to create new (often parallel) institutions, since it is already well-embedded in the socio-political fabric of the Maasai community, and with representation across ages and regions, thereby being best placed to articulate the concerns of the community. The institution also enjoys the highest level of legitimacy in the community. Ilaiguenak speak and the community listens. Other institutions that exist at the grassroots are exported into the community either as civil society develops or as government sets up its administrative structures. Usually, these institutions among them the local authorities and the village councils are either part of state machinery or part of the political establishment that are captive to certain interests not in accord with community concerns. Communities are not always well acquainted in dealing with and engaging these external institutions. In most cases, political bureaucracy, infighting and corruption have made communities lose confidence in these other institutions. The use of Community Forums comprised of Ilaiguenak is, thus, an approach that seeks to encourage better resource management outcomes with the full participation and the incorporation of local institutions, customary practices, and knowledge systems in management, regulatory, and enforcement processes (Armitage, 2005). Above all, this approach is engaging because it links the concerns of conservationists, traditional rights advocates, and political reformers, including social equity, traditional resource access and use rights, local economic development and livelihoods, and alternative forms of state–community relationships (Brosius and others 1998; Kellert and others 2000; Barrett and others 2001). It empowers the grassroots exposing them to higher-level policy issues that affect them while at the same time affording policy makers and other stakeholders a more credible and more permanent outfit with whom to engage. Yet, it effectively circumvents the state bureaucracy while empowering the grassroots.

So strong is the Ilaiguenak institution that government agents have used it from time to time (both during the colonial period and in independent state in Tanzania) to sell government policies to the people, and often with success where the Ilaiguenak have been cooperative. For example in Simanjiro district, the government has had to rely on the influence of the institution of Ilaiguenak to mobilise the community in constructing secondary schools. Once the institution embraced the idea, the number of secondary schools in the district shot from zero to seventeen in one year.

In the past before the start of the Community Forums, Ilaiguenak have been instrumental in addressing negative cultural practices thought to contribute to the spread of sexually transmitted infections (STIs) especially HIV/AIDS in the Maasai country. *Esoto*, a social gathering of young men and young women, is one such cultural practice that Ilaiguenak deliberated on, appreciated the danger, and have since abolished the practice all together in some areas. Ilaiguenak took this step after civil society and health sector players pointed to the potential of the practice in the spread of STIs. It is imperative stating that no other institution among the Maasai would have had the power and authority to introduce radical changes into such a time-honoured practice like *esoto* and succeed except Ilaiguenak. This intervention by Ilaiguenak is testament to the institution's willingness to be adaptive and remain responsive to needs of the community.

On gender matters, Ilaiguenak is the customary institution with credible authority to address and change any biased and lopsided laws to afford women a position of equal standing

with men in society. Indeed, in Simanjiro, the institution has already taken on such step, by effecting changes to the law on compensation for murder of a woman and raised such compensation to equal that of murdering a man. Traditionally, only a donkey and a special stick were paid as compensation when a woman was murdered. A man's life on the other hand was worth forty-nine herd of cattle. Since Ilaiguenak took action, a woman's life is now worth forty-nine cows as a man's. Ilaiguenak have also gone against the long established norms and invited women to take part in the otherwise exclusive male domain of forum meetings. This too demonstrates the institutions ability to question and challenge traditions and institute changes and finally diffuses binding decisions to the entire community. There is a better chance of gender empowerment through the Ilaiguenak.

In view of the status of the Ilaiguenak, there is no better institution to use, at least among the Maasai customary institutions, to implement the Community Forums. Indeed, the use of Ilaiguenak, traditional institution, comes with various advantages. First, the very existence of the institution pre-empts use of resources to create new structures. Secondly, the institution enjoys great social and political legitimacy in the community making it able to push most agendas through and recognised by the community to articulate its interests. The authority embodied by this institution is one of the main strengths of customary institutions model. Many resource users bring with them great knowledge to participatory natural resource management systems. Yet, the challenge with ordinary users is where in most cases they lack authority and influence. Thirdly, because of its non-partisan nature, the institution's decisions are respected in the community and the judgements they deliver binding to the community since their authority comes from the community.

2.7. Reactions to Community Forums

Ever since the forums started and given the influence of the members, there have been mixed reactions to the forums from by different quarters. Community members and most civil society organisations view the coming together of Ilaiguenak through the forums as a sure step to achieve genuine alternatives for the community. Among the civil society organisations that have been supporting of the forum in Loliondo are Pastoralist Women Council (PWC), Laramatak Development Organisation (LADO), Oxfam GB, ERETO Project, and Frankfurt Zoological Society. Politicians in local authorities and village governments appreciate the activities so far carried out by the forums. Similarly, the Ngorongoro district commissioner underscored the influence of Ilaiguenak in the community while appreciating their roles. He further cited instances where the government has had to rely on that influence to sell its policies to the community with success. Community Forums has simply taken a great deal of load off the backs of both the administration and politicians. At the same time, there is scepticism in the administration that the basically illiterate folks might fall prey to the ill machinations of agents who have government unfriendly agenda. Both politicians and administrators are wary of the coming together of Ilaiguenak. They expressed reservations as to what Ilaiguenak are up to through the community forums and whether they forums will fall victims to manipulations of parties with unwelcome goals. The administration expressed the need for the forums to be transparent in their dealings. The politicians, while careful not to stand in the way of the forums expressed their desire to be co-opted into the forums or at least

be allowed to attend forum meetings. Fortunately, none is ready to take the forums head on because of Ilaiguenak's honoured status in community.

2.8. Achievements

2.8.1. Conflict resolution

In Loliondo district where the Community Forums were found to be most vibrant, much has been achieved in resolving resource-related conflicts since the forums' inception. Some of the longstanding conflicts that the administration has not been able to resolve have been resolved by the forum. In some instances, the provincial administration (district commissioner's office) and law enforcement agencies like the police have referred some conflicts to the forum and these have been resolved. For example, the Ilmasilig case was resolved by the forum after four years of simmering tensions in between two sections of the Maasai on either side of the Kenya/Tanzania border. Another case that the forums addressed and effectively resolved was in Malambo. Both Il-Kisongo and I-Salei Maasais inhabit Malambo. Because of partisan politics in the area, tensions rose so high that the two communities which have always been living together, could no longer share resources amicably. They accessed common resources on alternate days. On one day, Il-Kisongo and their livestock would go for water in the local watering point owned by the community. The next day, I-Salei would water both man and beast. The conflict, however, was resolved thanks to Ilaiguenak.

Besides normalcy returning to the communities where conflicts have been resolved by the forums, it is hoped that such resolutions will speed up the process of titling village land, thereby guaranteeing ownership. Most importantly, if the forums' activities lead to proper demarcation and titling of village land, they would have succeeded moving to the more proactive (and preferred) position of conflict transformation pre-empts conflict resolution which is tends to be more passive.

In Simanjiro, members of the forum continue to engage in activities related to natural resources management, especially conflict resolution between villages and between individuals but not so much as a united/common front but rather as individual Ilaiguenak. In Terat, there was a simmering tension over the common border with Loiborsoit village. Olaiguenani from that area came in and arbitrated over the dispute. It is worth noting that Ilaiguenak were instrumental and effective in addressing this and similar inter-clan conflicts because of their impartiality and legitimacy across the divide.

**Idoinyio-wuas Case:
Loliondo, Tanzania**

This conflict pitted Ilaitayiok and Iloitai of Loliondo, Tanzania where a dispute occurred over farming fields. When parties to the conflict sought police intervention (and by extension redress through the court system), the district commissioner referred the case back to the community forum which came in and resolved it amicably. Time and resources of the parties to the conflict were saved via the intervention of Ilaiguenak.

**Ilmasilig Case:
Kenya-Tanzania Border**

The case involved a border dispute between the Iloitai Maasai of Kenya and Ilpurko of Tanzania. The conflict that had already persisted for over four years had resulted in the death of one person from the Tanzania side. Members of the community forum decided to go and resolve the case. They sought Ilaiguenak from the Kenya side and after two days of deliberations, the conflict was resolved to the satisfaction of all parties. The case was resolved without external resources. Members of the forum used their customary position of authority to mobilise resources from the community.

2.8.2. Sustainability

Because of the authority of Ilaiguenak in the community, Community Forums have been able to address conflict without depending on external resources. Ilaiguenak from the area where a case is to be resolved would normally ask the community to host the meeting and finance it. This has happened in Malambo, Ilmasilig, and Oldoinyio-wuas.

2.8.3. Inspiration

Since Community Forums formed and began working on conflicts that had been persistent for years, there is a new spirit and excitement in the community and among members of the forums. There is renewed hope that longstanding conflicts can still be resolved. The members of the forums are now envisioning a time when they will bring the community together and once more speak in one voice on matters relating to land and natural resource management issues. There is also a renewed awareness in the community that this institution can and still works in an effective and cost effective manner. The community are especially happy of the fact that unlike courts, Ilaiguenak would not jail or imprison anyone but only hand down punishment without disruption of family cohesion through the separation that comes with imprisonment.

2.8.4. Exchange of information

Since the establishment of Community Forums, members have met and exchanged information and ideas in different forums. This has afforded members the opportunity to discuss issues the concern their communities and recognise that there is need for a unified approach in view of the similarities of the issues across the villages and districts. The exchange of information has taken place at two levels: within districts where Ilaiguenak from various divisions come together and between members from different districts when they meet at the regional forum.

2.8.5. Knowing each other

For a long time, Ilaiguenak have been separated from each other because of the expansive nature of the Maasai inhabited districts of northern Tanzania. Over time, this had a rather negative effect on the commonality of purpose and knowledge among members. The inauguration of Community Forums has once more afforded members the opportunity to know each other seek council from each other. The institution is once more knowledgeable about its membership and representation in different corners of the community.

2.8.6. Formation of a Regional Community Forum

One way in which Community Forums have strengthened their internal organizational capacity is for district forums to federate into a higher-level regional forum. Such an arrangement facilitates the sharing of information, lessons and examples, dispute resolution, and collective bargaining with other actors.

2.9. Representative Participation

Although Ilaiguenak is an excellent institution embedded in the social and political verve of the Maasai, it is still far from perfect. Because of the diminished status of women in the community, age-sets (the basis of Ilaiguenak) are comprised of men only. A woman derives her age-set identity and affiliation by virtue of the man she marries. As a result, the institution, in its traditional sense, practically excluded women. Yet in the two districts covered by this study, women have been part of the forums – something of a radical departure from the hitherto exclusive nature of this all-important institution. Actually, women sat together with Ilaiguenak in the same meetings during the focus group discussions of this mid-term evaluation. It was new to see women take part in public in the highest political and social institution of the Maasai. Ideally, they are having access to the very unit that has powers to institute wide ranging changes that can positively transform the lives of their lot.

2.10. Capacity of Community Forums Members

It would be naïve to romanticize participatory resource management approach and assume that Community Forums as a local user groups necessarily has the wherewithal to take on all roles and responsibilities assigned to them even if they have sufficient incentives. Most members of Community Forums are leaders well educated in the art of customary leadership and rules but illiterate as far as formal education is concerned. They have a sound understanding of land tenure and natural resource management under customary systems. They also understand conflict resolution from a more traditional perspective based on their experiences as a community engaged in pastoralism. While many members have received training on land regime in Tanzania and policies relevant to natural resource management, and continue to yearn for more, their level of knowledge on these issues is still limited. Modern laws and policies governing access to and use of land and natural resources are new to Community Forum members. In turn, this has affected the quality of debate within the Community Forums about land and natural resource management issues, regional and national land and natural resource management policy and law and the inter-relationship between them. Such limitation can be an easy obstacle to the forums' pursuit of its goals.

Almost all members of the forums interviewed in Loliondo district, reiterated that their goal was to facilitate peace by addressing natural resource-related conflicts. While this was an obvious priority in the district with most stakeholders including the government crediting the forums for coming in to resolve longstanding conflicts, their narrow definition of the forums' goals indicated a restricted grasp of the vision of the forums. Nevertheless, the obvious thing for them to do was to engage in conflict resolution since their subsequent goals and operations could only obtain in an atmosphere free of strife and tensions.

Limitations notwithstanding, members of the forums are on the ground and remain primary users and managers of land and other natural resources based on customary laws. They are very enthusiastic and excited about debate on land and natural resources. This position affords them the opportunity to experience the impacts of policies on their livelihoods and lives and articulate concerns of their communities.

2.11. Other challenges

Compared to Loliondo, Community Forums in Simanjiro have not been very effective in carrying out their activities including holding meetings. The explanation for this according to Community Forums members from the district was because of the consequences of a dry spell experienced in late 2007 and immediately thereafter followed by a busy planting season. Yet, there is the possibility that had the implementing partner has a thin presence in Simanjiro. Had UCRT had the same strong presence in this district as it had in its domicile district of Loliondo, the performance of these forums would have been different.

Community Forums operate in large districts covering many square kilometres and characterised by poor public transport and a poor road network. Transport is made even worse during rainy seasons when flush flooding occurs.

3. CONCLUSIONS

The past 10 months have been a pilot phase in the implementation of Community Forums. Several lessons earlier outlined in this report have been learnt. There have been mixed reactions – hope and scepticism – to the formation of the forums. This reaction especially from the political class and the administration underscore the potential influence the forums have.

For the period the forums have been in operation, the potent power of traditional institutions especially Ilaiguenak has been demonstrated. The achievements of the forums in resolving conflicts that the courts and the administration have not been able to arbitrate for years is testament that customary institutions and by extension community forums have a place in the Maasai community and they remain as relevant as ever.

Mobilisation of local resources evidences the sustainability of the forums. Community Forums have demonstrated ability to mobilise local resources from the community and carry on with their mandate with limited external support. Further, conflict resolution by the forums has proved to be quick saving on both time and resources.

4. THE PROJECT'S FUTURE

4.1. Recommendations

Based on this review, there is need for action in the following areas:

4.1.1. Increased Women Participation

TNRF should facilitate the formation of independent women community forums. The current co-optation of women in Community Forums meetings is a good gesture of gender inclusion and recognition of the place of women in society, albeit this happens without any clearly defined place for women in the Ilaiguenak institution that makes up the forums. The roles of women in the Maasai community are ever expanding and these roles are important. There are aspects of land and natural resource management issues that women would articulate better than men because of the special ways in which they relate to these resources as defined by their traditional roles. This implies the need to have independent women Community Forums that can be linked up with the current Community Forums at regional level.

In order to form independent Women Community Forums TNRF to should conduct a stakeholder analysis to identify potential partners. Such partner(s) should ideally be conversant with gender programming and natural resource governance issues.

4.1.2. Capacity Building

4.1.2.1. Training

TNRF should give member of Community Forums further training in laws governing natural resources management and policy development processes. There is need for community forum members to scale up their knowledge and understanding of laws and policies on land and natural resource management. Modern laws and policies governing access to and use of land and natural resources are new to Community Forum members.

4.1.2.2. Council of advisors

A council of advisors to the forums should be formed to give the forums further technical support (through consultation as and when need arises) in order to effectively address contemporary issues that might not always be in tandem with the members' knowledge and experiences. The existence of such a council will further strengthen the role of *inkopirr oo laiguanak*, who traditionally serve as advisors to the Ilaiguenak.

4.1.2.3. Transport

For better communication between forum members and effective functioning of the forums, TNRF and partner institutions should endeavour to facilitate forum members with transport to and from meetings.

4.1.3. Institutional Arrangement

In the future there would be need to de-link the forums from UCRT and/or any other non-umbrella organisation at the grassroots if the forum is to maintain its own identity and ward off biased influences whether real or perceived. Ilaiguenak is an already powerful institution with which many in the political sphere (or with political ambitions) seek to associate in order to ride on the institution's social capital. Any one party or organisation seen to associate with Community Forums either as a host or in some other capacity will be mistaken to harbour other ulterior motives, especially by the administration and political class. Such perceptions about the Community Forums are potentially counterproductive. It should be noted that Community Forums enjoy acceptance in community because of the impartiality and non-partisan nature of the Ilaiguenak institution. Whatever institutional arrangement, this neutrality should be maintained.

Ilaiguenak are likely unable to execute effectively their roles as in Community Forums when occupying elective office at village level, as they are likely to have conflicting interests. To observe separation of powers, avoid conflict of interest, and maintain independence of the Community Forums, Ilaiguenak should desist from holding elective office at village government level if they are to sit in the forums.

4.1.4. Development of Community Forums Guidelines

There is need to develop guidelines that are specific on who qualifies to take part in the Community Forums as a member. This will put to rest complaints encountered in the field where some community members questioned whether the Forums comprised of genuine Ilaiguenak. If the forums should comprise of Ilaiguenak and their advisors, that should be made clear in the guidelines.

Iloitai, who have had conflicts with Il-purko, Ilaitayiok and Sonjo, have both Ilaiguenak of the clan and those of the age-set. Clan-based Ilaiguenak have failed miserably to observe the impartiality and fairness required of Olaiguanani. Indeed their creation is a recent development (and a casual one at that) in the history of the Loita Maasai. Their inclusion in the Community Forums need to be considered since they have demonstrated that their loyalty is not to truth and justice but rather to the clan interest which could be in conflict with those of the larger community.

Further, the guidelines should spell out the objects and direct the operations of the Community Forums. Such guidelines will allow the forums guard against any abuse and misuse while justifying their platform in case the matters they address are regarded as sensitive by other actors.

4.1.5. Incorporation of Customary Institutions from other Communities

Community Forums should be expanded to include appropriate customary institutions from other communities in the district.

4.1.6. Registration

Before any steps toward formal registration of Community Forums are taken, expert legal opinion on the implications of formal registration should be sought. Formal registration is a direction that many forum members desire to go. Although registration leads to greater acceptance and formalisation of the institution in the modern sense, registration of the forums could as well be counterproductive especially when relationships with authorities are not good. The forums could suffer deregistration and possible outlawing of its meeting and outlawing of activities. Under the current arrangement, however, no deregistration is applicable and no validity is sought as the legitimacy of the institution emanates not from state but from community.

4.1.7. Enhanced Information Exchange Mechanisms

Since exchange of information is one of the principal objectives of TNRF under the Community Forums project, TNRF should come up with more targeted information sharing mechanisms. Through such a system, lessons and experiences from Loliondo district could be shared with other districts even before convening of the Regional Forum.

4.1.8. Representation of Community Forums in Village Governments

For effective functioning of the forums at community levels possibilities of the forums representation in village governments on an ex-officio capacity should be explored. A number

of Community Forums members expressed frustration at their being locked out of village governments because of exposing ills by the institution.

4.1.9. More action in Simanjiro

UCRT should do more in Simanjiro to encourage action and motivate the Community Forums in the District that are lagging behind compared to Loliondo. One way to do this would be to seek partnership with another organisation that has a strong presence in Simanjiro as UCRT has in Loliondo.

Annex 1. Terms of Reference

Background

The 'Community Forums' is a joint initiative between TNRF and Ujamaa Community Resource Trust. The Community Forums are being developed in northern Tanzania to enable better information exchange among rural communities and bridge the gap between their local experiences in natural resource management and the development of appropriate national policy and law. TNRF is currently working with Ujamaa Community Resource Trust to:

- Support the development of community natural resource forums - a long term process to help communities develop their own resource management networks for better achieving and sharing better local natural resource management practices and advocating for improved policies and government support;
- Improve the availability and exchange of information - facilitating more efficient flows of information within and between communities so that they have good access to the information they need. This will also mean that the wider TNRF membership is better informed of natural resource management developments at local level;
- Develop stronger relations with government - supporting the engagement of community networks with central government and Parliament to enable them to advocate on key issues that they perceive as being important for improving management and benefits from natural resources;

In the first year of the project, Community Forums have been launched in Simanjiro, Loliondo, Longido and Hanang Districts in northern Tanzania. The Community Forums have been founded on customary leadership institutions at community level, particularly the Ilaiguenak among Maasai communities. The stage of development of these Community Forums varies from district to district – depending on the status of the local customary institutions and how strong they are.

The purpose of the mid-term evaluation

The mid-term evaluation will serve to review the progress of the project to date and provide recommendations and guidance for the second part of the project and its further development.

Terms of reference

The consultant will carry out an evaluation, which will review how far the project has come towards achieving three broad objectives:

- Supporting the development of community natural resource forums - a long term process to help communities develop their own resource management networks for better achieving and sharing better local natural resource management practices and advocating for improved policies and government support;

- Improving the availability and exchange of information - facilitating more efficient flows of information within and between communities so that they have good access to the information they need. This will also mean that the wider TNRF membership is better informed of natural resource management developments at local level;
- Developing stronger relations with government - supporting the engagement of community networks with central government and Parliament to enable them to advocate on key issues that they perceive as being important for improving management and benefits from natural resources;

The consultant will carry out the evaluation in regard to the above objectives by reviewing:

1. Project design and development to date

- Assess the quality of the initial design of the project and how it has been developed since its inception in regard to:
 - Developing a realistic and effective way forward for establishing legitimate and popular grass-roots advocacy land and natural resource management networks among pastoralist communities in northern Tanzania;
 - Supporting and helping strengthen existing institutions – both local NGOs and CBOs
 - Overcoming institutional constraints and weaknesses, and building on core competencies and social capital of partners;
 - Complementing and not competing with other networks – such as PINGOs and TAPHGO
- Assess the project timeframe in regards to achieving sustainable and lasting outcomes;
- Assess the effectiveness of project design in terms of efficient use of resources

2. Project implementation

- Assess the quality of project development and implementation in relation to (1), in particular:
 - The nature of the establishment of the Community Forums based on customary leadership institutions – relative to the status and history of each customary leadership institution – particularly in terms of representative participation;
 - The level of understanding among both community forum members and community members about the function, roles and responsibilities of the Community Forums;
 - The level of perceived legitimacy and responsiveness of the Community Forums at community level;
 - The level of understanding and debate within each community forum about:
 - (i) Local land and natural resource management issues;
 - (ii) Regional and national land and natural resource management policy and law;
 - (iii) The inter-relationship between the (i) and (ii)

- The track record of decisions and actions taken by each community forum in resolving key land and natural resource management issues at local level;
 - The track record of each community forum in engaging with advocacy at local and national level;
 - The nature, timeliness, quality and quantity of information exchange achieved through the establishment of the Community Forums;
 - The sustainability of each community forum in terms of its level of independency on external project support for its meeting and other running costs.
- Assess the quality of project management in terms of:
 - The quality and timeliness of implementation of project activities relative to the availability of human and financial resources;
 - The quality and timeliness of reporting and further project planning;
 - The cost effectiveness of the project relative to project objectives and activities;

3. The project's future

- Based on the findings of tasks (1) and (2) above, to discursively reflect upon the options available for the future development of the project particularly in regard to:
 - The launching of an independent women's Community Forums;
 - The strengthening of the legitimacy, accountability and effectiveness of Community Forums in general;
 - Institutional arrangements and support between TNRF and its partners;
 - Key issues that the consultant identifies as being critical for the future success of the initiative

Annex 2. Reference Documentation

1. Action Plan for Establishment of Community Forums in Northern Zone in 2007
 2. Activities and Budget for Northern Community Forum from October – December 2007
 3. Community Forum events in Loliondo District:
 4. Gender Analysis For The Community Forum Initiative 15th September 2007
 5. Liaison And Familiarisation Visit To Simanjiro District Reporting Officer: Julius Achiula Date: 28th March - 1st April 2007
 6. Liaison Visit To Wami Mbiki And Jukumu Wmas Reporting Officer: Julius Achiula Date: 23rd April 2007
 7. Minutes of The 1st Meeting of Community Forum Held in Mid June At Terat Division In Simanjiro District.
 8. Minutes of The 2nd Meeting of Community Forum Held In Mid July At Terati Division In Simanjiro District.
 9. Minutes of The Training For Members Of Community Forum Held On 10 – 12th August 2007 At Terati Division In Simanjiro District.
 10. Minutes Of The Training For Members Of Community Forum Held On 10 – 12th August 2007 At Terati Division In Simanjiro District.
 11. Quarterly Report, 1st March – 31st May 2007
 12. Regional Community Forum: A Training Workshop For Members Of The Forum On The Position Of The Traditional Institution In Pastoralism And Policy Development Processes. Held At The Olasiti Garden Hotel In Arusha On 21st- 23rd November 2007
 13. Some Reflections on the Community Forum Project and Customary Leadership in Maasailand. Independent Observer's Report. October 21, 2007
 14. Some Reflections on the Community Forum Project and Customary Leadership in Maasailand. Independent Observer's Report. October 21, 2007
 15. The Establishment Of Community Forum In Simanjiro District 28th March - 1st April 2007
 16. Training For Empowerment Of The Council Of Traditional Leaders Of Loliondo District, Malambo, 24th -25th July 2007
 17. Training On Village Land Act (1999), Wildlife Conservation Act Of 1974 And Mkurabita To Laigwanani At Simanjiro District 10 - 12th August 2007
 18. Warsha Ya Viongozi Wa Mila Juu Ya Mafunzo Ya Uwakilishi, Ushirikishwaji Na Uongozi Kwa Ajili Ya Usimamizi Na Matumizi Endelevu Ya Maliasili, Iliyofanyika Kijiji Cha Sinya Wilaya Ya Longido Kuanzia Tarahe 30-31/05/2007.
- Armitage, D. (2005). Adaptive Capacity and Community-Based Natural Resource Management. *Environmental Management Vol. 35, No. 6, pp. 703–715.*
- Beiyaminsen, T. A. (1997). Natural Resource Management, Paradigm Shifts, and the Decentralization Reform in Mali. *Human Ecology, Vol. 25, No. 1*
- Berkes, F; Colding, J; Folke, C. (2000). Rediscovery of Traditional Ecological Knowledge as Adaptive Management. *Ecological Applications, Vol. 10, No. 5, pp. 1251-1262.*
- Leach, M; Mearns, R; Scoones, I (1999). Environmental Entitlements: Dynamics and Institutions in Community-Based Natural Resource Management. *World Development Vol. 27, No. 2, pp. 225-247.*

Meinzen-Dick, R; Knox, A. (1999). Collective Action, Property Rights, and Devolution of Natural Resource Management: A Conceptual Framework. *Unpublished Paper*.

Nunan, F. (2006). Empowerment and Institutions: Managing Fisheries in Uganda. *World Development* Vol. 34, No. 7, pp. 1316–1332.

Annex 3. Schedule of the Review

Day	Date	Activity	Place	Persons concerned
1	16 Feb	Document review	Kajiado	Loisa
2	18 Feb	Travel to Arusha	Nairobi-Arusha	Loisa
3	19 Feb	Meeting TNRF coordinator	Arusha	Loisa, Andrew
4	20 Feb	Preparation: Further review and development of instrument		Loisa
5	21 Feb	Travel to Loliondo	Arusha-Loliondo	Loisa, Chris
6	22 Feb	Interviews	Loiliondo town	Loisa, Chris, Respondents
7	23 Feb	Interviews	Oldoinyio wuas	Loisa, Chris, Respondents
8	24 Feb	Focus group discussion, Interviews	Soit Sambu, Ololosokuan	Loisa, Chris
9	25 Feb	Travel to Malambo	Loliondo-Malambo	Loisa, Chris
		Focus group discussion	Malambo	Loisa, Chris
10	26 Feb	Travel to Pinyiny	Malambo-Pinyiny	Loisa, Chris
		Focus group discussion	Pinyiny	Loisa, Chris
		Travel to Enkaresero	Pinyiny-Enkaresero	Loisa, Chris
11	27 Feb	Travel to Arusha	Enkaresero-Arusha	Loisa, Chris
12	28 Feb	Travel to Terat	Arusha-Terat	Loisa, Chris
		Focus group discussion	Terat	Loisa, Chris
13	29 Feb	Focus group discussion	Isukuro	Loisa, Chris
14	1 Mar	Focus group discussion	Kipilolto	Loisa, Chris
15	2 Mar	Travel to Arusha	Terat-Arusha	Loisa, Chris
16	17 Mar	Preparation of report	Kajiado	Loisa
17	18 Mar	Preparation of report	Kajiado	Loisa
18	19 Mar	Preparation of report	Kajiado	Loisa
19	20 Mar	Report writing	Kajiado	Loisa

Annex 4. Interview Guide

1. Project design and development to date

- Q. What are the other institutional options, traditional or otherwise, if any, that could have been considered alongside Ilaiguenak?
- Q. I take it here that the Forums work with and/or complement the work of some NGOs & CBOs
- Q. Who are the different partners and what are their roles and contributions, social profile and levels of engagement and kind of intervention in communities?

2. Project implementation

- Q. How effective is this model?
- Q. What are the other models out there?
- Q. What is their performance? Compare.
- Q. To what extent are they able to articulate the objectives and purpose of the Forums and their functions as members? What vision do they have of the Forums?
- Q. How do Ilaiguenak, the community in general and other institutions in community and individuals view the Forums? Who opposes/supports and why?
- Q. Have the Forums held their own meetings and at what level (e.g. kijiji, kata, wilaya, etc)?
- Q. What was discussed during those meetings?
- Q. Were there other outside (non-Ilaiguenak) parties/collaborators invited to attend?
- Q. What was the outcome of such meetings?
- Q. What was the experience like?
- Q. What information sharing/dissemination mechanisms exist and how have they been utilised?
- Q. To what extent have the forums carried out activities with/without external support?
- Q. Where has external support been coming from?
- Q. What is the kind of support from community members that the Forums have ever received?

3. Quality of project management:

- Q. What has been achieved (quantity and quality) over what time against how much resources?
- Q. Are the reports relevant and useful in matters of project learning and where necessary project modification?

4. The project's future

- Q. In what ways can women's forums exist alongside those of Ilaiguenak?
- Q. Who should hold the Forums to account and how?

Annex 5. List of persons met and interviewed

1. Sinandei Makko – Project Officer TNRF/UCRT
2. Samuel Nangiria – Coordinator, NGONET
3. Noonkipa Lais – Women Activist
4. Kuntai Parmuat – Councillor, Soit Sambu
5. Mwalimu John Kulincha – Secretary, Community Forum
6. Kaigil Nkukuo Mashati – Councillor, Olgos Orok
7. Daniel ole Nkoitiko – Founder, UCRT
8. Lenkumo Parmiria – Olaiguanani, Ilbuluka
9. Hon. Ole Timan – Former MP, Loliondo
10. Ole Sugume – Elder, Oldoinyi-wuas
11. Kashanka Pusalet – Olaiguanani
12. Philip olele Mutel – Enkopiro
13. Hon. Parkipuny – Former MP, Ngorongoro
14. Ole Minis – Enkopiro
15. Leposo Kilanti – Olaiguenani le nkashe
16. Manyara enole Karia – PWC Representative, Esoit Sambu
17. Santet ole Reya – Olaiguenani, Esoit Sambu
18. Mr. Kasunga – District Commissioner, Ngorongoro
19. Timothy ole Yiaile – Assistant Coordinator, PWC
20. Raphael Manang’oi – Village Chair, Malambo
21. Makara Ololoishuro – Elder, Malambo
22. Makara Olole Kuito – Olopolosi olkiteng’
23. Lawrence Nkorisa – Olaiguenani
24. Sophia Olubiy – Representative, CCM
25. Sailepu Lekipa – Olaiguenani
26. John Maseto – Olaiguenani
27. Kipara Ndorko – Olaiguenani
28. Lucas Ole Tililu – Olaiguenani
29. Joseph Long’oi – Olaiguenani
30. Lekule Siang’au – Elder
31. Shurraiemua Long’oi – Elder
32. Metoy ole Mayiasek – Olaiguenani le nkaji
33. Lesira Sampuri – Olaigenani le nkaji
34. Kalanka Aladaro – Olaigenani lolporrorr
35. Letema Nankojjie – “ ”
36. Kiria Saiteyie Shakulo – Olaiguenani, Simanjiro
37. Partimpo Tubulu – Olaiguenani lenkaji, Simanjiro
38. Osukiy Naing’asha – Enkopiro, Simanjiro
39. Parboi Loolmeek – Olaigenani, Simanjiro
40. Alais Raing’ot Selian – Olaiguenani
41. Michael Nkaibata – enkopiro, Simanjiro

- 42. Letema Olopiro-onyokie – elder, Simanjiro
- 43. Olarrirru Sumuni – Enkopiro, Simanjiro
- 44. Oronkai Keempue – elder, Simanjiro
- 45. Meitiaki Lemama – elder, Simanjiro
- 46. Joseph Lekele – elder, Simanjiro
- 47. Joesph Mantalo – Olaigenani, Simanjiro
- 48. Sintei Olburunkei – Women leader, Terat, Simanjiro