



**ECONOMIC AND SOCIAL RESEARCH
FOUNDATION**

POVERTY AND ENVIRONMENT INITIATIVE (PEI)

**A Study to Assess Institutional Capacity and
Mapping of Best Practices and Development
Opportunities in Bunda District**



2015

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A Study to Assess Institutional Capacity and Mapping of Best Practices and Development Opportunities in Bunda District

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List of Abbreviations

AFSP	Accelerated Food Security Project
AGRA	Alliance for a Green Revolution in Africa
AIRF	Agricultural Innovation Research Foundation
ASDP	Agricultural Sector Development Programme
ASDS	Agricultural Sector Development Strategy
ASLMs	Agricultural Sector Lead Ministries
BD	Bunda District
BDC	Bunda District Council
CBO	Community Based Organization
COMESA	Common Market for Eastern and Southern Africa
DADP	District Agricultural Development Plan
DPG	Development Partners Group
FAO	Food and Agriculture Organization
FDI	Foreign Direct Investment
FY	Fiscal Year
GDP	Gross Domestic Product
GoT	Government of Tanzania
IIDS	Integrated Industrial Development Strategy
LGA	Local Government Area
M&E	Monitoring and Evaluation
MAFC	Ministry of Agriculture, Food Security and Cooperatives
MCDGC	Ministry of Community Development, Gender and Children
MDAs	Ministries, Departments and Agencies
MDGs	Millennium Development Goals
MITM	Ministry of Industry, Trade and Marketing
MIVARF	Marketing, Infrastructure, Value Addition and Rural Finance Programme
MLFD	Ministry of Livestock and Fisheries Development
MLHHSD	Ministry of Lands, Housing and Human Settlement Development
MoW	Ministry of Water
MTEF	Medium Term Expenditure Framework
NAIP	National Agricultural Investment Plan
NBS	National Bureau of Statistics
NEEC	National Economic Empowerment Council
NEMC	National Environment Management Council
NFRA	National Food Reserve Agency
NGO	Non-Governmental Organization

NSGRP	National Strategy for Growth and Reduction of Poverty (MKUKUTA)
PADEP	Participatory Agricultural Empowerment Project
PASDEP	Plan for Accelerated and Sustained Development to End Poverty
P-E	Poverty and Environment (initiatives/interventions)
PEG	Poverty, Environment and Gender (initiatives/interventions)
PEG-CC	Poverty, Environment, Gender and Climate Change (initiatives/interventions)
POPC	President's Office Planning Commission
PPP	Public-Private Partnership
PMO-RALG	Prime Minister's Office – Regional Administration and Local Government
RDS	Rural Development Strategy
RECs	Regional Economic Communities
TAFSIP	Tanzania Agricultural and Food Security Investment Plan
TAMISEMI	Tawala za Mikoa na Serikali za Mitaa (PMO-RALG)
TANESCO	Tanzania Electric Supply Company Limited
UNDP	United Nations Development Program
URT	United Republic of Tanzania

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1. Introduction

1.1 Background and rationale

Since the year 2000, Tanzania has been operationalizing and implementing the Long Term Development Vision 2025 and a range of related policies and initiatives with the aim of making Tanzania a middle income country characterized by good governance, high quality livelihoods, and a healthy, wealthy and educated society, as well as semi-industrialized and competitive fast growing economy. To date, some notable outputs have been noted, including an impressive average GDP growth rate of 7% in the last decade. Despite the progress made so far the socioeconomic development at District, Ward, and Village levels is still subpar and the level of poverty is still substantial.

According to the 2011/12 Household Budget Survey (HBS), 28.9% of the population is living below basic needs poverty line and that 9.7% are living below food poverty line. In addition, the implementation process of the existing and evolving policies, strategies, and initiatives is faced with considerable management and resource challenges and constraints that are hindering the accelerated achievement of objectives, especially at local level. These issues, such as ensuring policy coherence, resource management, coordination of implementation of operational details in plans, and prioritizing ever changing needs of citizens, need to be considered so as to create an equitable and balanced development as Tanzania continues to implement the economic transformation process.

Realising this, the Government of Tanzania has taken a number of steps including policy and legislative reforms and initiatives to address the bottlenecks and improve the management of the policies and plans at local levels. This includes the UNDP/UNEP supported Pro-poor Economic Growth and Environmentally Sustainable Development Programme that was launched in 2003/04. The programme aims to increase the contribution of the environment and natural resources to national development goals, including poverty reduction, sustainable economic growth and the broader achievement of MDGs from national to village and family levels.

Despite these efforts the implementation of the certain interventions related to the Poverty-Environmental (P-E) agenda remains a major challenge. In view of the above, P-E-Tanzania undertook an initiative to identify and document institutional capacity challenges, and potential best practices and opportunities that could contribute to effective implementation of the P-E related development agenda. Bunda District (BD) has been chosen as pilot area among other six Districts, i.e. Bukoba Rural, Ikungi, Ileje, Nyasa, and Sengerema. The selection criteria for BD were based on: the relatively high level of poverty, gender disparities, and increasing over exploitation of the natural resources assets. According to the Tanzania Human Development Report 2014, Mara Region where BD belongs, ranked a disappointing 16th in terms of Multidimensional Poverty Index among 21 regions of Tanzania, with total fertility rate of 6.3% and a population density of 80%.

The aim of this study is to identify and understand institutional, legal, financial bottlenecks on implementation of P-E Initiative, local best practices, and potential value adding projects in Bunda District. The main expected outputs are solutions that may catalyze and contribute to improved governance and public administration environments, efficient decentralization, and effective implementation of P-E initiatives and other socio-economic programs that will result in improvement of quality of life and decent economic, employment and income generating opportunities.

1.2 Objectives of the study

The main objective of this study was to Identify Institutional Capacity Bottlenecks Challenges, and to map innovative best practices and opportunities for supporting the implementation of the development agenda in Bunda District.

The specific objectives are:

- (a) To assess institutional, legal, budgetary as well as coordination bottlenecks which inflict the implementation of P-E initiatives that are mainstreamed in the District Development Plans (DDPs) of Bunda District.
- (b) To identify local best practices and potential value adding projects in Bunda District.
- (c) To propose recommendations for addressing the institutional capacity bottlenecks and propose projects that can be scaled-up to catalyze incremental progress of the P-E agenda, environmental and gender responsiveness and mainstreaming, and sustainable economic growth in Bunda District.

1.3 The Methodology

Desk Study/Literature Reviews:

Secondary data was gathered through review of documents from various sources including Government publications, donor agencies and non-governmental organization reports, and reviews and studies that have been carried out previously, major national and sectoral policies.

Field Survey:

Primary data was collected through field visits and interviews conducted with relevant, selected stakeholders from Bunda District.. This includes District Council's Management, members of civil society, private sector organizations, individuals, and producer organizations.

The data at District level was collected through review of the relevant documentation (collected from the District Council and other sources), interviews with individual stakeholders and Focus Group Discussions (FGDs) at the District Council headquarters as well as FGDs in selected community leaderships and groups in Wards and Villages. The sample of the villages and interviews was based on the inclusion concept, and community development data supplied by the District Council.

While participants of the district FGD and community leaders were selected purposively, community FGD members were sampled to ensure equal representation and gender balance.

Structure of the Report:

The report is structured as follows. Section one provides the Background, and a brief Overview of the Bunda District. Section two provides the findings related to Institutional Capacity Challenges. Section five presents mapping findings including best practices and development funding opportunities. Section six presents the conclusions and recommendations essential for P-E and related initiatives.

1.4 The overview of Bunda District (BD)

1.4.1 Geography

Bunda district (BD) is one of the five districts of Mara Region. It borders to the North by the Musoma Rural District, to the South by Lake Victoria and Mwanza Region, to the East by the Serengeti District, and to the West by Lake Victoria. BD is located at an elevation of 1,225 meters above sea level. Its coordinates are 2°0'0" S and 33°49'60" E in Degrees Minutes Seconds. The district has a total surface area of 23,978.20 sq. km of which 189.02 sq. km is covered by water (equivalent to 0.79%) and the remaining 23,789.180 sq. km (equal to 99.21%) is covered by dry land. The Serengeti Division has largest land area with 22,048.16 square km (91.95%) as compared to other divisions.

Figure 1.1. A Map of Bunda District Council



1.4.2 Political Administration

Administratively, Bunda District is divided into 4 divisions, 28 wards, 106 villages and 572 hamlets. Serengeti Division, however, has largest number of wards (10), village (29) and hamlets (176) as compared to other divisions. **Table 1** shows the divisions and wards in Bunda District Council.

Table 1. Divisions and Wards in Bunda District

Divisions			
Serengeti	Chamriho	Nansimo	Kenkombyo
Balili	Huyari	Chitengule	Butimba
Bunda	Mgeta	Nampindi	Iramba
Bunda Strove	Mihingo	Kisorya	Namhula
Nyasura	Salama	Nansomo	Neruma
Waliku	Ketale	Igundu	Kausguti
Kabasa	Nyamuswa	Kibara	
Kunzugu	Nyamung'uta		
Sazira			
Mcharo			
Guta			

Source of data: Bunda District Council, 2014

Table 2 presents population distribution of Bunda district in various Divisions and distributed with gender. The total population in Bunda district 335,061 people according to National census of 2012 with a growth rate of 1.8 %. At the Musoma regional level (1,743, 530 inhabitants), the Bunda District (BD) accounts for 19.5% of the region's population and is second to that of Tarime (339,693) .Of the total population 172,820 (51.6%) are female and 162,241 (48.4%) are male. Serengeti Division has very high population compared to other divisions and Kenkombyo division has the lowest population. Compared to 2002¹ census, the population has increased by 29.4%. This is a large change and may impact various socio-economic development endeavours, including the optimal allocation and use of the meagre financial resources and may strongly affect the level of exploitation of the natural resources assets in the district.

Table 2: Bunda District Population Distribution

Division	2012		
	Female	Male	Total
Serengeti	69,518	64,459	133,977
Chamriho	41,113	38,348	79,481
Nansimo	33,860	32,503	66,363
Kekombi	28,309	26,931	55,240
Total	172,820	162,241	335,061

Source: Bunda District Council & National Bureau of Statistics, 2013

Ethnic groups: According to Bunda District statistics, the major dominant ethnic group in Bunda district is Sukuma tribe which covers 28 wards. This is followed by Jita, Kurya and Ikizu which cover 22, 18 and 12 wards respectively. Other tribes found in the District includes Luo, Kerewe, Zanaki, Ruri, Sizaki, Wakara, Taturu, Ikoma, Nata, Shashi, Wakweya, Ngoreme and Isenye tribes.

¹ In 2002, Bunda District had a population of 258, 930 people.

1.4.3 Natural resources

Forestry:

The forestry sub-sector plays an important role in maintaining ecological balance, protect soils from erosion and conserve water and wildlife in Bunda District. Forests are sources of domestic energy and industrial raw materials. Forests also provide useful non-wood products mainly honey, bees wax and medicine. Bunda district has expansive woodlands, wooded grasslands and bush lands. Unfortunately, woodlands are overexploited for production of charcoal, firewood and house construction materials (Nzuki, M, et. al., 2014). Destruction of forest and vegetation cover is extensive in the district which results in reduction of reliability and amount of rainfall. Of interest, the interviewed people did not believe in the causality of environmental degradation and decline in rainfall. In view of this, awareness raising and involvement of the communities in this sector - particularly in forestry and wildlife conservation is crucial in order to attain sustainability in the use of the available resources of the district.



Severe land degradation caused by overstocking/over grazing

Unfortunately, large land area of the scarce forests reserves available in the district had not been surveyed. Only one forest reserve noted in the district i.e. is Kurwirwi covering 1580 hectares of land. However, illegal harvesting of the forest is severe whereby an area of 474 hectares is encroached. The forest products include timber, building materials, charcoal, fuel wood, beekeeping products (Bunda District Council, 2014). The forests are threatened by illegal harvesting for fire wood, charcoal preparation, and expansion of agricultural activities due to population growth and lack of alternative sources. These unplanned and detrimental activities undermine the efforts that are geared toward environmental conservation and sustainable socio-economic processes in the district. The interviewees recommended that future P-E interventions should be directed in resolving these critical issues.

Fisheries:

Fishing is the third major economic activity after agriculture and livestock in Bunda District. It is a main economic activity of the community surrounding the water bodies like Lake Victoria. Large scale fishing is mainly carried out along Lake Victoria and small scale fishing is performed both in Lake Victoria and tributes of Mara River which crosses in some parts of the district.

In BD, fishing is practiced across all four divisions of district. However, fishing activities to a certain extent are carried out legally by 6,300 fishermen who own about 900 registered fishing vessels. In addition, there is unregistered number of fishing vessels in the district which account for 748 vessels for all four divisions in the 2012/2013 production period (BDC, 2014). Other



Identified site for cage fish farming at Suguti village

facilities such as sail/paddle; beach seine; Daga nets and monofilaments varied across the divisions with Nansimo division having the largest number for almost all facilities compared to other divisions.

The major fisheries products in Bunda District are Nile perch, Tilapia, and Sardines, and the production levels vary in the Bunda District's divisions. The following data gives a picture on fish production in Bunda District. According to BDC records, the production and generated value in the period

2010/2011 were as follows. The production and value of Nile perch is: Serengeti Division (765 tons, TShs. 1.53 billion), Nansimo (651 tons, TShs 1.303 billion), Kenkombyo (652 tons, TShs 0.726 billion). The production and value of Tilapia is: Nansimo (910 tons, TShs 2,729 billion), Kenkombyo (85 tons, TShs 253.8 million), and Serengeti Division (41 tons, TShs.122.2 million). The production and value of Sardines is: Kenkombyo (1,200 tons, TShs 1.871 billion), Nansimo (907.7 tons, TShs 1.452 billion), and Serengeti Division (5.2 tons, TShs. 0.832 billion).

The respondents recommended that, with declining fish stocks in Lake Victoria, adoption of integrated fish farming could be an appropriate alternative source of livelihood. They suggested that, to begin with, people should be provided with appropriate skills, technologies, see to believe study tours, supported in purchasing equipment and facilities, and appropriately trained in the related best practices and environmentally-sensitive aquaculture practices. These practices include: design and construction of quality ponds, fishing gear, access to fish fingers, production of nutritious and quality fish feed, protection from bird pests, prevention and treatment of diseases, cold storage facilities, water and environmental management, waste water treatment, and orientation in efficient and cost-effective fish farming operations. Therefore, to improve productivity, volumes, sustainable positive returns to investments, and growth in profitability there is an urgent need to scale up and avail the budgets, other resources, training programs, and working tools for fish farming projects to ensure availability and adoption of the required skills/expertise, materials and equipments to fish farmers.

Beekeeping:

The beekeeping sector plays a major role in socio-economic development and environmental conservation in BD. As a result, the demand for carrying out beekeeping activities among residents in Bunda district has been increasing significantly in the recent years after seeing the generated value. The respondents indicated that this subsector shows a great development potential and may contribute significantly in employment and income generation, and economic growth of Bunda district. According to data from BDC, there are large numbers of modern beehives as compared to traditional beehives. Of all four divisions, Kenkombyo has the largest

number of modern beehives with 278 beehives followed by Chamriho (130 beehives) and Serengeti (33). These imply that, residents of Bunda district are increasingly moving to modern beehives due to the fact that traditional beehives have the big disadvantages of low productivity and sometimes it is very difficult to conduct regular inspection for determining the level of honey that has been produced at any particular period.

In addition, it was found during the survey that despite its potential significance in BD socio-economic development, the beekeeping sector is still in its infancy due to lack of awareness among residents to adopt modern production, processing and packaging technologies and practices in bee-keeping. The interviews indicated that the potential of this sector has not been fully exploited in BD. They recommended stimulating investment in beekeeping, honey and wax to provide high return and profitable opportunities to both small and large scale investors. Beekeepers in the district need training, extension services and marketing support to expand cost-effective production of marketing of safe and quality bee products.

Furthermore, the respondents indicated that proliferation of beekeeping may enhance afforestation, and reduce deforestation and disruption of the ecosystems since the beekeepers will not allow bush fires and illegal cutting of trees and degradation of vegetations to happen.

Wildlife:

The Serengeti National Park which is the largest national park in Tanzania is found in Mara region and is located within the three districts of the region, Bunda, Tarime and Serengeti. In Bunda district, the national park covers a total land area of 480,000 hectares and makes the district to be very rich in terms of wildlife. Grumeti Game Reserve which occupied 118,000 hectares is also found in this district (Bunda District Council, 2014). However, the reserve is recognized for both hunting and photographic tourism while the national park is only for photographic tourism.

Poaching is one among other factors which threatens the tourist industry in the country. For example, in 2012 Bunda district netted a total of 137 poachers accounting for a loss of TZS. 4.6 million (USD 3,100). On the other hand, the district collected TZS. 700,500 as revenue from local hunting (Bunda District Council, 2014).

1.4.4 Other Major Economic Activities

The economy of Bunda District like other Districts in the Tanzania depends mainly on agriculture which is mainly subsistence. It is estimated that about 80 % of BD population depends on agriculture, while the rest of the population depends on livestock keeping, fishing, small scale industrial activities, shop-keeping and small scale mining. Another sectors for the economy of BD are business and tourism in small scale. Agriculture is one of the economic bases and provides food, employment and income. Agriculture (crop production), livestock and fisheries employ more than 81% of the district's total residents. According to the Poverty and Human Development Report 2005 (URT 2005) about 67.7% of the district's population was living below the national basic needs poverty line. The major crops grown in the BD include; maize, sorghum, paddy and cassava as food crops and cotton as main cash crop. Table 3 shows the land used in Bunda District for various economic activities.

Table 3: Bunda District Land Use

Land Use	Number of Hectares
Human Settlement	16,821.74
Agricultural and Livestock	84,627.50
Forest Reserve	16,267.20
Water	8, 392.04

Source of data: Bunda District Council, 2014

Crop Production:

The major food staples and cotton cultivated in Bunda district include maize, sorghum, paddy and cassava. **Table 4** presents the cultivated land area and corresponding average production in tons from 2008/2009 to 2011/2012 production seasons. From the Table it can be seen that cassava and maize are the main food crops produced followed by sorghum and paddy. On the other hand, the yield decreases in the order cassava, maize, paddy, and sorghum. Cotton is the only major cash crop. Recently, cotton production is becoming marginalized because of spiralling costs of inputs such as fertilizers and pesticides, problems in financing purchase of cotton from farmers, and fall of farm gate prices of seed cotton because of quality issues and global competition from genetically modified Bt-cotton (Bamwenda, 2012). For instance, application of the planting fertilizer, 25 kg Urea/Acre costs between TShs. 20,000 - 30,000, well beyond the financial abilities of an average Bunda farmer (Bamwenda, 2012). These and related challenges led to the fall in national production of seed cotton from 376,591 tons in the 2005/2006 buying season to 225,938 tons in the 2011/2012 season (Tanzania Cotton Board, 2013)

In addition, fluctuations in production trends can be seen in **Table 4**. This can be attributed to variability in rainfall patterns over seasons and access to inputs (Bamwenda, 2008).

In BD there are other crops grown by residents as important source of income in households, such as sunflower, but the produced volumes and yield are still very low. The interviewees were of the view that technical extension support and improved access to initial capital and affordable inputs may substantially improve the production of sunflower since its farm budget exhibits attractive returns.

Table 4. Production trend for major food and cash crops for four years in Bunda District

Crop	Year of Production							
	2008/2009		2009 / 2010		2010/2011		2011/2012	
	Planted (ha)	Production (tons)	Planted (ha)	Production (tons)	Planted (ha)	Production (tons)	Planted (ha)	Production (tons)
Cassava	489	508	617	704	510	543	561	608
Maize	476	313	476	303	522	295	542	634
Sorghum	347	188	381	216	321	161	385	253
Paddy	86	89	97	113	109	123	110	258
Cotton	724	630	1061	611	918	917	976	701

Source of data: Bunda District Council, 2014

Major Issues in the Crop Subsector

The survey showed that most farmers own small pieces of land ranging from 1 to 5. Farming is mainly done in the family farming approach which sometimes involves other community members in farm preparation, weeding, harvesting and post harvesting management. Use of mechanization is limited because of access to implements and costs (e.g. land preparation with a tractor costs 30,000 to 40,000/=acre)². Most farming in Bunda depends on direct rainfall. Despite the fact that Lake Victoria water is within reach, there is little irrigation. This is attributed to the high investment costs of construction and maintenance of the irrigation infrastructure, since most farming areas have no access to grid electricity.

But the authors found some irrigation at small scale being carried out in Serengeti Division, where people were cultivating horticultural crops, mainly vegetables, by pumping Lake Victoria water using petrol-based pumps to their farms and selling the produce to Musoma, Mwanza, Shinyanga, Serengeti National Park Hotels, even to Kenya. Some farmers reported making between TShs 1 to 1.5 million per month from selling the horticultural produce.

Supporting these farmers with efficient pumping, water holding systems (e.g. solar based systems), and appropriate well designed water distribution canals, and training the in Good Agricultural Practices (GAP, Pesticides Management, Agro-commodities Quality and Safety Standards, Ecological Farming techniques, HACCP, Basics in Sanitary and Phytosanitary Measures) and marketing can significantly harness the productivity and profitability of these farmers. In addition, it may enhance the marketability of their products not only in Tanzania, but also in Kenya, South Sudan and Somalia, and even overseas-through Jomo Kenyatta International Airport (Nzuki, M., 2014).

The interviewees reported that crop production in BD is still far below potential due to: i) negative or thin gross margins from cassava, maize, paddy, sorghum, and millet because of the use of local seeds, which respond poorly to fertilizers; ii) the incentives to produce crops for the market are inadequate and the existing district taxation erodes the incentives to produce for the market in particular; iii) inadequate access to affordable fertilizers and other agrochemicals in the villages and due high increasing costs of purchasing and transportation



Kisangwa dam supports women and youths' irrigation schemes

to the village; iv) inadequate access to farm implements due to high investments or high hire costs with increasing fuel prices (land preparation with a tractor cost between Tshs 30,000 and 45,000); v) lack of processing facilities forcing farmers to transport the produce to far towns for processing; vi) getting low farm gate prices from brokers (*madalali*); vii) lack of water for household, and productive purposes, viii) lack of irrigation facilities, in spite of having a lot of Lake Victoria water; and ix) the unreliability and variability of rainfall.

² Nzuki M., 2014.

During the survey, the authors found a big pipe being constructed to carry water from Lake Victoria to Bunda Town. Such initiatives may enable to create water pumping stations along the pipe and this may facilitate small to large scale irrigation farming of e.g. rice, floriculture and horticultural produce.

Livestock

Livestock keeping is the second most important economic activity after agriculture in Bunda district. Small scale livestock keeping in the district is done both as a source of food and supplementary income at households, and as source of prestige in the community. The types of livestock kept by residents in Bunda district include cattle, goats, sheep, donkeys, pigs and poultry. **Table 5** shows the population of livestock recorded in the national censuses of 2002/2003, 2007/2008 and 2011/2012. It can be seen that cattle, poultry, goats, and sheep are the main livestock kept in BD.

With regards to livestock in a given division, Serengeti has the largest number of cattle which accounted for 89,769 animals (equivalent to 38.38%) followed by Chamriho (89,346), Kenkombyo (34,732) and finally Nansimo division (20,075). During the survey it was found that dairy cattle keeping in the district is only done in a small scale. Medium and large scale farming systems are not yet developed.

Table 6 shows the trend in milk production in Bunda district. Overall, there is general increasing trend in milk production and revenue generated.

Table 5. Production trends for livestock in Bunda District

Livestock	Year of Census		
	2002 / 2003	2007 / 2008	2011 / 2012
Cattle	268,198	494,415	230,176
Poultry	228,644	324,962	303,254
Goats	118,038	211,284	77,593
Sheep	30,078	109,999	51,111
Ducks	18,778	NA	21,520
Donkeys	942	1,162	1,590
Pigs	194	NA	998

Source of data: Bunda District Council, 2014

Table 6. Production of Milk from 2010, 2011 and 2012 Production Seasons

Milk from	Total Number of Liters			Total Value in TShs.		
	2010	2011	2012	2010	2011	2012
Indigenous Cattle	4,092,042	4,497,050	2,772,891	2,046,021,000	2,248,525,000	2,218,312,800
Dairy Cattle	1,142,519	1,313,695	1,357,800	571,259,500	65,6847,500	1,086,240,000
Dairy Goats	0	0	0	0	0	0
TOTAL	5,234,561	5,810,745	5,130,691	2,617,280,500	2,905,372,500	3,304,552,800

Source of data: Bunda District Council, 2014

As to the markets, most of livestock keepers are still depending on the local market to sell their livestock. Livestock are sold in open markets where a large number of them are consumed within the region and some are transported to be sold in other regions. There are open markets in the district and they are operating on monthly rotation basis for the whole year. Despite the increased number of foreign markets, livestock keepers are incapable of accessing them because they lack market information.

The respondents reported that the availability of large number of livestock and large areas in BD provide an opportunity for investment in medium and large scale livestock industries for promoting addition value activities to livestock products such as leather, meat, milk and eggs. This study found that livestock keepers need vital services and inputs for their livestock such as vet drugs, cattle dips, water for their livestock and animal feeds. These areas form other vital investment opportunities in this sector. In addition, knowledge related to value chain and marketing of livestock products is still minimal but essential for future livestock development in BD.

The main issues facing the livestock sector in BD are: i) rising incidences of pests and diseases- e.g. the major diseases for cattle in Bunda district are East Coast Fever, Anaplasmosis, Trypanosomosis, Helminthiasis (Worms) and Heart water; ii) inadequate livestock health services including supply of drugs and vaccines (they are largely been carried out by private individuals and the role of the government has remained as supervision and regulation); iii) livestock infrastructure and quality and safety issues of products not rising/improving as fast as the livestock population (i.e. dips, veterinary centres, crushes, hide and skin sheds, slaughter slabs, livestock market/auction, charcoal dams as well as abattoirs); iv) decreasing access to water; v) the district is experiencing a serious shortage of livestock and veterinary officers which might jeopardize efforts done by livestock keepers toward promoting livestock sub-sector.

Mining

Mining is potential industry in Bunda district, in particular exploration and mining development. The geological data reveals that Bunda district is rich in minerals particularly gold and limestone. There are about nine small-scale mining centers in the district located in Serengeti, Chamriho and Kenkombyo divisions (**Table 7**). Out of the total small-scale mining centres, six centres, namely, Kinyabwiga, Kiloleii, Nyaburundu, Nyamhura, Muranda and Bulamba are involved in the extraction of gold. Other small-scale mining centres such as Kabasa, Kamkenga, Guta and Igundu are involved in extraction of iron-ore, copper and limestone.

Table 7. Distribution of Existing Mineral Deposits and Scale of Mining in Bunda District

Division	Type of Mineral Deposit	Small Scale mines
Serengeti	Gold and lime	3 (Kabasa, Kamkenga, Guta (Lime) and Kinyabwiga-gold)
Chamriho	Gold mining	2 (Kiloleli and Nyaburundu)
Nansimo	1 (Igundu-Iron-ore and Copper)	
Kenkombyo	Gold mining	3 (Nyamhura, Muranda and Bulamba)

Availability of minerals in the district may attract the following exploration and mining activities:

- i) mining technology and equipment;
- ii) mining support services such as catering, mining equipment supply and maintenance, provision of medical services, transport services; and
- iii) mineral value addition ventures.

Industrial Sector

The manufacturing sector may be very important sector as a source of employment and income and as a development opportunity Bunda economy, but it is still in its infancy. Most of the existing industries in the district are small scale ones that are dealing with cotton ginning, and edible oil production. Other industrial services include maize, cassava, and rice processing, timber processing and carpentry and other maintenance services.

The focus group discussions in the BDC revealed that areas that may contribute to industrial growth in BD include: i) Processing of minerals into final products; ii) Agro-processing industries for sunflowers, rice, edible oils and vegetables; iii) dairy production and processing, and transportation facilities; milk processing plants, e.g. into milk powder; iii) meat production, beef processing and canning; iv) animal and fish feeds production, processing and marketing; v) investments in production, processing and marketing of hides and skins from cattle, goats and sheep for production of various types of leather and leather goods; vi) agricultural equipment and supplies; vii) initiation of industrial and technology parks; viii) industrial support services facilities; ix) organic fertilizer production industries; x) bio-gas processing, xi) production of quality furniture; and xii) establishing value addition facilities in the projected Export Processing Zone.

1.4.5 Climate Change

The District authorities and other interviews did not report any significant negative or positive climate change related events that could have affected the PEG or other development issues in the last three to four decades. From the observations made by the authors, the District and communities will have to prepare and devise strategies for the following events (Bamwenda G.R. 2008, 2012, and 2013):

- i. Rise in average ambient temperature may result in increased spread of pests and diseases among livestock, wildlife and crops through climate sensitive vector and water borne diseases such as malaria, rift valley fever, dysentery, bilharzias, cholera and typhoid in areas where they were unknown. Other incidences of crop pests may increase over time and the pests may become more prevalent with time. As a result, emerging diseases such as batobato, panama, , headsmuts, fusarium wilt, maize streak, cassava mosaic, cassava purple stripes, cassava root rot, and rust particularly in green grams may become more prevalent;
- ii. Changes in air and ocean currents for example La-Niña and El Niño events similar to those that were responsible for the severe droughts that occurred in most parts of Tanzania in 1996/1997 and 1997/1998 may threaten key drivers of social economic development due to declining levels of fresh water resources for human and animal consumption, agriculture and livestock development, minerals extraction, and small and medium processing industries activities;
- iii. Rainfall variability and drought may cause abiotic and biotic stresses to become more frequent, widespread, and intense. This may result in shift of agro ecological zones

- and decline in crop productivity and production levels, and food and feed insecurity for people, livestock, and wildlife;
- iv. Decline in immunity of livestock and increased contraction of diseases;
 - v. Decline in quantities and diversity of certain fish species;
 - vi. Fast growing population and livestock densities and long dry spells may result in rise in natural resource based conflicts amongst communities and between people and wildlife due to declining land, water and pastures;
 - vii. Destruction of property, and human settlement and infrastructure, e.g. such as roads and bridges by floods;
 - viii. Water shortage may affect wildlife and the tourism industry;
 - ix. Early onset of desertification;
 - x. Potential mass extinction of certain species in fragile certain ecosystems; and
 - xi. Potential increase in cotton production with rise in average air temperatures.

In view of the above, the District council and communities should review or formulate new climate change related strategies and programs to cope with and address existing and future climate change effects in specific local livelihood and socio-economic areas to minimize vulnerabilities and suffering.

1.4.6 Gender issues

The interviewees reported that there were no serious gender challenges in Bunda district. But of interest the authors found that there is a gender violence desk at the District's Main Police Station. Nonetheless, from other works of the authors and literature review indicate that there are some gender concerns and incidents that need to be addressed, as presented below.

The Mara region, where Bunda District belongs, has a high prevalence of Gender Based Violence cases (GBV, i.e., violence/abuse mentally, physically, sexually, verbally or emotionally): 66.4 per cent of women ages 15-49 have experienced physical violence since age 15, and 32.5 per cent have experienced sexual violence (3rd Women Leaders Conference on Gender-Based Violence, held 4–6 April 2013 in Mara, Tanzania; 28 TOOMANY, Country Profile: FGM in Tanzania, December 2013).

In addition, Mara has one of the highest prevalence of female genital mutilation (FGM) in Tanzania, a traditional practice often celebrated as a rite of passage to womanhood. About forty per cent of women ages 15–19 in Mara undergo FGM, which involves cutting in the genital area and can have serious health consequences, including hemorrhaging, infection, complications during childbirth, and even death. At national level overall prevalence of FGM in girls/women aged 15-49 years was 14.6% between 2004 and 2010 (DHS), and at a younger age - with those cut before age one year increasing from 28.4% to 31.7%. Mara region is among the top five in terms of prevalence rates and growth of FGM together with Singida, Arusha, Dodoma, Manyara, and Kilimanjaro (mainly among the Nyaturu, Gogo, Maasai, Pare, Kuria and Hadza ethnic groups). The prevalence rates in Mara region vary widely between different ethnic groups within the region; FGM is high as 75% among the Kurya ethnic group, but much lower among others.

Of those women who have undergone FGM in Mara, 94.2% have experienced Types I and II 'cut, flesh removed', 3.6% Sewn Closed (Type III), and 2% Cut, no removal of flesh (Type

IV) (Country Profile, FGM in Tanzania, 2010; National Bureau of Statistics (NBS) ; Tanzania Demographic and Health Survey 2010.” Dar es Salaam, Tanzania: NBS and ICF Macro). In Mara, FGM is most frequently carried out by traditional practitioners within communities, called “*ngaribas*” in Kiswahili. Ngariba are held with high regard in their communities. Ngariba receive payment for performing FGM ceremonies, earning between TZS 5,000 – 10,000 per initiate (Waritay and Wilson, 2012). Payment may also be received in kind with bowls of millet and chicken or goats. Traditional excisors, ngaribas, often inherit the position, with the right to being an ngariba being passed down from mother to daughter through the generations within a particular clan and are obliged to continue offering the service (Children’s Dignity Forum/ FORWARD, 2010 and Ngowi, 2011).

From private discussions between the authors and some people from Bunda District, it emerged that factors contributing to gender based violence and driving the continuance of the FGM practice in Bunda District are:

- The research conducted in Mihingo and Hunyari wards in Bunda district, found that in recent years FGM incidents among many tribes in Bunda is on the increase for the simple reason of fetching a hefty bride price from the Kuryas. Kurya men are ready to offer a bride price from 10 cattle upward but they would not give even one for a girl who has not undergone the genital mutilation (Gender Based Violence (TAMWA, 2013);
- Lack of basic education is a root cause for perpetuating social stigmas surrounding GBV and FGM;
- GBV acts are considered normal- men beating their spouses and vice versa is a non-issue, and are rarely reported. The village leader in Serengeti Ward informed the authors that it would be a great shame (*aibu*) for a man to report that the wife has beaten him (after a good drink or quarrel), so he suffers quietly; and
- Life frustrations (hardships of life, whereby they cannot make ends meet) and heavy drinking/alcoholism.
- Feeling in the family that their daughters cannot succeed without FGM (qualify to be married and the family getting the requisite cows) and as a result campaign against FGM is turning stealthy and the whole thing is done in secrecy;
- Lack of respect from their wives, and denying their husbands their basic rights to the extent that the men decide to be violent or abandon them;
- Being beaten by her man is sometimes perceived by some women as an act of love and jealous “*wivu*”. Traditionally, in Mara region, women say that a man who beats his wife shows true love;
- Girls feel societal pressure to undergo FGM in order to benefit from status, celebration and transition to adulthood as the male youths experience in the circumcision ceremonies;

In view of the above, there is a need for a combined approach to empower women and girls to escape these and other gender challenges and to develop and encourage other approaches to reverse the GBV and FGM trends in Bunda District.

2. Findings and Discussion

The sections below present and discuss key findings on the institutional, legal, budgetary, and institutional processes related to P-E and gender initiatives in the BD. Findings on best practices and opportunities for fostering the P-E development agenda are also presented and discussed.

2.1 Institutional, Legal, Budgetary and Coordination Issues and Challenges Related to the Implementation of P-E Initiatives

The overall aim of this section is to identify and understand the institutional and legal issues that hinder or enable implementation of P-E and gender objectives at district level including wards and village level.

2.1.1 The Institutional Issues

Bunda Local Government Position and Structure The legal basis on local government is enshrined in the Constitution of the United Republic 1977, Articles 145 and 146 states that the National Assembly must provide for local government through legislation. Article 146 states that one of the objectives of the local government is 'to enhance the democratic process within its area of jurisdiction and to apply the democracy for facilitating the expeditious and faster development of the people'. In relation to the Local Government the main legislative texts are: Government (Urban Authorities) Act 1982; Local Government Finance Act 1982; Urban Authorities (Rating) Act 1983; Regional Administration Act 1997; and Local Government Laws (Miscellaneous Amendments) Act 1999.

The principal local government acts have been amended from 1999 as a part of the Local Government Reform Program (LGRP). In the process the Local Government Services Act 1982 has been repealed. The sector specific legislation (especially education), affecting the local government was also being amended.

Bunda District Local Government Organisation Structure

Bunda District Council is divided into Divisions, which are then further sub-divided into Wards, Villages council authorities, and Hamlets (the smallest unit of a village). The Council have autonomy in its geographic area. It coordinates the activities of the township authorities and village councils, which are accountable to the district for all revenues received for day-to-day administration. The village and township councils have the responsibility for formulating plans for their areas. All together, Bunda District hosts four (4) Divisions, twenty eight (18) wards, 106 villages and 572 Hamlets (Table 1).

The District has a number of democratic bodies to debate local development needs. The leadership in the Ward, Village, and Vitongoji is composed of an elected chairperson, and Executive Officer, and further members all of whom serve on an advisory committee.

Local Government Leadership

Elections are held every five years, under the first-past-the-post system with universal adult suffrage at 18. The chairpersons and mayors are indirectly elected by the elected members of their respective authorities. Village councils are elected by the village assembly comprising all adults over the age of 18. The District Council is made up of the members elected from each ward and the MP representing the constituency. The number of women appointed to the Council is not less than one-third of ward representatives and the MPs combined.

Staffing Levels at Local Government

The Council management is a multi-sectoral and cross-sectoral issue that requires a holistic approach and multi-level operation. The day-to-day activities are run by the Council Management Team (CMT). The Council management is headed and led by a District Executive Director who is assisted by the following Heads of Departments: District Planning Officer (DPLO), District Agricultural, Irrigation and Cooperatives Officer (DAICO), District Livestock and Fisheries Officers (DLFO), Beekeeping Officer, District Land and Natural Resources Officer (DLNRO), District Environmental and Sanitation Officer (DESO), District Community Development Officer (DCDO), District Human Resources Officer (DHRO), District Legal Officer (DLO), District Reforms Officer (DRO), Ward Executive Officers (WEOs) and Village Executive Officers (VEOs). The other supporting functions include the sections: Procurement, Legal, Audit, Information and Communication Technology, and Supplies.

The DED and Heads of Departments are appointed by the Minister after a recruitment process. The responsibility to recruit and dismiss senior officers is devolved to the Council.

Public Service Delivery

The current legislation assigns the following basic functions to the District Council: i) Maintenance of law, order and good governance; ii) Promotion of economic and social welfare of the people within its area of jurisdiction; and iii) ensuring effective and equitable delivery of qualitative and quantitative services to the people within its area of jurisdiction. In addition to the basic functions, the Council is charged with seven other functions and duties, as follows: i) Formulation, coordination and supervision of the implementation of all plans for economic, industrial and social development in its area of jurisdiction; ii) Monitoring and controlling the performance of duties and functions of the Council and its staff; iii) Ensuring the collection and proper utilization of the revenues of the Council; iv) Making by-laws applicable throughout their areas of jurisdiction, and considering and improving by-laws made by Village Councils within its area of jurisdiction; v) Ensuring, regulating and coordinating development plans, projects and programmes of villages and township authorities; vi) Regulating and monitoring the collection and utilization of revenue of village councils and township authorities; and vii) Subject to the laws in force, doing all such acts and things as may be done by a people's government.

Although in the current legislation the above functions have been assigned to Bunda District Council, this study found that some of the services and infrastructure are still being provided by the Central Government or its executive agencies, such as wildlife management, natural resources and environmental management, infrastructure and utilities development. Also, most of the funding for implementation of District plans still comes from the Central Government.

Overall, it was found that implementation of P-E initiatives and projects in Bunda District provided good foundation for support and ownership for the projects identified during the budget preparation cycle. Involvement of citizens and other stakeholders from the onset of project conceptualization, design, preparation, and implementation helps in creating interest, sense of ownership and sustainability of the entire process of development. The major challenge was the lack of adequate resources, and the unreliable and untimely nature of disbursements from the Central Government and other stakeholders to project implementers.

In addition, it was found that there is adequate political support to ensure that the institutional and legal framework for the District is agreed between stakeholders and is functional to facilitate and support execution of P-E objectives and other development investments.

Overall, the Bunda District Council's staff reported that the institutional framework is satisfactorily supportive and enables implementation of P-E-G objectives at district level including wards and village level. Nonetheless, it was revealed that the BD Council would like to have more financial discretionary powers, i.e. more powers to determine and levy local taxes and generate more own resources. The BD Council would also like the central government to supply adequate and timely grants. The late and unstable disbursements are hindering the effective implementation of certain P-E-G initiatives, as will be shown further in this Section. In addition, the BD staff reported that the inability of BD Council to recruit personnel is creating a perpetual human resource gap.

2.1.2 Legal Issues

The Bunda District Council (BDC) was established under the LGA Act of 1982. Article 146 (2) (a) – (c) gives BRD mandate to play three main basic functions. One, maintenance of law, order and good governance. Two, promotion of economic and social welfare of the people in their jurisdiction and lastly, ensuring effective and equitable delivery of qualitative and quantitative services to the people within their areas of jurisdiction.

According to the respondents, there are several legal challenges facing the LGAs in implementing P=E initiatives. For District Council By-laws to work it needs an approval from the Ministry (TAMISEMI - PMO-RALG). I) It takes a long for the by-laws formulated by the Council to be approved; ii) People at the local level do not have capacity to prepare and implement their own by-laws; iii) implementation of these by-laws both at districts' and village level require, among other things, human and financial resources which are inadequate.

2.1.3 Coordination mechanisms for Implementing P-E and Gender initiatives

The interviews reported that institutional processes and mechanisms for coordination of development planning and implementation are fairly supportive and enable the implementation of P-E objectives at district level including wards and village level. The focus group discussions with the BD staff revealed that the key challenges were the inadequate financial and human resources and working tools, for example, lack of appropriate and reliable software and data management facilities for management, coordination, performance review, M&E, quality assurance, and impact evaluation; lack of access to fast internet connection; and limited transportation facilities.

2.1.4 Budgetary Processes

The Bunda District Council to large extent depends on public budgetary resources and taxes for its operations. The budget preparation process uses the guidelines from the Central Government (Ministry of Finance) (Bunda District Council, 2014) and follow the normal agreed national budget cycle. As per budget guidelines, the budget processes are suppose to start from the lower level through the O and OD principles (Opportunities and Obstacles for Development). This approach requires all the processes to start from the grass roots (hamlet or street), through the Village, Ward, District Council, Regional Council and finally to the national level. The exercise of prioritizing development projects starts at hamlet level which comprises of a number of households. The agreed priority projects are then submitted to the village level to form village priority projects for that period. The village general meeting is the level where agreed development priority projects are approved. Village plans are then submitted and analysed at the Ward level to form the Ward plans which are approved by the Ward Development Committee (WDC³). Some of the priorities however, are conceptualized and agreed at the Ward level.

Priority development projects and plans approved at the WDC are them submitted to the District Council level. These development priorities are then discussed through the respective departments at the district level and the synthesized report is discussed and approved by the Council Management Team (CMT⁴). At the level of District Council the planning process goes through various stages before the approval by Full Council (*Baraza la Madiwani*). These levels include, department level where ward plans are received and analysed and synthesized into district plans. These plans are analyzed and discussed in Various Departments in the Council and then departmental plans are harmonized to form district plans. The latter are then discussed in the Workers' Council to berify whether all matters pertaining to workers' affairs are adequately addressed. Then the Stakeholders⁵ meeting is called upon by the Council to discuss the district plans and include issues from non-state actors and then the plan is eventually reviewed by various district committees are chaired by the Councillors. The Committees are: Financial, Administration and Planning; Economic, Infrastructure, and Environment (this includes Gender issues); Education, Health, and Water; Coordination, Control, and HIV/AIDS; and Ethics. Finally the plan is discussed, voted upon by the Full Council. Full Council is the highest Governance organ at the district level for the approving plans and the budgets. It is worth mentioning here that, like in Committees, the Full Council is also chaired by the Mayor and that both in the four committees and the Full Council, the decisions are made by the Councillors only and the technical cadre/district subject matter specialists of District Council are not allowed to vote.

The plan is then submitted to the Regional Council, where all district plans are consolidated into a regional plan, and finally submitted to the Ministry of Finance through PMO RALG. The Ministry of Finance then submits the Ceilings (maximum budget levels per District) to Districts and the Districts review and scale down the budget levels so that they are in line with the Ceilings (some priorities and projects are normally abandoned at this stage). The district planning specialists mentioned that one of the major challenges in the budget preparation cycle is that the budget ceiling usually comes very late from the Ministry of Finance, which makes repackaging of the budget extremely difficult.

³ The WDC is chaired by the Councilor and the Ward Executive Officer (WEO) is the Secretary.

⁴ This committee is formed by technical staffs of the council from different departments

⁵ This includes non-state actors

2.1.5 Gender Responsiveness

The Bunda District Council's development plans and budget documents were found to have integrated gender related issues. Interviews revealed that gender in the BDC plans is considered as an important cross cutting issues, taking into consideration the historical and traditional perspective versus the emerging issues of gender consideration at national level. This has also been acknowledged during the interview with various stakeholders at district, ward and village levels in Bunda District. As earlier noted, the main challenge on the implementation of gender related activities is mainly due to lack of gender specialists and resource constraints, especially in the areas of advocacy, training and change of behaviour and customs, supporting abandoned women and children, and provision of other social and legal services (Bunda District Council, 2014)

2.1.6 The Assessment of the Planning Tools: DDP Guidelines, Budget/MTEF Guidelines

The District Council was found to be equipped with all necessary DDP and Budget MTEF guidelines and working tools (software e.g. PLANREP 3, Local Government Monitoring Data Base, LGMD, and EPICOR). PLANREP 3 is a planning and reporting system which guides district planners to align the identified interventions and activities to national frameworks. These planning tools are aligned to SBAS, a planning tool at regional and Ministerial levels. In addition, the staffs in the planning department are well trained, skilled and efficient in terms of budget preparation and use of the software. The challenge is how to collect, analyze, and document reliable and comprehensive statistics from the project areas and internal revenue centers and how to conduct budget foresighting, ex-ante and ex-post evaluations exercises.

2.1.7 The Assessment of the Compliance of Districts to the National Frameworks for P-E-Objectives

The survey showed that the Bunda District Council planning, implementation, operations, monitoring, and reporting systems of P-E initiatives comply with National Frameworks for P-E-objectives, i.e. are consistent with national policies, laws and strategies. High compliance was noted with the National Strategy for Growth and Reduction of Poverty (NSGRP), National Agriculture Policy, 2013, National Livestock Policy, 2006; Fisheries Sector Policy and Strategy Statement, 1997; National Land Policy, 1995; and National Human Settlements Development Policy, 2000. More work and efforts are still needed for implementation and compliance to the Land Acquisition Act (Fair Compensation), National Environment Policy 1997, Land Act No. 4 of 1999, and Village Land Act No. 5 of 1999, National Irrigation Policy, 2010, National Forest Policy, 1998, National Water Policy, 2002; National Population Policy, 2006, Environmental Management Act 2004, Forest Act No. 7 of 2002, and Fisheries Act No. 22 of 2003.

2.1.8 The Major Bottlenecks in Implementing P-E Objectives

The major bottlenecks for the implementation of P-E objectives, identified from focus group discussions and interviews, fall under five main areas i.e. institutional, legal, human resources and budgeting; environmental; agricultural, gender, and others. The details are as follows.

2.1.8.1 Institutional, Legal, and Budgetary Bottlenecks

(a) Institutional, bottlenecks

- (i) Lack of long term Village Land Use Plans. Although, Bunda district has devoted an estimated total land area of 16,821.74 Ha for human settlements, 84,627.50 Ha for agriculture and livestock activities and 16,267.20 Ha for forest reserves and the size of unused land but potential for investment in the district is about 8,474, some of the villages do not have Village Land Use Plans. This is sometimes causing friction between farmers and agro-pastoralists;
- (ii) Low administrative and organizational capacity from District Council to the Village Councils.
- (iii) Lack of working tools and facilities affecting good governance and sometimes compromising accountability in service delivery.

(b) Human resources bottlenecks

- (i) Limited human capacity to effectively execute identified investment projects and mobilization of resources for implementation of the investment opportunities;
- (ii) Insufficient knowledge, skills and inadequate coping mechanisms by the Councillors and some technical staff in the BD Council to the ongoing quantities and fast pace of reforms and social, legal, and economic changes at national and global levels, which is causing overload, confusion, adaptation burden, and resistance to change;
- (iii) Insufficient skills to formulate and implement by-laws at Division, Ward and Village and Kitongoji levels;
- (iv) The Chairpersons of Villages and Vitongoji feeling not recognized due to the lack of compensation for their time, efforts and contributions, the way WEOs and VEOs are recognized;

(c) Budgetary bottlenecks

- (i) Inadequate budgetary allocations for programs and projects, and inadequate operational budget and other resources (technical capacity, and working tools) to efficiently and cost-effectively implement P-E related policies, by-laws, regulations, and development projects;
- (ii) High dependence on proceeds from the Central Government, development partner institutions, and to a small extent on local taxes, such as cess revenue. In addition, potential cess revenue goes uncollected due to limited institutional capacity and human resources at local levels;
- (iii) Inadequate skills to write and sell proposals requesting for funds to manage, implement and oversee identified development projects;
- (iv) Challenges in the budget cycle processes including the constraining budget ceiling that is sometimes sent late to the BD Council, and the unreliable and untimely disbursement of funds from the Central Government;
- (v) The dwindling fiscal space of the District internal revenues and the resultant under-funding is affecting the coordination of implementation of P-E, climate change, and gender mainstreaming interventions and environmental

management at all levels and resulting in inefficiencies and inadequacies at various levels of the Government;

- (vi) Inadequate innovation to mobilize additional local revenue by BD authorities and the resistance of citizens to pay additional taxes; and
- (vii) Inadequate monitoring and evaluation system.

(d) Legal bottlenecks

- (i) Illegal fishing practices degrading the river and Lake Victoria ecosystem.
- (ii) Difficulties in implementing natural resources, wildlife, mining, and environmental regulations due to inadequate awareness among the citizens, inadequate generation and use of innovations for alternative processes and livelihood improvements, and resource constraints.

(e) Coordination challenges

- (i) Too many directives, and guidelines from several centers of power to the BDC and related implementation challenges related to inadequate human resources (e.g. from TAMISEMI, Sectoral Ministries, Regional Authorities, Government Agencies, Parastatals, etc).
- (ii) Inadequate partnership and collaboration between the private and public sectors.

2.1.8.2 Environmental and Natural Resources Management Bottlenecks

- (i) Sustaining and overseeing wildlife management areas is a resource intensive endeavour but all the collected revenue goes to the Ministry of Natural Resources and Tourism, and the 25% funds remitted to the BDC is unreliable, making it difficult to plan. It is recommended that the 25% should be retained at District level;

- (ii) High cost of biomass based energy (e.g., charcoal costs TShs 25,000/bag in urban and between TShs 10,000 to 15,000 in rural BD, creating a pull factor for such businesses and the resulting deforestation and where the trees are disappearing the charcoal producers resort to uprooting the roots (*visiki*);

- (iii) The forests and vegetations are encroached and threatened by illegal activities such as harvesting forest products for timber, building materials, and production of charcoal, fuel wood honey and bees wax,



Bricks making: Land degradation and over exploitation of woodland and vegetation

expansion of agricultural activities, and establishment of human settlements. This is attributed to fast population growth rate and lack of alternative activities and sources for livelihood. These unplanned and detrimental activities undermine the efforts that are geared toward environmental conservation and sustainable socio-economic processes in the district;

- (iv) Severe land degradation linked to loss of soil fertility caused by overstocking/overgrazing and population pressure, unsustainable farming methods, and slash burning practices to clear land for farming and increase soil fertility;
- (v) Land cover depletion including deforestation is widespread with almost with absence of reforestation activities in most areas;
- (vi) Unplanned horticultural expansion near the shores of the lake and illegal fishing practices degrading fish breeding habitats and the river and Lake Victoria ecosystems;
- (vii) Expansion of quarrying and brick making businesses increasing land degradation and aesthetics;
- (viii) Growing stress on the natural resource base and climate change related risks and lack of viable local long term adaptation strategies; and
- (ix) Lack of rain water drainage systems, and waste water and solid waste management/treatment facilities in Bunda Town resulting in environmental pollution and affecting the well-being of people.

2.1.8.3 Bottlenecks in the Agricultural, Livestock, Fisheries and Natural Resources Sectors

Crop Sector Issues

- (i) Low budget allocation relative to the importance of the agricultural, environmental and natural resources sectors to District's economy, and unbalanced donor support;
- (ii) Economic vulnerability: the volatile prices of cash crops e.g. cotton, and lack of reliable access to market information and low bargaining power leading to farmers getting low farm gate prices from crop brokers and traders;
- (iii) Inadequate access to farm implements due to high investments or high hire costs with increasing fuel prices;
- (iv) Unreliability and variability of rainfall. Normally BD had first rains in September-December (*mvua za kwanza*), but now days it rains in September and farmers plant seeds and the rain stops in mid October or November leading to losses;
- (v) Proliferation of crop pests and diseases, e.g. cassava mosaic;
- (vi) Absence of supporting clusters in the production, processing and packaging of agricultural, livestock, and natural resources products and allied products, especially in the area of value addition, warehousing, and marketing;
- (vii) Inadequate research e.g. on the socio-economic dynamics in the District and to generate adequate quality, low-input, climate and pest resilient, and high yielding seed varieties.
- (viii) Wildlife especially elephants destroying farms (in the morning and at night in Serengeti Division) and the given compensation comes late and is normally not equivalent to incurred loss;
- (ix) Inability to cultivate large areas because of decreasing land area and

- mechanization challenges, e.g. high costs of hiring a tractor which costs between 30,000/= to 40,000/= acre; and
- (x) Lack of irrigation facilities and schemes, in spite of having a lot of Lake Victoria water.

Livestock Sector Issues

- (i) Livestock pests and diseases leading to poor livestock health and even death;
- (ii) Efforts towards improving livestock quality among livestock keepers in Bunda district is partly constrained by access to facilities capable of controlling or preventing animal diseases. The livestock veterinary centres lack minimum vital requirements such as equipment, chemicals, reagents as well as inadequate staffing;
- (iii) Inadequate livestock health services including supply of drugs and vaccines at village level;
- (iv) Livestock infrastructure and quality and safety issues of products not rising/improving as fast as the livestock population (i.e. dips, veterinary centres, crushes, hide and skin sheds, slaughter slabs, livestock market/auction, charcoal dams as well as abattoirs); decreasing access to water. For instance, as to the dipping facilities the average number of cattle per dip is 1377, far below the number of cattle required per dip which is 5,000 (BDC, 2014);
- (v) Livestock Department in BDC is marginalized in terms of human and financial resource allocations, and working tools rendering it to be ineffective;
- (vi) Marketing and processing of hide and skins in Bunda district is constrained with a number of problems including lack of official markets, lack of public hide and skins sheds shortage of veterinary officers, and falling prices of livestock products. These issues have had an adverse impact on both the produced quantity and quality of hide and skins;
- (vii) Inappropriate cattle grazing destroying infrastructure, e.g. roads, water dams, pasturelands, creating formation and expansion of gully erosion (*makorongo*);
- (viii) Expansion of agriculture and dwindling pasturelands due to climate change effects is creating conflicts between farmers and pastoralists encroaching into farmlands.

2.1.8.4 Gender

- (i) Challenges of gender based violence and discrimination in certain areas

2.2 Potential Opportunities, Projects and Best Practices

This section presents findings on opportunities for development from the mapping study. The study was carried out by conducting a desk review as well as a series of interviews with all heads of departments at the District Council, leadership at both the ward and village levels, and at ward and village levels with a few selected respondents including farmers, agro-pastoralists, processors, beekeepers, natural resources management groups, and traders. The sections below summarize the study findings:



ICTARD Mast at Mahyolo

2.2.1 Potential Opportunities and Projects

A number of sites have been identified for interventions under the PEI initiatives by Bunda District Council. A total of 10 project areas have been identified for implementation in Bunda Districts (See Table 4.2). These are 2 Community Radio; 4 Ward Agricultural Resource Centers (Bunda town, Kibara, Mugeta and Kisorya villages); Mobile Kilimo; A number of training programmes (for champions in Bunda town, Kibara and Nyamuswa villages); ICT4RD (in Guta, Kisorya and Kibara villages); Horticultural irrigation farming (Serengeti village); Cage fishing (at Kasuguti village in collaboration with JKT Bulamba); and lastly 1 beekeeping project at Nyatwali ward (Serengeti village).

These sites were identified by the research team in collaboration and agreement with the Bunda District Council. A set of selection (project sites) criteria were tabled and discussed for each identified project. These criteria and the type of project are presented below.

(a) Bunda FM and Mazingira FM Community Radios

The projects have been launched and the sites are at Bunda town. These sites are suitable in terms of frequencies and radio signals which allows clear broadcasting. For Bunda FM, Feasibility Study, Licence, Certificate of Incorporation, and the Studio House have been completed. The process to procure radio or studio equipments and installation of the equipments are ongoing. Mazingira FM is operational but is facing a number of challenges such as power shortage and personnel. Both Bunda FM and Mazingira FM Community radio is expected to facilitate economic activities in the district for example in terms of dissemination, education, knowledge and information sharing. Extension officers for example will use radio to disseminate new agricultural technology (and therefore promoting technological uptake) and action alert etc.

(b) Ward Agricultural Resource Centers (WARCs)

The site criteria for the establishment of these resource centres are first the availability of a building that will be easily accessible by the majority of farmers.

The centres should also be established where electricity is available, where possible, or other alternative energy sources can be installed. They should also be in areas where farmers can access markets for their agricultural and fishing products. With this in mind, Bunda town, Kibara, Mugeta and Kisorya have been selected as there already exists resource centres from the MAF project that can now be scaled up for greater impact and outreach.

Like the FM Community radios, the WARCs are expected to facilitate implementation of economic activities in the district for example in terms of information sharing, market information, education, knowledge. Extension officers for example will use the WARCs to disseminate

agricultural related information, action alert etc. Foresters and Fisheries Officers can also make use of WARC's to disseminate information related to forest and fishing respectively.

(c) *Mobile Kilimo*

This is an interactive mobile platform which has been launched in Bunda District and will be used for multiple purposes such as financial services, networking, information sharing (communication), awareness creation, public and community sensitization, early warning system etc. This is now available throughout Bunda District as it is estimated that 75% of people have mobile phones and are used mainly for communication basis but also business facilitation. While E-Agriculture will mainly be used in sites suitable for production of crops, poultry, bee-keeping etc, E-Fishing will be used in sites located along the lake and river shores and E-Forestry in sites with community or village forests. This facility can also be used to curb illegal activities such as illegal fishing or harvesting of forest products in the community.

(d) *ICT4RD*

Among others, ICT for Rural Development (ICT4RD) project has already erected five masts at Guta, Buzimba, Mayholo, Namibu and Masahunga which will serve schools and other institutions in the entire area. This project was launched in November 2014 in Bunda District.

(e) *Agricultural Farming*

One crucial area identified for agricultural farming is horticulture. Horticultural farming in Bunda District is mainly done on the shores of Lake Victoria and perennial rivers within the district through irrigation using small diesel machines and pipes. Farmers engaged in horticulture can potentially earn more than those in agriculture. This is mainly attributed to the fact that a farmer engaged in horticulture has up to 3 seasons of harvests, due to their close proximity to water sources. For example, farmers at Serengeti village (Nyatwali ward), which borders the world famous Serengeti National Park with over 200 tourists' hotels, register average earnings as high as TZS 5 million per year! There is high demand from Arusha, Tarime, Mwanza and Musoma.

And the added incentive with horticulture is that, if the intention is economic empowerment of women, relative to men, then horticulture should be targeted the majority of farmers engaged in this field of agriculture are women and the youth.

(f) *Fishery Farming*

JKT Bulambo has been identified as a champion that can assist Bunda district council in the fight against illegal fish farming in L. Victoria. There is rampant illegal fishing on the lake and especially at Kasuguti with 7,085 inhabitants. The project plan is to introduce Cage fishing which is currently not being practiced in the district. A Cage fishing site has already been identified at Kasuguti which is not far from the JKT unit. In order to establish a cage fish, there has to be a wind barrier that will reduce the distress to fish but also a lake depth of at least 5 metres deep and the area should not allow any fishing navigation routes. All of these requirements are evident at Kasuguti village. JKT Bulamba has in fact started the construction of cages but it appears greater capacity development is required so that cages are built to standards.

(g) *Livestock Keeping*

The majority of women in Bunda District are preoccupied with indigenous Poultry keeping. If the intention is economic empowerment of women, relative to men, then poultry keeping be targeted and supported due to the sheer numbers of women involved.

(h) *Environment Conservation and Beekeeping*

The many functions of the natural environment (both use and non-use value) calls for prioritizing environmental conservations in terms of direct interventions such as forestation and indirect through awareness raising and finding local solutions. As an integrated solution, it has been envisaged that beekeeping should be encouraged and supported at villages near forest reserves.

The beekeeping project will assist in regulating the constant conflict between farmers and animals (national parks and game reserves). A total of 22 villages are affected by the invasion of animals on their farms, particularly Elephants. The use of gunfire to disperse these animals is not realistic. The Council should devise building/creating a buffer zone. It is suggested that beekeeping can be this buffer zone. Villages bordering the Serengeti National Park and Grumeti Game Reserves should be encouraged and supported to beekeeping.

(i) *Farmers' Associations and Microfinance Institutions (MFIs)*

As already noted earlier, Bunda District is poorly served with financial infrastructure. There are only 2 established banks in Bunda District, namely: NMB Bank and TWIGA Bankcorp which has mobile services in the district with support from their zonal headquarters in Mwanza. In addition to these 2 banks, other MFIs are FINCA, PRIDE, TUJIJENGE and BAYPORT. The availability and accessibility of credit facilities to people in Bunda District is therefore paramount and depends mainly on the formulation of mutually beneficial economic groups. The only way for people to better their lives is through access to credit by using these farmers' groups and SACCOS/MICOBA. Currently, there are 34 SACCOS in the district (see **table 8**).

Table 8: Available SACCOS in operation at Bunda District

Division	Number of SACCOS	Total Number of Membership	
		Male	Female
Serengeti	22	3597	2299
Chamriho	06	523	243
Nansimo	02	202	117
Kenkombyo	04	378	152
Total	34	1103	512

Source: Bunda District, 2013

KIRORELI farmers group at Kiroreli village, Nyamang'uta ward has been identified as a champion. Started as a family business in early 2014, they are engaged in horticulture and fish farming, with 8 members (4 men, 4 women). The group is now also heavily engaged in livestock keeping as well as beekeeping. Many of the farmers at Kiroreli farm maize, sorghum,

and cassava plus cotton and rice as cash crops. The group has already undertaken soil tests on the farm that was done by Ukiriguru at Mwanza and is awaiting the results. The farm is approximately 300m from a man-made dam and uses a pipe to irrigate.

2.2.2 Project Implementation

The projects listed in **Table 5.2** were identified by the survey team in collaboration with officials of Bunda District Council, and the President's Office - Planning Commission with the inputs from UNEP and UNDP. The project must be executed within Bunda District; it must be a priority in the respective community (in terms of benefiting as many people as possible, with notable impacts); and must address any of the four challenges namely the environment, gender, poverty or climate change.

While UNEP and UNDP are expected to provide the funding, ESRF and Bunda District Council will be responsible for coordination, monitoring and evaluation. In addition, to the aforementioned players, a number of other actors will be involved in the project implementation. These are the Non State Actors (NSAs) operating in the district (NGOs, CSOs, etc), champions in the respective wards and villages such as Women Groups, Youth Groups, Farmers Groups, and individual champions. In Bunda District ESRF's Implementing Partners include Third Millennium Peace Initiation Foundation; Kibara SACCOS, Mazingira FM; ICT4RD Kiloleli Farmers Group; Nyamtwali Farmers Group; and JKT Bulamba.

Table 9: Summary of the P-E-G Projects in Bunda District

Sn	Project Name	Project Site	Status and Remarks
1.	Bunda FM Community Radio	Bunda District	Feasibility Study, License, Certificate of Incorporation, and the Studio House have been completed. The process to procure radio or studio equipments and installation of the equipments are ongoing
2.	Mazingira FM Community Radio	Bunda District	Mazingira FM is working despite of a number of challenges such as power shortage and staffing
3.	4 Ward Agricultural Resource Centers (WARCs)	Mgeta, Kisorya, Kibara and Bunda Town	All WARCs need more equipments and capacity building in order to run the WARCs smoothly
4.	M-Kilimo Platform	Bunda District	M-Kilimo was launched in Bunda in August 2014. Registration of more members is still going on. Women are encouraged by the project managers to fully participate in implementing this project
5.	ICT4RD	Guta, Buzimba, Mayholo, Namibu and Masahunga	ICT4RD has already erected five masts at Guta, Buzimba, Mayholo, Namibu and Masahunga which will serve schools and other institutions in the entire area
6.	Irrigation Scheme (Horticultural Crops)	Serengeti Village (Serengeti Ward)	Horticulture is one of the key sectors (activities) in the economy of Serengeti Village and Ward. The yields and therefore incomes earned are also attractive, despite the fact that irrigation infrastructure is lacking
7.	Cage Fishing	Kasuguti Village (Kasuguti Ward);	The knowledge and cage fishing skills are limited. Efforts are underway to train beneficiaries

Sn	Project Name	Project Site	Status and Remarks
8.	Irrigation Scheme	Kiroreli Village (Nyamang'uta Ward)	There is a huge dam at Kiroreli which can be used for irrigation. However, irrigation infrastructure is lacking.
9.	2 Training Programmes	Kibara and Nyamuswa (e.g. Bankable Projects and Loan Application and management); Bunda Town (Cage Fishing))	Limited skills and competencies in a number of areas such as development of Bankable Projects, Loans Applications, utilization and overall management, as well as cage fishing
10.	Beekeeping	Bunda District	This is a necessary project given the high deforestation rate in the district

The monitoring and evaluation framework for the identified projects is presented in Table 10.

Table 10: Logical Monitoring and Evaluation (M&E) Framework

Project Name	Bunda FM and Mazingira FM Community Radios			
	Indicators	Means of Verification	Baseline Data (2014)	Targets (2017)
Overall Goal Is to make the community of Bunda District access information and knowledge needed for development	Established Community Radio in Bunda District Number of people accessing information and knowledge through Bunda (and Mazingira) FM Community Radio Number of men (and women) accessing information and knowledge through Bunda (and Mazingira) FM Community Radio Number of people creating trade and businesses (opportunities) through Bunda (and Mazingira) FM Community Radio	Establishment of Bunda (and Mazingira) FM Community Radio Operating (broadcasting) of Bunda (and Mazingira) FM Community Radio Accessing information and knowledge through Bunda (and Mazingira) FM Community Radio Trade and Business creation	0 (None) 0 (None) 0 (None) 0 (None) 0 (None)	2 335,061 150,461 (172,820) 335,061
Objective 1: To improve access to and information sharing among the people of Bunda District and the neighborhood through radio programmes	Number of people of Bunda District accessing and sharing information and knowledge through Bunda (and Mazingira) FM Community Radio Number of men (and women) of Bunda District accessing and sharing information and knowledge through Bunda (and Mazingira) FM Community Radio	Accessing information and knowledge through Bunda (and Mazingira) FM Community Radio	0 (None) 0 (None) 0 (None)	335,061 150,461 (172,820)
Output: Bunda (and Mazingira) FM Community Radios' infrastructure and its facilities installed and functioning	Complete set of radio infrastructure and facilities Radio Studios	Installed Radio infrastructure and facilities A functioning Radio Studio	0 (None) 0 (None)	2 2

Project Name	Bunda FM and Mazingira FM Community Radios			
	Indicators	Means of Verification	Baseline Data (2014)	Targets (2017)
The Activities: Community Radios license obtained; Feasibility study conducted; Site for Community Radio identified; the Studio and Radio Equipments procured and installed; Staff Recruitment completed; Community Radio running.	Community Radio license	Availability and implementation of the following:	0	2
	Feasibility study	Community Radio license	0	2
	Site for Community Radio	Feasibility study	0	2
	Full Studio (with Radio Equipments)	Site for Community Radio	0	2
	Key Staff of Bunda (and Mazingira) FM Community Radio	Full Studio (with Radio Equipments)	0	20
	Community Radio	Key Staff Bunda (and Mazingira) FM Community Radios	0	2

Possible Challenges during Implementation

There are many actors in the value chain, performing many activities. The following are typical challenges likely to come across:

- Roles badly defined
- Lack of coordination between the different actors thus, the problem of duplication, competition, gaps etc
- Difficulty in accuracy and reliability of some information
- Difficulty in accessing/availing information
- Lack of relevance of some information
- Long delays in production of information (lead times)
- Lack of use of data by users (doesn't know about them, receive them too late, receive a format which is not adapted, lack of confidence, etc.)

Expertise and/or skills and access to resources are among the critical requirements for the success of these projects. The government and private sector support, commitment and political will of the leadership in Bunda District, and commitment of the people/communities are equally important if these projects are to make notable impacts in the respective communities.

2.2.3 Potential Funding Sources for implementation of projects

As mentioned above, the Council's budget is limited given the priorities spelt out in the District Development Plans (DPP). Bunda District Council must therefore look for additional or alternative options (alternative funding sources) to complement the existing ones, if the DDP is to be implemented successfully.

The alternative funding sources which could also benefit the P-E initiatives in Bunda include direct engagement with Development Partners (DPs); International Organizations; local institutions such as Parastatal Pension Fund (PPF), National Social Security Fund (NSSF), and the National Housing Corporation (NHC), and use of diasporas. Others are bankable or fundable projects; attracting investors in the district; attracting private sector investment capital; effective use of

small scale players (entrepreneurs) at community level such as farmers, livestock keepers and fishermen; improve financial management and resource management; and promote tourism in Bunda District. These are opportunities and potential complementary funding sources which the district has not been able to utilize fully.

(a) Local institutions such as PPF, NSSF, and NHC

A number of local institutions such as Parastatal Pension Fund (PPF), National Social Security Fund (NSSF), and the National Housing Corporation (NHC) have made massive investments in Tanzania. There are cases where these organizations have been looking for areas to invest. Investment requires different strategies, campaigns and diplomacy. The district government executives (with the support of key regional executives) therefore need to be strategic and aggressive. The district government must make it a habit to target potential investors and go out for negotiations with them. The National Housing Corporation (NHC) for example are mandated to provide and facilitate the provision of high quality housing in Tanzania for use by members of the public as residential or commercial buildings. They also undertake massive construction of both residential and commercial estates. Apart from NHC, there are National Social Security Fund (NSSF) and Parastatal Pension Fund (PPF) which are meant to promote investment in real estates, among others. The district government needs to take deliberate initiatives towards utilization of such opportunities by attracting investments in the district. This could successfully be implemented by appointing a powerful negotiation team which will be representing the district in such negotiations.

(b) Diasporas

A part from the cultural and economic factors and/or obstacles, majority of the potential investors hailing from this district have lost confidence and trust over the investing in certain secure investments but not on a large, diversified scale. The trust challenges, unawareness of emerging investment opportunities, and institutional and legal framework governing investment activities in the district (e.g. red tapes, cumbersome and frequently changing procedures, bureaucracy, lack of infrastructure) are among the factors mentioned frequently by respondents as limiting investment scope. The district and regional government needs to be proactive and attract Bunda's Diaspora as partners in district development. This can be done through mobilization via e.g. a forum of indigenous investors to campaign and lobby and attract them to invest at home. This should be organized by the district in collaboration with regional authority and business platforms.

(c) Develop bankable or fundable projects

A Bankable Project is also known as a Fundable Project. This is a project or proposal that has sufficient collateral, future cash-flows, and high probability of success, thus it is acceptable by institutional lenders for financing. Bunda District Council has not utilized such funding alternatives in the past. Fortunately, there are financial markets all over the world where capital is sold to would be investors with a condition of producing bankable projects. Examples of suppliers of loanable funds in the capital markets are various banks (like CRDB Bank, SELF, Twiga Bancorp, etc), stock exchange, different calls for grant proposals etc. There are many calls for grant proposals which suit a variety of demanders of loanable funds including African governments (Central and Local Governments), NGOs, research and regional institutions.

These are also funding opportunities which are suitable for Bunda District Council and which could have been exploited by the councils and address the chronic problem of resource gap. There are two important pre-requisites here. First, Bunda District Council must build the capacity of developing loanable or bankable projects, and secondly, the district staff must cultivate a culture of frequent search for grant opportunities or announcements. To do so, district staff must be trained, motivated and given freedom to pursue these alternative funding sources.

(d) *Attracting investors in the district*

Bunda District is blessed with a number of investment opportunities (potential) which have not been utilized, including processing, tourism, manufacturing, mining, and trade with neighbouring regions and countries up to South Sudan. They include marine transport, value addition of agricultural, livestock, and natural resources products (e.g. game meat and other wildlife and water based products and services), forestry, and fishing. As noted earlier, there is a need for the Council to change its mindset and attitudes by taking its own measures to mobilize resources and attract investors in the district. This process must begin with preparation of the District Investment Profile and Plan; and District Social Economic Profile. These are useful tools which can be used aggressively to market the existing investment opportunities in the district through a well organized Investment Forum.

(e) *Attracting private sector investment capital*

Bunda District Council needs to fully tap the resources from private sector by encouraging the players to participate in implementing the District Development Plans (DDPs). The Council needs to regard Private Sector as Development Partners and acknowledge their contribution towards the District Development. To make them respond positively, the council needs to create an incentive package for them. In the forest sector for example, the District Council should encourage and promote associations of charcoal dealers, license them, give them titles or property rights to own and operate sustainable forest estates for production of forest products such as timber, charcoal and wood fuel on a commercial basis. It is high time now investors are attracted in the area of forest management in a sustainable way. The government need to develop a mechanism where investors will be allowed to own land and invest in reforestation (tree planting) aimed at production of forest products for both local as well as external market. Allow the investors to plant the right tree species, using rotational age to ensure continuity and a stable market supply. The demand for energy is readily available. If we can allow hunting blocks, why not charcoal or timber blocks?

(f) *Involve and empower players at community level*

It is reported that poor involvement and therefore absence of active participation of the key players at community level (particularly the LGAs, Ward level and Village level) in both formulation and implementation of national and district plans is the main reason for the dismal performance of Bunda District Council. Involvement and active participation of the lower level is therefore critical if the impact of DDPs is to be felt. Apart from their involvement and participation, building of their capacity is another factor the district needs to consider. Thus Bunda District Council must use champions effectively. These are such as small scale farmers, women, livestock keepers, associations (groups) and fishermen.

(g) Improve financial management and resource management

Among the capacity gaps in Bunda District include skills and competencies of the district staff and inadequate skill development opportunities. For optimal resource mobilization and utilization of the resources, the district must have trained, competent staff for financial management, resource allocation and utilization.

(h) Development Partners and International Organizations

There are a number of projects which are implemented by the District Council, funded by the Development Partners (DPs) directly. However, in most cases this is a result of the initiatives by the District Council in terms of negotiating with the DPs directly requesting them to finance bankable projects. Bunda District should strengthen negotiation and lobbying skills and efforts and further pursue this funding alternative in order to bridge the resource gap which the district has been facing.

3. Conclusions and Recommendations

3.1 Conclusion

The primary aim of this study was to identify and document the institutional, legal and financial challenges on poverty - Environment (P-E) implementation in the BD at the District, Ward and Village level. This included examining the social economic and environmental profile of the BD; to assess the gaps in both the integration and implementation of P-E, climate change and gender components in the planning and budgeting processes from the national level, sectoral to local levels; to assess the effectiveness and adequacy of mainstreaming P-E initiatives, Climate Change (CC), and Gender issues in the planning and budgeting processes at different administrative levels of BD; and lastly, to explore the appropriateness of institutional and legal framework.

The institutional processes and mechanisms for coordination of development planning and implementation were found to be supportive and enabling the implementation of P-E objectives at district level including wards and village level. The key challenges were the inadequate financial and human resources and working tools, e.g., lack of appropriate and reliable software and data management facilities for management, coordination, performance review, M&E, quality assurance, and impact evaluation; lack of access to fast internet connection; and limited transportation facilities.

The results showed the BD Council planning, implementation, operations, monitoring, and reporting systems of P-E initiatives comply with National Frameworks for P-E objectives, i.e. are consistent with national policies, laws and strategies. More work and efforts are still needed for implementation and compliance to the Land Acquisition Act (Fair Compensation), National Environment Policy 1997, Land Act No. 4 of 1999, and Village Land Act No. 5 of 1999, National Irrigation Policy, 2010, National Forest Policy, 1998, National Water Policy, 2002; National Population Policy, 2006, Environmental Management Act 2004, Forest Act No. 7 of 2002, and Fisheries Act No. 22 of 2003.

District level by-laws were found to be consistent with the National Laws and were found to enable the implementation of P-E initiatives. The legal challenges facing the BD Council in implementing Environment and Poverty initiatives are: a) For District Council By-laws to work they need to be submitted and approved by the parent Ministry, PMORALG, which sometimes takes a long time; b) The leadership at Ward and Village level do not have the requisite capacity (skills in particular) to prepare and implement their by-laws, which is hindering the implementation of P-E-initiatives; c) the misunderstanding between implementation frameworks of sectoral laws and by-laws, particularly between environment management vis-a-vis development of projects; and d) another major challenge to the effective implementation of by-laws both at districts' and village level is lack of commitment and financial resources which are lacking to a large extent.

The budget preparations and use the guidelines in BD Council were found to be in line with

agreed budget circle and supportive to the implementation of P-E initiatives.

Finally, the study has identified several opportunities and projects. The key opportunities in BD were found in expansion and maintenance of irrigation schemes for the development of horticulture, cage fishing, beekeeping, application of ICT platforms in socioeconomic development, and capacity and capabilities development.

3.2 Recommendations

This section sheds some light on possible solutions and provides policy recommendations for effectively addressing the observed challenges and gaps in P-E initiatives, climate change resilience, and gender mainstreaming in the BD development processes.

3.2.1 Recommendation on Institutional, Legal and Budgetary Issues

Institutional

- i. The Central Government, LGA, business community, and development partners should further strengthen and enhance capabilities of enterprises, community and business associations, and the public sector to effectively and efficiently mainstream PEG-CC issues in the local development agenda/framework and implement them in line with community wants and needs to enhance ownership and long term sustainability. The required key capabilities are: Governance capital; Knowledge, skills, and technology capital; and Resources capital- including information, financial, and infrastructural resources). In addition, there is a need review the devolving the powers from central government to local government (Opportunities and Obstacles for Development- O & OD) approach to evaluate its viability and performance to date from national to District and village levels, and to identify gaps and develop a strategy/remedial measures how to further improve the mainstreaming and implementation of PEG-CC objectives into District Development Plans.
- ii. The Central Government should improve the administrative and organisational capacity by allowing the District Council to recruit, adequately compensate and build the skills of a number of highly sought technical staff and avail incentives that will stem the potential leakage of existing trained, skilled staff to other better paying institutions/jobs.
- iii. The District's business community should establish a District Business Council that will: create a respected leadership on the district's business and economic sustainability; provide a forum for its members, who represent all business sectors, to share best practices on business and District's sustainable development issues; advocate for progress and delivering results by developing innovative tools that will address emerging opportunities and socio-economic constraints affecting business development.
- iv. Establish and implement an independent District Advisory Committee composed of highly skilled and experienced experts from various fields to advice and provide technical assistance to the District Council's management team and Full Council

Legal

Review the Government (Urban Authorities) Act 1982; Local Government Finance Act 1982; Urban Authorities (Rating) Act 1983; Regional Administration Act 1997; Local Government Laws (Miscellaneous Amendments) Act 1999, Environmental Management Act, 2004, Forest Act (2002), and Procurement Act, 2004, to align them with current free market realities and business environment.

Budgetary issues

- i. *Strengthen the participation and contribution of communities in the implementation of DDPs.* The District Council needs to ensure that key players at grassroot level (i.e. Wards and Villages) are fully involved and actively participate and contribute in both formulation and implementation of national and especially district plans. Apart from their involvement and participation, building their awareness and capacity is another factor the district needs to consider. Thus Bunda District Council must use champions and successful entrepreneurs effectively, as examples to emulate.
- ii. *Attract private sector investment capital:* Bunda District Council needs to fully tap the resources from private sector by encouraging private players to participate in implementing the District Development Plans (DDPs). The council needs to create an incentive package for them. In the forest sector for example, Bunda District Council needs to develop a mechanism where investors will be allowed to own land and invest in reforestation (tree planting) aimed at production of forest products for both local as well as external market. Allow the investors to plant the right tree species, using rotational age to ensure continuity and a stable market supply. The demand for energy is readily available.
- iii. *Attract investors in the district:* Bunda District is blessed with a number of investment opportunities including tourism, marine transport, forestry, fishing., and cross border trade. There is therefore a need for Bunda District Council to devise measures to mobilize resources and attract investors in the district. This process must begin with preparation of the District Investment Profile and Plan; and District Social Economic Profile. These are useful tools which can be used aggressively to market the existing investment opportunities in the district through a well organized Investment Forum.
- iv. *Mobilize Resources from Local institutions such as PPF, NSSF, and NHC:* A number of local institutions such as Parastatal Pension Fund (PPF), National Social Security Fund (NSSF), and the National Housing Corporation (NHC) have made massive investments in Tanzania. There are cases where these organizations have been looking for areas to invest.
- v. *Mobilize Financial Resources from Diasporas and Development Partners for implementing key socio economic development projects and activities.*
- vi. *Develop bankable projects and submit to funding institutions in the areas of poverty alleviation, forestry and wildlife development, water and energy development, and climate change adaptation.*

- vii. *Attract development partners and local and international organizations through development of top quality and attractive concept notes and proposals, as a funding alternative for bridging the resource gap which the district has been facing.*
- viii. Facilitate entrepreneurs' and women groups' access to savings and credit facilities (Savings and Credit Cooperatives Societies- SACCOS, Rotating Savings and Credit Associations- ROSCAS, and VICOBA). To begin with, undertake advocacy on saving and lending options, and train women's producer associations, cooperatives and groups to enhance their administration capacity, organizational and financial management skills, options for reducing cost of delivering financial services and recovery of bad debts, diversification of loan portfolios, risk management, telephone banking, etc., and support capacity-building in the creation and formalization of related financial self-help networks at the village, ward and District levels.
- ix. The District Council, communities and individuals should partner with businesses and producer cooperatives, National Private Sector Service Providers/Technical Services Providers, Research Institutions, and Business Associations, (e.g. TSPF, ACT, RCT, TCIIA, CTI,etc) to ensure the availability of skills, capital goods and technology transfers that enhance productivity and efficiency;

3.2.2 Climate change, Agriculture, Livestock, and Natural Resources

Climate change

- i. The government, private sector and other stakeholders should support climate change adaptation through efficient technology, changing cropping patterns, building new water projects for flood control and drought management, and investing in sustainable non-farm activities. Empower, motivate and provide resources to research institutions to produce appropriate solutions to environmental and climate change challenges;
- ii. Undertake a comprehensive vulnerability assessment on climate change impacts in the District;
- iii. Enhance Councillors' and technical cadres' awareness and understanding on climate change vulnerabilities and potential impacts in the District;
- iv. Increase resilience to rainfall variability and drought by adopting fast growing and abiotic and biotic stress tolerant crop, livestock, and tree varieties;

Forestry

- v. Incorporate agro-forestry as an important practice in conserving soil moisture, weed control and improving soil fertility;
- vi. Motivate communal and individual afforestation by establishing nurseries through individual growers and by groups, e.g. schools and other institutions, as a source of income and tree planting as an income generating and asset accumulation venture;

Wildlife development

- vii. The District council, Ministry of Natural Resources and Tourism (MNRT), Vice Presidents Office- Directorate of Environment (VPO), and Tanzania National Parks Authority (TANAPA) to address changes in biodiversity and ecosystems services i.e. ecological range shifts of specific wildlife species due to changing climatic conditions. This may lead reduced regeneration of pastures and water resources for the wild animals, and decreasing carrying capacity of the Serengeti National Park area in Bunda District; and
- viii. To improve the regulatory synergies in the environmental protection and conservation areas of PEG-CC activities, strengthen coordination between the VPO, NEMC and other ministries and agencies by: a) improving the information and resources flow functions in the National Environmental Policy that is currently being revised (Mwalyosi R., 2014); b) in the assessment, validation, and stakeholder reporting of the Environmental Impact Assessment (EIA), Strategic Environmental Assessment (SEA), and other instruments such as economic instruments (market-based approaches for environmental protection, command and control and voluntary measures), environmental standards and indicators, and guiding principles (precautionary principles, polluter-pays principle, strict liability, etc.).

Crops development

- ix. Improve the gross margins from cultivation of cassava, maize, paddy, sorghum, millet and cotton, through a comprehensive approach, i.e. encouraging farmers to use both improved variety seeds such as disease resistant cassava varieties, and hybrid and climate resilient maize, upland rice, high yielding sorghum, and fertilizer as a package;
- x. Effectively support the coordination of the crops value chains institutional framework and processes through increasing collective warehouse based marketing schemes, e.g. the Warehouse Receipts System (WHRS)
- xi. Promote management of cross-border natural resource between Serengeti Ward-Serengeti National park to minimize conflict as result of stress on water and pasture for pastoral communities;
- i. Support horticultural farmers near Lake Victoria shores with efficient pumping, water holding and distribution systems and training in Good Agricultural Practices (GAP, Pesticides Management, Agro-commodities Quality and Safety Standards, Ecological Farming, HACCP, Basics in Sanitary and Phytosanitary Measures). For example, support generation of solar based electricity in Serengeti Ward by installing PV generators that can generate 30-100 kilowatt for water pumping in horticulture production and handling schemes; maize, cassava and millet milling; small scale welding; and for other social services such as school, health center, and households.

Livestock

- i. Support the establishment of livestock health services in remote areas including supply of drugs, vaccines, and infrastructure (dips, veterinary centers, crushes, hides and skin sheds, slaughter slabs, livestock markets, charcoal dams and abattoirs).

- ii. Support development of livestock feeds through pasture establishment and preservation of pastures and crop residues for dry season feeding.
- iii. Train women and youth in environmental friendly storage and tanning of leather and production of leather goods.
- iv. Promote private-public investments in livestock development, including Livestock Multiplication Areas/Units, health services (supply and delivery of quality and safe drugs and vaccines), livestock infrastructure, construction and operation of new abattoirs and processing plants, establishment of breeder farms for poultry (grandparent stocks), establishment of commercial layers and broiler farms, broiler processing plants. Other areas include the production of hay, compounded animal feeds and vaccines, and quality and safety issues of products (i.e. in dips, veterinary centres, crushes, hide and skin sheds, slaughter slabs, livestock market/auctions, charcoal dams as well as abattoirs);
- v. Introduce improved bulls to improve the genetic potential of the local cattle to get crosses that are disease resistant and will yield higher quality and quantities of milk, meat and hides than traditional ones.
- vi. Improve the goat genetic potential of local goats by cross breeding them with improved goat bucks varieties to generate fast growing and high meat and milk yielding blended varieties, and those that are disease resistant and can survive on browse feeding.

3.2.3 Recommendation on Gender

- i. Sustainable changes in knowledge, attitude and practice may directly impact FGM and GBV being abandoned: The District Council to develop action plans and allocate resources to support women's rights and self-sustainability, including further empowering women and girls by improving education opportunities for girls and sensitizing communities on the effects of harmful traditional practices such as FGM. In addition, such programs should equip women with knowledge of their rights and legal assistance;
- ii. Empower women to be financially independent to safeguard their rights and improve their lives to enable them to fulfil their potential by: i) Increasing opportunities for entrepreneurship training to build agro-entrepreneurial ability and self-employment and diverse market participation to supply local and distant markets; ii) giving women access to know-how, techniques and technologies for increasing crop production (grains, horticultural products, cassava, millet and pulses) and to ensure that higher rates of crop yield growth are sustained in the face of climate change impacts, worsening water scarcity, and rising fertilizer prices; iii) increasing resilience to rainfall variability and drought by stressing nutritious and tolerant crop varieties to minimize losses and suffering, e.g. malnutrition of their children; and iv) since women potentially hold the greatest leverage for agricultural development, train them in enterprise and group/association development;
- iii. Conduct a study/business health check to assess the results chain of poverty-environment-gender activities on the performance and development of women and youth entrepreneurial groups/enterprises in the District;and

- iv. The District council and gender stakeholders should design and conduct anti-FGM education programs that focus on educating women, men, girls, and boys and the wider community on GBV and FGM. This will enable them to have a realistic picture of the situation which may ultimately lead to the amendment of the relevant traditions, local by- laws and policies.
- v. The Civil society and District Council should gather a collective voice to change harmful traditions through conducting awareness raising to traditional and political leaders to understand and join forces against gender based violence practices. This may enable communities to speak out in shaping their response to ending FGM.
- vi. The Ministry of Community Development, Gender and Children, Public leaders, Faith Based Organizations, and Community Based Organizations should encourage tribal/ traditional community leaders to develop and promote alternative rites of passage so as to initiate momentum for change;
- vii. The District Council should train health providers to be better positioned to manage complications surrounding FGM. In addition, there is a need to improve access to healthcare through e.g. establishing an FGM complications referral program to ensure women are receiving appropriate care quickly in the Districts' public and private hospitals and health care centers;
- viii. The District Council and NGOs should from time to time conduct research to get up-to-date data on the prevalence and change in FGM that includes infants and girls under 15 years old, so as to capture recent trends and to discern the psychological consequences of FGM. Given the strong link between FGM and ethnicity, there is also a need to collect data along ethnic lines;
- ix. The authors are proposing that the District Council should encourage FGM to be carried in hospitals to protect the women/girls from the health risks posed by traditional circumcision, and to remove the practice from the community and therefore slowly to break the strong cultural link between FGM and other cultural practices.
- x. The District council should conduct a study to assess vulnerability, impacts and risks of climate change on women, children, youth and elderly.

The expected outcome from the implementation of the above recommendations is an inclusive growth and rural transformation that will empower villages and BD to respond to the opportunities generated by investment in proposed interventions and projects thus raising incomes, improving and diversifying livelihoods and sustainably transforming the BD rural economy.

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The Government of Tanzania in collaboration with UNDP and UNEP are implementing the Pro-poor Economic Growth and Environmentally Sustainable Development Programme - PEI programme. The programme aims at increasing the contribution of the environment and natural resources to national development goals, including poverty reduction, sustainable economic growth and the broader achievement of MDGs at both national and local levels.

This report explores the institutional, legal, budgetary bottlenecks on implementation of PEI initiatives, local best practices, and potential value adding projects in Bunda District, that may facilitate mainstreaming (and implementing) environmental sustainability, poverty reduction, gender and climate change issues into development plans and develop better architecture for financing the interventions.

This synthesis report bases on the 2 field survey and mapping studies conducted in Bunda District in 2014. The studies are;

1. *Assessment Study to Identify Institutional, Legal and Financial Bottlenecks on Poverty – Environment (P-E) Implementation at Different Levels of District, Ward and Village*
2. *Mapping Study of P-E Related Innovative Local Best Practices and Local Private Funding Opportunities*

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