

Pro-poor Economic Growth and Environmentally Sustainable Development Poverty and Environment Initiative (PEI)

**Assessment Study to Identify Institutional, Legal
and Financial Bottlenecks on Poverty – Environment
(P-E) Implementation at Different Levels of District,
Ward and Village in Bunda District**

Submitted by:



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LIST OF ABBREVIATIONS

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
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)
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

1.0 INTRODUCTION

1.1 Background

Tanzania with a population of 44.9 million people and with population growth rate of 2.9% (URT, 2012) is endowed with a significant variety of natural resources including land, rivers, lakes, ocean, forests, woodlands, wild animals, and wetlands. Tanzania with a population growth of about 3% has a population growth that is amongst the highest in the world (National Bureau of Statistics, 2012). Apart from these regenerative natural resources, Tanzania is rich in a variety of non-regenerative natural resources including minerals, gold, diamond, iron, coal, nickel, Tanzanite, uranium and the recently discovered huge offshore and on-shore deposits of natural gas. Also, the country continues to undertake exploration of oil. The richness in natural resources constitutes a major asset and opportunity, which is fundamental for growth and economic development, including poverty reduction. It is worth adding here that, most of the citizens depend on natural resources for income and livelihood.

Despite the rich endowment of natural resources, the country's failure to realize the full potential value of natural resources and environment to increase economic growth and the livelihoods of population has contributed to Tanzania standing as one of the world's poorest countries.(URT,2013; World Bank 2014). Among the regions with the highest levels of poverty are: Dodoma, Kagera, Kigoma, Lindi, Manyara, Mara, Mbeya, Mtwara, Mwanza, Rukwa, Shinyanga, Singida, and Tabora (NBS 2012) According to 2011/12 Household Budget Survey (HBS) the average income of households engaged in agriculture is lower than in most other sectors. The survey shows that 28.9% of the population is living below basic needs poverty line and that 9.7% are living below food poverty line.

Realising this, the Government of Tanzania has taken a number of policy reforms and programme initiatives to ensure the country's improved management of the environment and natural resources (ENR) sector. This includes UNDP/UNEP supported Pro-poor Economic Growth and environmentally sustainable development Programme. 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.

The Poverty-Environment Initiative (PEI) of the United Nations Development Programme (UNDP) and the United Nations Environment Programme (UNEP) are global programmes that supports country-led efforts to mainstream poverty-

environment and gender linkages into national development and sub-national development planning, from policymaking to budgeting, implementation and monitoring. PEI assists (both technical and financial) government decision-makers and a wide range of other stakeholders to manage the environment in a way that improves livelihoods and sustainable economic growth.

Tanzania has implemented the UNDP-UNEP supported PEI, since it was launched in 2003/4. Since then substantial progress has been made to mainstream poverty-environment in national development frameworks, in budgeting processes and in monitoring and evaluation. Despite these efforts the implementation of the interventions remains a major challenge, mainly because the budget resources and re-investment in relevant sectors have continued to be inadequate. In view of the above, six (6) Districts, i.e. Bunda, Ikungi, Ileje, Nyasa, Sengerema, Nyasa and Bukoba Rural have been chosen as a pilot part of this initiative to identify and document concrete development results that can be scaled-up in line with national and sectoral policies.

According to the NBS 2013 data, Bunda District lies in Mara region one of the poor regions on Tanzania, which has a per capita income of only TShs 1,649,850 and ranks 13 out of 21 regions (the national per capita income of Tanzania Mainland is 44,717,662. The overall objective of this study was to identify and understand institutional, legal, financial bottlenecks on implementation of Poverty-Environment initiatives at different levels of Bunda District Council, Wards and Villages, and make recommendations.

1.2 Rationale and Objectives of the Study

1.2.1 Objectives

The main objective of this study was to identify institutional, legal, financial bottlenecks on Poverty-Environment (including related CC and gender equality issues) implementation at different administrative levels of Bunda District, wards and villages.

The specific objectives are:

- (a) To assess institutional, organizational and legal capacities as well as coordination mechanisms to help implement P-E objectives that are mainstreamed into DDPs.
- (b) To assess main budgetary process bottlenecks and challenges that hinder translation of P-E related objectives into impacts at district level.

- (c) To improve district authorities capacities to review and coherently prepare DDPs that have mainstreamed P-E related objectives
- (d) To propose the interventions or recommendations (institutional, legal and budgetary) to remove bottlenecks and challenges consistently with the broader work being implemented at the national level and local level.

The expected outputs from this study are: i) institutional, organizational and legal capacities and coordination mechanisms that will facilitate implementation P-E objectives in the District identified; ii) main budgetary process bottlenecks and challenges that hinder translation of P-E related objectives into impacts at district level identified; and iii) recommendations for addressing institutional, legal and budgetary bottlenecks at District Council level proposed.

1.3 Structure of the Report

The report is structured as follows. Chapter two provides the Approach and Methodology. Chapter three provides the findings: Overview of the Social Economic Profile of Bunda District. Chapter four discusses the study findings including the institutional and legal context, budgeting bottlenecks and challenges, capacity issues (HR, skill requirements, and financial resources, assessment of the District Council planning tools, assessment of the compliance of Districts to the National frameworks for P-E and gender objectives, and the strategy for generating change. Chapter five presents coordination, strengths and gaps on implementation of P-E and gender objectives. Chapter six presents the conclusions and recommendations.

2.0 APPROACH AND METHODOLOGY

2.1 The Study Area

This survey was conducted in Bunda District Council (Mara Region) because of the high level of poverty, gender disparities, the trends of the environmental degradation and climate change impacts, as well as the opportunities to reduce poverty through sustainable management of domestic natural resources, Bunda was selected by the government to pilot this initiative as one of the six districts. In addition, to high levels of poverty, environment degradation and gender issues, the selection of Bunda District was also motivated by complimentary interventions and local actors' readiness to engage in PEI as well as a real need to fill the gaps in terms of strategic planning for development results

2.2 The Approach

A participatory approach was used to get the stakeholders on board for a successful inclusion of stakeholders' inputs that are considered fundamental in the final output. The study encompassed primarily qualitative and quantities research approach and was gender sensitive. The sample of the villages and interviews was based on the inclusion concept, and community development data supplied by Bunda District Council.

2.3 Type of Data and Data Sources

2.3.1 Types of Data

Information on Poverty-Environment, Gender Issues and Climate Change and how they are integrated to the planning, budgeting systems, overall DDPs and eventually in the implementation process are the key aspect of this study. Overall, all key variables/indicators related to planning, budgeting and overall DDP processes and how they link to P-E, CC and Gender components were captured during the field work. These include among others:

- (a) DPPs particularly planning and budgeting processes;
- (b) Information as to whether P-E, CC and gender issues are among the priority components in the preparation process;
- (c) The modalities to ensure that the P-E, CC and gender components are budgeted and implemented;

- (d) Available capacities e.g. human and financial resources for implementation of P-E, CC, and Gender components;
- (e) Existing challenges or bottlenecks (both Institutional, Legal and Financial) limiting the implementation of P-E, CC and Gender components; and
- (f) Proposed interventions or recommendations necessary to address the challenges or bottlenecks.

2.3.2 Data Sources

Data collected were both primary and secondary. The primary source entailed Focus Group Discussions (FGDs) and individual interviews, and the secondary source involved collection of relevant secondary materials including District's planning and budget documents, Annual Progress Reports, Quarterly Progress Reports and other studies which were conducted in the District. The FGDs conducted at the District level involved heads of departments and Ward and Village leaders. In addition, individual interviews were organized with other administrative and technical staff and other selected external stakeholders such as associations, farm groups, women groups, and other existing and potential entrepreneurs in the agricultural, livestock, and fisheries sectors.

Thus, stakeholders or respondents who were involved at the different levels included the following; the District Executive Director (DED), District Planning Officers (DPOs), District Agricultural, Irrigation and Cooperatives Officer (DAICO), District Livestock and Fisheries Officers (DLFOs), District Land and Natural Resources Officer (DLNRO), District Environmental and Sanitation Officers (DESO). Others were the District Community Development Officer (DCDO), District Human Resources Officer (DHRO), District Legal Officer (DLO), District Reforms Officer (DRO), District Administrative Secretary (DAS), Councillors, Ward Executive Officers (WEOs), Village Executive Officers (VEOs) and Villages Chairmen.

For individual interviews the following were consulted individually: District Planning Officers (DPOs), District Agricultural, Irrigation and Cooperatives Officer (DAICO), District Livestock and Fisheries Officers (DLFOs), District Land and Natural Resources Officer (DLNRO), District Environmental and Sanitation Officers (DESO), District Community Development Officer (DCDO), District Human Resources Officer (DHRO), and District Legal Officer (DLO).

2.4 Sampling, Sample Size and Data Collection Techniques

2.4.1 Sampling, Sample Size and Data Collection

Respondents were sampled purposively, informed by the study objectives. Hence at District headquarters, Heads of Departments were approached; at Ward level, Ward Executive Officers (WEOs), associations and groups were interviewed, and at Village level Village Executive Officers (VEO) and Chairpersons were interviewed. The information about the groups and associations were obtained from the respective departments/subject matter specialists at the district headquarters.

2.4.2 Data Processing and Analysis

Statistical Package for Social Sciences (SPSS) and Micro Soft Excel (MS-Excel) computer software were employed for data analysis. Immediately after the field survey, data were analyzed and synthesised. The data analysis entailed calculations of various statistical values such as frequencies, mean or averages, median, cross tabulation and were used for comparative and trend analysis. Qualitative data gathered from respondents was carefully transcribed. These transcriptions were reviewed to interpret and get the key messages.

3.0 STUDY FINDINGS

3.1 Overview of the Social and Economic Profile of Bunda District

This section gives information about the geographical location, land area, administrative units, climate, natural resources, main economic activities, poverty and gender issues, and institutional framework of Bunda District (BD). Moreover, information about ethnic groups, population distribution, size and other demographic characteristics is also given.

3.1.1 Location and Topography

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.

3.1.2 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 Dunda District Council.

Table 1: Divisions and Wards in Bunda Rural District

Divisions			
Serengeti	Chamriho	Nansimo	Kenkombyo
Balili	Huyari	Chitengule	Butimba
Bunda	Mgeta	Nampindi	Iramba
Bunda Stroe	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

3.1.3 Population Distribution

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.

3.1.4 Homestead Conditions

The number of households with quality houses has increased in Bunda district in recent years although the majority of the population have houses built from grass and mud. According to the Bunda District Council data, in 2011, Serengeti division had 1,675 households with quality houses, Chamriho had 1,443, Nansimo had 685, and Kenkombyo with 958. And in 2013, Serengeti division had 2,965 households with quality houses, Chamriho had 1,808, Nansimo had 1,159, and Kenkombyo is 1,283. The majority of households reported to have two meals per day.

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

Table 4: Construction of Quality Houses

Number of household with quality houses				
Division	2011	2012	2013	Percentage increase
Serengeti	1675	2678	2965	17.6
Chamriho	1443	1555	1808	5.0
Nansimo	685	993	1159	6.5
Kenkombyo	958	1132	1283	4.4

Source: Bunda District Council, 2013

3.1.5 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. 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, fire wood, charcoal burning and 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-G 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 tributaries 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 facilities such as sail/paddle; beach seine; Dagaa 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 technologies, 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 and 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.

It was found during the survey that despite its potential significance in 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.

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 Tshs. 4.6 million. On the other hand, the district collected Tshs. 700,500 as revenue from local hunting (Bunda District Council, 2014).

3.1.6 The Productive Sectors in Bunda District

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

² Nzuki M., 2014.

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 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.

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.

3.1.7 Energy Sources

The majority of households in Bunda District are highly dependent on the use of biomass (firewood and charcoal) for their daily energy needs and the building of bricks for construction of houses and other infrastructures. This dependence is despite the fact that Bunda District is to a large extent connected to the national electricity grid. At Kasuguti village, for example, it is estimated that 95% of the population rely on biomass. There is very limited use of solar energy which is mainly confined to Bunda town and other major centres in the district. With the exception of Vilian Cotton Ginery at Bunda township that makes use of biogas, this energy resource is mainly absent in Bunda despite the huge numbers of livestock being kept in the district.

3.1.8 Transport and Communication

Bunda District has road network of 181.9km feeder road, and 171.5 km regional roads, whereby Serengeti has trunk road of 25.1km in length, regional roads 49.5km, feeder road 58.7 km, and urban road 53.4km; Chamriho has no trunk road, regional road 86km, and district road 52km (see table 5). However, only Serengeti district is connected to 53.4km road lengths in urban. It is crucial to maintain the rural road

network, sustain its quality to contribute to production development in major economic sectors, to ensure the living condition for the majority of rural population.

Table 5: Length of Road Network by Division in Bunda District

Division	Type of road in km					
	Trunk	Regional	District	Feeder	Urban	Total
Serengeti	25.1	49.5	-	58.7	53.4	186.7
Chamriho	0.00	86	32.1	52	-	170.1
Nansimo	0.00	28	28.4	33.8	-	90.2
Kenkombyo	0.00	18	28.4	38.1	-	84.5
Total	25.1	181.5	88.9	182.6	53.4	531.5

Source: Bunda District Council, 2014

Bunda District is well served by most of the major telecommunication networks in the country. Airtel, Vodacom, Tigo and Zantel are providers that have access to Bunda District. It is estimated that 75% of people have mobile phones and are used mainly for communication basis but also business facilitation. Other ICT initiatives in the district include ICT for Rural Development (ICT4RD). ICT4RD is a research and development project that has created a communication infrastructure (connectivity) between Bunda District and Serengeti District. Currently, ICT4RD has connected health (Manyamanyama and DDH), education (Bunda Day Secondary School) and local government offices, providing them with computers and internet connectivity. The plan is now to provide the whole district with internet connectivity.

Poverty in Bunda district is mainly attributed to the lack of awareness/education on the proper use of technologies for farming. Many farms are still being cultivated poorly.

3.2 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, banana xanthomonas wilt, panama, elihuka, coffee wilt, 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.

3.3 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.

3.4 Institutional and Legal Framework

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. Also, most of the funding still comes from the Central Government.

Revenue

Large proposition of Bunda District Council funds comes from the Central government allocations (through TAMISEMI - PORALG), which amount for more than 90 % of the Council approved budget. The Council also raises revenue locally. The main sources of local income come from Fees including taxi registration, bus stands, forestry products, valuation, scaffolding, inoculation and ambulance; Licences including road, liquor; Property taxes and rents; Charges including for refuse collection, cess, hire of vehicles, markets; Fines; and others including sale of

assets and recovery of public fund. Generally speaking, the own revenue base is very narrow and is getting weaker as some of the revenue is shifted to the Central Government through Tanzania Revenue Authority. In addition, the recent requirement by the Parliamentary Committee that 60% of the internal revenue should be directed to development projects is constraining the effective implementation of other domestic operations and service delivery functions.

4.0 DISCUSSION OF THE STUDY FINDINGS

This section presents an analysis of the main findings of the study. 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.

The sections below present and discuss key findings on the institutional, legal, budgetary, and institutional processes and mechanisms for coordination of issues related to P-E-G initiatives in Bunda District.

4.1 Institutional, Organizational, and Legal Capacities Context

The Council governance system is holistic, i.e. multi-sectoral, government units with a legal status (body corporate) operating on the basis of discretionary, but general powers under the legal framework constituted by the national legislation, Local Government Authority Act of 1982. The District local government has the responsibility for social development and public provision within its jurisdiction, facilitation of maintenance of law and order and issues of national importance such as education, health, water, roads, agriculture, livestock, and fisheries. Bunda District local government has a constituted unitary governance system based on elected councils and committees and a professional administration. The interviewees rate the governance system in Bunda District to be satisfactory, but added that to harness the performance of the delivery of services there are some issues that need to be addressed at national and district levels and among development stakeholders.

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

4.1.1 The Institutional and Legal Issues that Hinder or Enable Implementation of PE Objectives

The Bunda District (BD) local authorities have responsibility for the provision of public services and other development services of national importance such as education, health, water, roads, agriculture, livestock, environmental management, fisheries and infrastructure services and are the legal owners of these assets. However, water and national truck roads services are not under the responsibility of the district. The Ministry of Water owns and operates water intakes, treatment and distribution facilities. TANROADS develops and maintains the national road system. The supply and distribution of electricity in Tanzania is the responsibility of the Tanzania Electric Supply Company (TANESCO). Other civil works have been financed and directly implemented by central government, though the ownership of the resulting assets remains local. Local responsibilities include: local planning, development control, provision of local roads, drainage and solid waste management, and environmental health functions.

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.

4.1.2 Legal Issues

All local government authorities were established under the LGA Act of 1982. LGAs exist for the purpose of consolidating and giving more power to people to competently participate in the planning and implementation of development programmes within their respective areas and national level. In developed nations, local governments usually have some of the kind of powers as national government do. For example, they have powers to raise revenue, though some revenue sources may be limited by central legislation (Litvack, J. et. al, 1999).

Article 146 (2) (a) – (c) give LGAs 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.

In fulfilling the basic function of economic and social welfare of the people it is crucial to have in place laws that protect e.g. the environment. As elaborated in the institutional framework and its structure, LGA is positioned as an implementer of policy and directives from the central government through the respective departments. This includes *inter alia* legal issues and environmental laws in particular.

The existing legal framework allows for two levels; the national law (Parliamentary Act –*sheria mama*) and the by-laws. The by-Laws are set at the districts and the village levels. The important thing to note here is that, the districts level by-laws are supposed to be consistent with the National Laws under the Parliamentary Act and the Village By-laws are supposed to be consistent with the district council by-laws and are approved by the Councillors' through the Full Council Meeting.

According to the respondents, the following are the legal challenges facing the LGAs in implementing Environment and Poverty initiatives. For District Council By-laws to work it needs an approval from the Ministry (TAMISEMI - PMO-RALG). Experience shows that it takes long for the by-laws to be approved, sometimes more than a year. People at the local level (village) do not have capacity (skills in particular) to prepare their own by-laws. Another major challenge comes to the implementation of these by-laws both at districts' and village level. This part require among other things commitments and financial resources which are lacking to a large extent. For a successful implementation of environmental by-laws, commitment of leaders at different levels is very crucial. Financial resources to facilitate its implementation such as; transports, daily subsistence allowances (DSAs) and other incidental allowances for environment officers' visits are very important. Four years Environment Budget Data has shown that substantial gap exists between approved and disbursed funds. Lastly, environment law call for EIA only for category A and B projects. Experience, however, has shown that, there are several projects/activates which do not qualify for these categories which are environmental unfriendly; for instance quarrying.

4.1.3 Coordination Mechanisms in Implementing P-E and Gender Objectives

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-G 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.

4.2 Budgetary Process Bottlenecks and Challenges Hindering P-E Translation and Gender Related Objectives

4.2.1 Budget Mobilization, Allocation, Flows, and Utilization

The Budget preparation process uses the guidelines from the Central Government through the Ministry of Finance and follow the normal agreed national budget cycle (Bunda District Council, 2014). As per budget guidelines, the budget processes are suppose to start from the lower level through the O and OD principles (Opportunities and Obstacles to Development). This approach requires all the processes to start from the grass roots (hamlet or street). It starts from Kitongoji/street, through the Village, Ward, District Council, to the Region Council and finally to the national level. The exercise of identifying) priority development projects starts at hamlet (Kitongoji) level which consists a number of households. The agreed priority projects are then submitted to the village level to form village priority projects for that period. The general village meeting (*mkutano mkuu wa kijiji*) 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 (*majumuisho*) 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 Bunda District Council and then departmental plans are harmonized to form district plans. The latter are then discussed in the Workers' Council (*Baraza la Wafanyakazi*) to see whether all matter pertaining to workers' affairs are adequately

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

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

addressed. Then the Stakeholders⁵ meeting is called upon by the district 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, which is the highest Governance organ at the district level for the approving plans and the budget. 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 come very late from the Ministry of Finance, which makes repackaging of the budget extremely difficult.

4.2.2 Budgetary Bottlenecks and Associated Challenges

Though the budgeting and planning processes are standard as shown in the guidelines, the most challenging part is its implementation, M & E and reporting. The following are the challenges aired out at the focus group discussions involving the heads of departments and sections in the District Council;

- a. Inadequate internal revenue sources⁶. Bunda District borders Serengeti National Park with a wide Wildlife Management Area (WMA). WMA contribute to district internal/own source of revenue. Revenue from hunting blocks is collected by the Ministry of Natural Resources and Tourism (MNRT) and 25% of the revenues from the WMA are supposed to be remitted to the district council. The respondents reported the problem is that there is low level of transparency by the ministry in how much was collected. The data are rarely shared with the BDC, which makes it difficult for council to estimate the revenue it is supposed to collect or the funds it is supposed to earmark for sustaining and protecting the wildlife and its ecosystem. This gives the ministry the discretion to remit any amount they wish. The amount remitted respectively from the ministry (MNRT) for the financial years 2011/12, 2012/13 and 2013/14 were Tshs 30 million, TShs 27 million, and TShs 4 million, respectively.

⁵ This includes non state actors

⁶ The main sources include fishing (ada za mialo), crops , business, Game reserve and WMA

- b. Miss-match between the Budget approved by Full Council and Regional level versus the Ceiling received from the Central Government, which is normally at the lower end. In order to accommodate the ceiling a number of identified priorities have to be dropped. To a large extent this has raised questions at lower levels on the relevance of the processes since only few (if not any) of their priorities are normally considered; but even those considered not all are fully implemented. All these demoralize the people at the grassroots especially when they have laboured to make their contributions (mostly in terms of materials and own labour)
- c. There are gaps between budget allocation and the amount of funds released by the Central Government (Bunda District Council, 2014).

4.2.3 Gender Responsiveness

Development plans and budget documents have explicitly integrated gender related issues. Gender has been considered as cross cutting issues and it is mandatory for it to be mainstreamed in national, sector and lower levels (such as district) development plans. This has also been acknowledged during the interview with various stakeholder at district, ward and village level in Bunda District. As earlier noted, the main challenge on the implementation of gender related projects is mainly due to insufficient funding and human resources constraints, especially in the areas of advocacy, supporting abandoned women and children, and provision of other social and legal services (Bunda District Council, 2014)

4.2.4 Capacity Issues (HR, Skill Requirements, Financial Resources

For a successful implementation of P-E, gender, and climate change initiatives there is a need to have in place the necessary capacity to to review, prepare DDPs and mainstream P-E-G issues in the DDPs.. This includes human resources (HR), skills, information, and financial resources. The biggest challenge is that most departments do not have adequate human resources. For instances, some of the departments that are supposed to have workers at all levels from districts, ward and village, have serious human resources gaps. The major HR gaps are in the following areas: Agriculture, Irrigation and Cooperatives; Livestock and Fisheries; Land and Natural Resources; Environment management and Sanitation; and Community Development. The problem is exacerbated further by the fact that recruitment and placement is conducted by the Public Service Recruitment Secretariat (PSRS) but HR management is done by the District Council. For instances, some of the departments are supposed to have staff at all levels from districts, ward to the village level. This includes among others administration, agriculture, forestry, and

environment officers. In some areas a village and ward extension officers or village and ward executive officer is either acting or serves more than one village or ward.

The areas with substantial deficiencies, as reported during discussions with BDC's Heads of Departments are: Veterinary Doctors, Livestock Field Officers, Agriculture Field Officers, Community Development Assistants, Welfare Officers, Fisheries Officers, and Environment Officers. These occupations are the ones that are supposed to play a key role in the pro-poor growth interventions. The respondents noted that these high vacancy rates and other HR inadequacies are causing underperformance and inefficiencies in the planning and implementation of P-E-G interventions.

4.3 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.

4.4 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.

In addition, the planning tools such as PLANREP (a planning and budgeting reporting tool that is used in the Council), the LGMD (Local Government Monitoring Data Base), and the SBAS (regional and Ministry level planning tools) enable the planning and implementation processes of P-E-G interventions to be aligned to national frameworks, such a MKUKUTA.

4.5 The Main Bottlenecks in Implementing P-E Objectives

The major bottlenecks for the implementation of P-E-G 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.

4.5.1 Institutional, Legal, Human Resources and Budgetary Bottlenecks

Institutional, administrative, and organizations issues

- (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 and One Committee in the BDC-with inadequate expertise among Councillors- overseeing several sectors (e.g. Committee on Economic, Infrastructure, and Environment, or the Committee on Education, Health, and Water). The respondents recommended that the composition of the Committees should look like that of Parliamentary Committees;
- (iii) Lack of working tools and facilities affecting good governance and sometimes compromising accountability in service delivery, e.g. in some remote area the office of the Village Executive Officer is in his/her home.

Budgetary Issues

- (i) Poor resource/asset base and lack of discretionary funds and poor revenue collection capacity.
- (ii) 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;
- (iii) Inadequate monitoring and evaluation system;
- (iv) Challenges in the budget cycle processes including the constraining budget ceiling that is sometimes sent late and sometimes 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) Possibility of district planning process at certain levels to be distorted by for political reasons/differences;
- (vii) Difficulty in management of high expectation of the communities for immediate tangible benefit from projects and the resulting frustrations when the priorities and projects they propose in the annual budget cycle process are not implemented either because of being dropped because of the Budget Ceiling or due to lack of resources; and
- (viii) Inadequate financial and commercial services at Ward or Village level, including banking, financial intermediation, insurance, information, and trade facilitation;

Human Resources Issues

- (i) Insufficient knowledge, skills and inadequate coping mechanisms by the Councillors and some technical staff in Bunda District 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;

- (ii) Limited human capacity to effectively execute identified investment projects and mobilization of resources for implementation of the investment opportunities;
- (iii) Lack of qualified professional staff in some subject areas, such as Livestock, Crop Production, Fisheries, Environmental Management, Natural Resources Management, Research and Statistics Management, Risk Management, and Monitoring and Evaluation.
- (iv) A good number of staff will be retiring in five to ten years;
- (v) Inadequate pay package and work incentives for District Council lower level staff;
- (vi) Insufficient skills to formulate and implement by-laws at Division, Ward and Village and Hamlet levels;

Legal Issues

- (i) Some sectoral laws conflicting with by-laws;
- (ii) Illegal fishing practices degrading the river and Lake Victoria ecosystem;
- (iii) Illegal harvesting of forest products and difficulties in oversight;

Coordination

Too many directives, and guidelines from several centers of power to the BDC (e.g. from TAMISEMI, Sectoral Ministries, Regional Authorities, Government Agencies, Parastatals, etc).

4.5.2 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, 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.

4.5.3 Crop Sector Issues

Low budget allocation relative to the importance of the agricultural, environmental and natural resources sectors to District's economy, and unbalanced donor support;

- (i) 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;
- (ii) Inadequate access to farm implements due to high investments or high hire costs with increasing fuel prices;
- (iii) 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;
- (iv) Proliferation of crop pests and diseases, e.g. cassava mosaic;
- (v) 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;
- (vi) 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.
- (vii) 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;
- (viii) 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
- (ix) Lack of irrigation facilities, in spite of having a lot of Lake Victoria water.

4.5.4 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); and
- (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.

4.5.5 Gender

- (i) Challenges of gender based violence

5.0 COORDINATION IN THE IMPLEMENTATION OF P-E AND GENDER OBJECTIVES

5.1 Introduction

Implementation of P-E, climate change, and gender mainstreaming interventions and environmental management are multi-sectoral and cross-sectoral issues that require a holistic approach and multi-level coordination and operation. The task of overall coordination and policy articulation of P-E interventions management in the country and provision of the central support functions to the Ministry Responsible for Local Governance is conferred to the Ministry of Regional Administration and Local Government (PMO RALG). The role of the Ministry is to coordinate and supervise regional development management and administration. Thus, the ministry coordinates rural and urban development management policy and strategies; coordinates Regional Secretariats activities and builds their capacity in institutional development strategies for integrated socioeconomic development and financial development of Local Government Authorities. The Ministry also coordinates and supervises development planning and sectoral interventions on non-state and donor supported programmes at district and other local levels; issues ministerial guidelines to Regional Secretariats and Local Government Authorities; and strengthen the channel of communication and information flow between the national and sub-national levels. The direct operational role on management of P-E issues and specific natural resources or environmental services, such as agriculture, fisheries, forestry, wildlife, mining, water, and waste management is conferred to sector Ministries and Local Government Authorities.

The coordination arrangements in the implementation of P-E and gender objectives are as follows. The principal national level responsibility of governance of local government authorities falls under the (PMO-RALG), which, through the Prime Minister's Office, handles policy guidance and liaison with sectoral Ministries. At the region, accountability lies with the Regional Administrative Secretary (RAS), who is backed up in practice by: the Project Steering Committee (PSC); and the Project Facilitation and Monitoring Unit (PFMU). In fact, the latter exercises the major tasks of guidance, arrangement of technical support to participating districts and downstream agencies; and dialogue with the private sector and non-state actors.

At district level, Councils and Administrations are prime movers in planning and implementation of activities, backed up by the small District Project Facilitation Units (DPFUs). Key players are the District Executive Director (DED), the Chairperson of the District Council and the District Administrative Secretary (DAS). The Ward is the link between villages and districts, particularly for planning, and is involved in P-E

project operations. The lower next downstream levels are the Village and hamlet/streets (*Kitongoji*) levels. The key players in implementation of P-E interventions at Village level are the Village Executive Officer and the Village Chairperson. The hamlet is led by a Chairperson and a Secretary. There is a wide range of competence and understanding among district staff and within Ward Executive Offices and Development Committees and in Village Assemblies and Governments. Village Finance, Economic Affairs and Planning Committees are, in theory, the source of Project proposals, but have considerable problems of capacity and capability to develop fundable projects. The authors are of the view that they need more support from the District Council technical matter specialists or training.

5.2 Challenges

The P-E and gender policy and plans implementation as well as legislation enforcement of environmental management in the existing institutional structure, are faced with several challenges. The interviewees reported that there is still existing low capacity (human resources and infrastructure) and inadequate financial resources in implementation, monitoring and evaluation of the P-E, climate change, and gender issues at all levels including ministerial, regional and local government up to village levels. In spite of Central Government efforts to improve the situation, capacity in some areas such as community development, livestock, fisheries, agriculture, business development, data and statistics management, ICT, land and natural resources, and environmental and sanitation management at local government level is still remarkably low. Therefore, there is a need to strengthen capacity at local government levels, as these are more responsible for the implementation and oversight of P-E, climate change, and gender issues at the grass-roots level.

Among the key challenge in coordination of implementation of P-E, climate change and gender interventions include:

- a) The system of two or several ministries overlapping at the district and community levels is complex, and in some cases leads to local conflicts regarding overlapping mandates and responsibilities (e.g. the management of natural resources is under the Ministry of Natural Resources and Tourism and the PMO RALG). The same applies to agricultural development, environment management, and climate change, which are also cross sectoral issues;
- b) The differences in the arrangements in the institutional structure at national and district levels; although the differences are small but have impact on the flow of information, resources, orders, and level of coordination and cooperation. For instance, at national level there are the following sectoral

Ministries: Agriculture, Food Security and Cooperatives (MAFC), Natural Resources and Tourism (MNRT), Communication Science and Technology (MCST); and Lands, Housing and Human Settlement Development (MLHSD). The corresponding Departments/Sections at District level are: Agriculture, Irrigation and Cooperatives; Lands and Natural Resources; and Information and Communication Technology. Note for example, at national level emphasis is placed on the use of science and technology and innovation in enhancing economic growth and sustaining it through upgrading human development elements, through education and training (LTPP (URT 2011), post-2015 National Priorities (URT 2013), MKUKUTA II, 2010) . In addition, it is envisaged that the human capital factor will organize the rest of the factors to create a skilled and competitive labor force, and enhance innovation, productivity, and competitiveness; but there is no science, technology and innovation department in the District Council's structure! Furthermore, it is being said by agricultural stakeholders' that the inefficiencies and inadequacies in the extension service are constraining the growth of the agricultural sector (Bamwenda, 2012). But the Ministry of Agriculture, Food Security and Cooperatives, or the Ministry of Livestock and Fisheries have different lines of command with the district council and have no direct influence on the extension officers since their line of reporting is to the District authorities and PMO RALG.

- c) The line of command are leading to the parallel flow of guidelines, procedures, orders, and resource allocation sometimes from several Government Departments, Agencies, Parastatals, and Non-State Actors. For example, Faith Based Organizations (FBOs) and NGOs working in the same District and implementing similar activities. This has led to duplication of efforts, struggles for attribution of results, and difficulties in replication, upscaling, and sustainability after project completion
- d) This is aggravated by un-harmonized M&E systems.
- e) There is a need to improve coordination of awareness creation to communities on the policy and legislation related to P-E, climate change, and gender issues. Much more efforts are needed to harmonize what is to be delivered by state and non-state actors since inadequate awareness on the policy and legal frameworks among the general public contributes to the enforcement challenges. For instance, when stakeholders receive different information from mismatched channels or certified and non-certified communication vehicles and advocacy entities on environmental and natural resources and related sectoral policy and legislation, the citizens get confused

and this leads to less involvement/passivity of the community on protecting the environment and natural resources assets

- f) Difficulties in compliance to sectoral guidelines and regulations and local by-laws at the same time. The difficulty arises sometimes when certain sections in these legislation/regulations are conflicting.
- g) The interviewees also reported that vested interests among participants in a given area may sometimes affect the coordination and pace of P-E program implementation;
- h) The lack of clear strategy for improving ties, coordination/cooperation and linkages with private sector (agricultural, natural resources, industrial, trade/marketing, and financial sectors).
- i) Insufficient ability of national and local authorities to resolve these coordination issues due to resource constraints or due to other administrative related workloads of reviewing, harmonizing, changing the structures
- j) The interviewees also reported that the complexities of coordination are sometimes affecting the pace of implementation of P-E-G interventions. For instance, the matters of infrastructure for the agriculture sector fall under more than four sector ministries (agriculture, livestock, fisheries, natural resources, physical and soft infrastructure, transport, trade and marketing and law). Therefore, a strong leadership, unabated commitment of the Government and Stakeholders, and timely and optimally funded coordination and execution are vital for implementation of infrastructure investments.

In summary, the dwindling financial resources base of the District for operations and the inability to carry out drastic transformations is sometimes affecting the coordination of implementation of certain P-E, climate change, and gender mainstreaming interventions and environmental management, at times resulting into inefficiencies and inadequacies; this results in certain issues and/or activities to remain not done for sometime.

It would have definitely been useful to improve coordination among key stakeholders by consolidating coordination efforts and having a committee (e.g. The District P-E-G Interventions Committee) at District level to oversee the funding, execution, monitoring and evaluation, and reporting processes on P-E-G, climate change, and gender mainstreaming issues conducted by public and private entities, CBOs, NGOs, etc, rather than having several entities doing the same or their own things according to their own interests. In addition, there is a need to pursue ways of

ensuring greater coordination and synergies among all parties engaged in the P-E-G, , and climate change mitigation and adaptation portfolio, including synergies for M&E of the portfolio, e.g. through regular meetings in order to have a more active role in portfolio oversight through (at least) semi-annual meetings at which key M&E progress reports are presented by the participants and discussed by the Committee. Regular communications among Government departments, Agencies, and other Non State Actors should be amongst the items explored by the Committee to keep partners abreast of activities in the portfolio. Sharing of results and lessons through regular communication is also needed to allow participating parties to be up to date for future portfolio planning.

6.0 CONCLUSIONS AND RECOMMENDATIONS

6.1 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-G 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-G initiatives comply with National Frameworks for P-E-G 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.

Districts level by-laws were found to be consistent with the National Laws and were found to enable the implementation of P-E-G 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-G 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-G initiatives. As per budget guidelines, the budget processes are initiated from the grassroots hamlet (Kitongoji) level through the O and OD (Opportunities and Obstacles to Development) to the Ward, District, Regional and National Levels. The major challenges reported by various stakeholders in the Bunda District include; i) inadequate internal revenue sources which account for less than 10% of the total budget; ii) the internal revenue sources were previously used to cover for internal expenditures (which were mostly recurrent). But recently the BD Council was instructed by the Parliamentary Committee that from the current budget (2014/15) 60% of the internal revenue should cover for development projects; the challenge here is how to fill the left gap as far as internal expenditure is concerned; iii) there is high miss-match between the approved budget by the Full Council and Regional level vis-a-vis the Ceiling received from the central government. To accommodate the ceiling a number of identified priorities have to be dropped. To a large extent this has raised questions at lower levels on the relevance of the processes since only few (not any) of their priorities has been considered and this is demoralizing the stakeholders, who were committed and had high expectations; iv) the gaps between budget allocation and the amount of funds released exists overtime. For instance, of the budget allocated for development activities only 70% and 45% released for the financial year 2012/13 and 2013/14 respectively.

6.2 Recommendations

This section sheds some light on possible solutions and provides for effectively addressing institutional, legal and budgetary challenges. Additional recommendations on agriculture, environment, climate change, and gender issues are also provided.

As mentioned earlier, the institutional, legal, coordination and budgetary issues, challenges raised by interviewees were similar in all six districts because they are governed by the same national policies, legislation, plans, and guidelines. As result, some of the related solutions and remedial measures recommended are similar across the studied six districts.

6.2.1 Recommendation on Institutional, Legal and Budgetary Issues

Institutional

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.

Key actions

General actions⁷

- i. 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. Currently the recruitment is done through the Public Service Recruitment Secretariat (PSRS) in Dar es Salaam. In addition, the District Council should liaise and request the President's Office Public Service Management PO-PSM and PSRS to issue permit to recruit key technical cadres.

Specific actions⁸

- ii. The District Council should formulate a long-term vision and develop a strategic plan that will give direction and drive P-E interventions, and social economic development and growth in the District. This includes identification of District's current status and needs, forward thinking on the District's future and how it should head there, and devising strategies and activities for addressing challenges, priorities, barriers, risks, and resources requirements for disseminating, budgeting and mainstreaming realistic activities in the

⁷ Interventions that need change of national constitution, policy, legislation or the commitment of the Central Government or other national/regional entities

⁸ Specific Interventions that can be implemented within District Council's jurisdiction and means.

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action plan/ MTEF, implementing, and monitoring and evaluating progress of the strategic plan.

- iii. Enhance the capacity among the Bunda, Ikungi, Ileje, Nyasa, Sengerema, Nyasa and Bukoba Rural District Councils to keep talking among themselves, and PEI stakeholders to communicate, network and exchange ideas. This can be done, for example, by establishing an accessible ICT-based platform that would enable the above six District Councils to generate, share, and exchange data, information (in Kiswahili), knowledge, innovative ideas, and valuable approaches arising from Poverty-Environment initiatives. Such an initiative would enable the formation of long-lasting linkages and alliances at community, individual and government-private/entrepreneurial sector levels. In addition, robust linkage mechanisms may: drive innovations; enhance collaborative design and implementation of projects; and enhance resources and know how transfer and uptake of technologies and best practices for productive processes. Subsequently, this may increase inter-district human, commercial and trade relations, and contribute to social economic change at household, community, and District levels. This intervention is proposed because in this study it was found that there was limited communication and linkages not only between Districts but even between wards, even within a radius of three hundred kilometers.
- iv. The District Council should increase efforts in engaging the Diaspora so that it can invest in enhancements that can contribute to P-E initiatives and ensure sustainability after the end of the PEI project. The District council management team and the business community should document, compile, and distribute the District's potentials, opportunities, social economic profile, and investment profile. In addition, the District council should encourage the Diaspora to invest in long-term, high impact activities such as capital/financing, natural resources-based enterprise development and growth (e.g. quality edible oils and related products, oleochemicals, biodiesel production and blending, post harvest management facilities), secondary value addition (e.g. milling, processing, packaging, by-products and waste streams/residues recycling and re-use), human settlements development, manufacturing, social services (e.g. to education, health and water infrastructure), and physical infrastructural facilities (sanitation facilities, roads, railways, energy, air and water transport). Other potential investment areas in the District include: i) business advisory services and tertiary training; ii) development of value and supply chains; and iii) delivery/deployment of customized technologies, machines, equipment, and other labour-saving implements (e.g. efficient biomass conversion, development of forest products based industries, apiary and inland aquaculture industries, alternative power

generation, water extraction and distributions for household use and for irrigation in precision agriculture, etc).

- v. The District Council should develop beneficial strategic alliances with national, regional, and international institutions and organizations dealing with capacity and capabilities building, development, and research. This would facilitate a fast responsiveness to emerging problems, reduce lead times from design to project completion, and provide of continuous support after the P-E projects end (e.g. monitoring and evaluation, analysis of overall performance of P-E interventions at Ward and Village levels, review of outcomes to impact assessment and readjustment, provision of technical services for knowhow and technologies adaption, adoption, and intellectual property management, etc).
- vi. 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 and for catalyzing change the status quo; play the leading advocacy role for business development of respective industries; drive debate and policy change in favor of sustainable enterprise (from small to large enterprises) and development solutions; foster competitiveness of the District's productive processes and sectors and value and supply chains; and leverage strong relationships and collaborative arrangements with stakeholders, including the District Council, Central Government, and regional and international institutions and organizations.
- vii. 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 on: i) forward-thinking, good governance and effective accountability; ii) economic assessment, financial analysis, design, planning, strategic investment, and execution of projects, specifically physical and technical infrastructure and energy projects such as mini grids, wind and solar power development and utilization; iii) access, acquisition and use of proprietary technologies for education, health, agriculture, livestock, fisheries, natural resources (e.g. investment in tourism, reforestation and plantations for timber and charcoal production), and manufacturing sectors' development; iii) mobilization, allocation, and modern management of financial resources; iv) translation of national and international policies, strategies and initiatives into District realities; v) legal advice and negotiations, and vi) development of value and supply chains for products and services generated in the District.

- viii. The District Council should train technical staff on results-based management and budgeting systems for better planning and implementation of PEG interventions and public governance performance to enable establishment of results-based management and results-based budgeting systems;
- ix. The DED in collaboration with NGOs should recruit a trainer or a consultant to help them to develop a sustainable financing strategy and expose the District authorities to other funding mechanisms such as from local banks for PEG-CC investments by business enterprises, or private sector-LGA/community partnership (such as TIB, Twiga Bank, NMB, CRDB, Agricultural Bank, etc.); community and private sector development framework programs; multilateral bodies and bilateral donors; and private foundations and philanthropic organizations. A typical example is that the LGAs or communities could use resources from the Clean Development Mechanism (CDM) for implementation of Environmental and Climate Change interventions in the afforestation area or for rural electrification projects using solar panels, biogas for lighting, or for the installation of more energy efficient household and institutional stoves, or for installing eco-efficient industrial boilers/heating entities in processing SMEs. The CDM allows a community/country to implement an emission-reduction projects that earn saleable certified emission reduction (CER) credits, each equivalent to one ton of carbon dioxide, which can be counted towards meeting Kyoto targets.
- x. To increase the level of governance and accountability and improve the understanding between policy makers and implementers, the District Council in collaboration with NGOs should train the policy makers and technical staff on good governance and Open Government Initiative and their application in implementing PEG-CC. The District Council should play a leading role in soliciting financial and material resources to implement this proposal.
- xi. The District Council should design, install, and effectively use an Information Management System (IMS) and facilitate its use by other stakeholders to facilitate the linkage, access, and smooth flow of information between PEG-CC actors. The IMS may also improve the information absorption capacity; facilitate the documentation, storage and sharing of knowhow; and aid learning from others and past experiences from local and international sources. Furthermore, the IMS may assist planning, implementation, monitoring, and assessment of the PEG-CC, education, and health agenda.
- xii. The District Council in collaboration with the Prime Minister's Office – Regional Administration and Local Government (PMO-RALG), Tanzania Investment Center, Export Processing Zones Authority (EPZA), Ministry of Industries Trade and Marketing, and agriculture lead ministries to develop and promote a District investment profile and allocate land for the development of crop and livestock products value chains, and establishment of an industrial park and human settlements. In addition, the District Council should strategize

on how to provide basic infrastructure such as, water, electricity, ICT, sewerage facilities, roads, and waste management recycling and disposal facilities.

- xiii. Promote Public-Private Partnership (PPP) for covering immediate and medium term gaps in the district budget, while waiting the flow of funds from the Central Government. This can be achieved through establishing joint investments (e.g. in medium to large scale agriculture, livestock, and forestry projects, value adding/processing industries, human settlements, and physical infrastructure projects. Another way is to organize frequent PPP and investment promotion forums at different levels – District, Ward, Divisional and Village levels or to visit and make the case among regional and prospective international investors.

Legal issues

The PMO-RALG and the Attorney General should undertake a coordinated review of the LGA related legislation and regulations to facilitate and create an enabling environment for an integrated, collaborative multi-sectoral PEG-CC interventions and multi-stakeholder investments that will self-start additional development initiatives at District level and catalyze the required transformation using resources currently available to them.

Key actions

General actions

- i. Form a task force (with members from various stakeholders) with terms of reference to identify gaps in the current legislation, and regulations of Local Government acts and Regional Administration Act in relation to the need for the improved revenue administration and regulation, PPP policy requirements, and other requirements from the communities, private sector and civil society. The Task Force will have to propose an action plan on dealing with these issues, i.e. what is the issue, what needs to be done, responsible ministry/institutions, long term or short term period, and recommendation for funding, etc.
- ii. 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; to increase the autonomy of the Council in the revenue collection, mobilization, allocation and use of internal sources; to facilitate increased PPP collaboration for generation of new and additional finance and investments in innovative, high impact PEG-CC and other development initiatives and projects; recruit and retain

- skilled, experienced, knowledgeable, professional technical cadre; and to remove conflicts between old sectoral laws and by-laws.
- iii. Revise the constitution and electoral legislation to raise the level of education of District Councillors to a minimum of High School to enable the Councillors to cope with the pace of fast changing and complexities of modern governance, business management, short life cycle technological solutions, and modern market based regulatory instruments and processes. This, together with continuous training will enhance the foresighting capabilities; enable them to recognize and take advantage of emerging opportunities, and effectively to address PEG-CC challenges. Putting in place and raising the education requirement to current realities will also enable the elected councillors to create a more transparent and enabling environment for the implementation of PEG-CC activities.
 - iv. The Central Government in collaboration with Council to strengthen governance in land distribution particularly the Ward Land Tribunals (WLTs) to avoid land disputes and increase public awareness on land laws. Currently most of the WLTs (Land disputes Courts Act of 2002) lack training related to land dispute management.
 - v. Develop and deliver training modules to the Council staff and Chairpersons, executive secretaries of wards and villages, on formulating and affective implementation of by-laws and regulations and sectoral legislation related to PEG-CC issues.

Budgetary issues

The Council should undertake an assessment of the full range of natural resources available in their area and carefully leverage revenue from natural resource exploitation or extraction (including negotiating and getting appropriate allocation/taxes from the natural resources under the Central government domain) to implement PEG-CC interventions for broad based local socio-economic growth. In addition, the District Council should support entrepreneurs and facilitate and encourage businesses to invest more and diversify into other innovative high value areas; to develop, grow and cope with competitive forces so as to subsequently enable the District Council to broaden its tax base.

Key actions

General actions

- i. The Central government and District Council leadership should foster the development of human and institutional capacity at the District Council and among contracted tax collection agents to ensure the District Council collects adequate taxes and cess charges and to minimize tax evasion.
- ii. The Central government should reform the current cess rates, which are currently based on gross value of production, that are resulting in very high tax on net revenue among farmers, and pastoralists, and

natural resources products' producers that use a large amount of inputs but experience small net margins. This is resulting in frustration regression, making value chain participants to change their production and marketing behavior to lower their cess payments, and even to resort to tax evasion/avoidance as a coping strategy. The reform may include strengthening collection capacity and methods (e.g. using ICT based instruments, collecting cess after the sale, etc), reducing the rates to broaden the base, to institute a differential cess for food, cash and export products, etc.

Specific actions

- iii. The Council to establish a Development Fund to adequately fund development and PEG-CC related activities. The Council should sensitize citizens, development agents, and business community to contribute to the proposed fund. This has to be supplemented by the Central Government by allocating and disbursing sufficient financial, human, and technical resources for development and recurrent expenditure to the Council.
- iv. The District Council, communities and individuals should partner with businesses and producer cooperatives, National Private Sector Service Providers/Technical Services Providers, and Business Associations, (e.g. TSPF, ACT, RCT, TCIIA, CTI, etc) to ensure the availability of capital goods and technology transfers that enhance productivity and efficiency;
- v. The District council should strengthen the transparency, honesty, and accountability on revenue management (allocation, expenditure, and reporting)and tackle corruption to increase citizens' support.
- vi. The District Council in collaboration with Central Government and/or development agents should play a proactive role to train and re-train Councillors and Council's technical staff to enhance the understanding of emerging technical, business, regulatory, trade, green growth and sustainable development issues;
- vii. The District Council in collaboration with development partners to identify and address reasons for reluctance of financial services and banks to lend for Ward and Village level PEG-CC, agricultural, livestock, and forestry development investments in a given District; and
- 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.

The Central Government and the District Council should allocate resources for the above activities.

6.2.2 Coordination

Improve and consolidate coordination efforts by creating respective joint public sector-private sector-community-associations-civil society committees to oversee the design, planning and implementation of PEG-CC initiatives.

Key actions

General actions

- i. The Central Government and District Council should clearly articulate the roles and responsibilities of different ministries, public institutions and agencies, and private institutions, with a mandate on PEG issues;
- ii. PMO-RALG is mandated over Local Government Authorities and therefore better placed to coordinate stakeholder efforts geared to address the PEG-CC challenges. To address coordination challenges, it might be necessary to establish a *National Coordinating Committee* to oversee the implementation of PEG-CC and other development issues at local level. The coordinating committee will have scheduled meeting sessions and forums for collaborative planning, coordinating finance mobilization and allocation, follow up, monitoring and evaluation, readjustment, reporting, and implementation of the deliberations to be developed during the stakeholders meetings. This will enable better cooperation between the District Council, PEG-CC stakeholder, and funders and will minimize overlaps and unnecessary competition for resources and attribution. The coordinating committee may propose studies to reengineer the LGA system, to draw lessons on local government reforms from other countries, and devise and plans on reinforcing performance at LGA level;
- iii. Ensure that the institutions and organizations supporting national level PEG-CC policies and strategies get a coordinated direction from an established coordinating entity in the PMO RALG. In addition, this entity should work in close collaboration/communication with the other stakeholders for multi-

sectoral involvement using collaborative joined-up approaches in implementation of the PEG-CC activities, with particular emphasis on creating conditions conducive to the participation of the private sector and non-state actors. Lastly, the coordination entity should develop and strengthen district, regional, sectoral and cross-sectoral institutional and regulatory co-ordination for harmonization of conceptualization, planning, administration/management, execution, monitoring and evaluation, and reporting of P-E interventions;

- iv. The Central Government, District Council, and PEG agents should establish a committee (e.g. The District PEG-CC Interventions Committee) at District level to oversee the funding, execution, monitoring and evaluation, and reporting processes on P-E-G, climate change, and gender mainstreaming issues conducted by public and private entities, CBOs, NGOs, etc, rather than having several entities doing the same or their own things according to their own interests. In addition, there is a need to pursue ways of ensuring greater coordination and synergies among all parties engaged in the P-E-G,, and climate change mitigation and adaptation portfolio, including synergies for M&E of the portfolio, e.g. through regular planning and evaluation meetings in order to have a more active role in portfolio oversight through (at least) semi-annual meetings at which key M&E progress reports are presented by the participants and discussed by the Committee. The committee should also ensure regular communications among Government departments, Agencies, and other Non State Actors to keep partners abreast of activities in the portfolio, and share results and lessons and to be up to date for future portfolio strategic planning.

Implementing the above proposals for improving coordination may increase the long term interest of all the operators and beneficiaries and will enable sustaining and replication of the gains after PEG Initiatives/project completion.

6.2.3 Recommendation on Environment and Climate Change

Climate change is a major concern for the District, as it affects land and water resources and productive systems. In addition, a large proportion of people's income and livelihoods and District Councils revenue are dependent on climate sensitive sectors (especially agriculture, livestock, fisheries, tourism, and natural resources). Therefore, the District Council and other stakeholders should identify potential vulnerabilities and risks; identify cost effective and appropriate response options for different areas in the District; and develop, introduce, and support uptake of District specific adaptation, mitigation, and resilience measures suited to address climate change induced effects in line with local realities.

Key actions

General actions

- i. Support climate change adaptation: The District Council and Central government, private sector and other stakeholders should establish a sustainable cooperative framework and support climate change adaptation through efficient technology, advice on changing cropping patterns and cultivation of climate resilient crops, building new water projects for water harvesting, flood control and drought management, and investing in sustainable non-farm activities, including processing; mining; aquaculture; apiary industry (beekeeping products for food, cosmetics, pharmaceuticals, and industrial products; and trade); Increase farmers, livestock, and fishers awareness on the full impacts of adverse and positive climate change effects on their future activities and how to augment and upscale their indigenous and modern knowhow, practices and technologies to enhance resilience, reduce suffering, and strengthen mitigation and adaptation capabilities;
- ii. 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;
- iii. 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
- iv. 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.)

Specific actions

- v. Undertake a comprehensive vulnerability assessment on climate change impacts in the District;
- vi. Enhance Councillors' and technical cadres' awareness and understanding on climate change vulnerabilities and potential impacts in the District;
- vii. Increase resilience to rainfall variability and drought by adopting fast growing and abiotic and biotic stress tolerant crop, livestock, and tree varieties;
- viii. Incorporate agro-forestry as an important practice in conserving soil moisture, weed control and improving soil fertility;
- ix. 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;
- x. 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;
- 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;

6.2.4 Recommendation on Gender issues

The District council and gender stakeholders (including Mara Inter African Committee Bunda (MIACB), TAWLA, TAMWA, should use joined-up approaches to empower women and girls to escape or reduce gender related challenges and to develop and encourage other approaches to reverse the GBV and FGM trends.

Key actions

Specific actions

- 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. 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.
- iii. 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.
- iv. 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;
- v. 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;
- vi. 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;
- vii. 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.
- viii. 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;

- ix. 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
- x. The District council should conduct a study to assess vulnerability, impacts and risks of climate change on women, children, youth and elderly.

6.2.5 General Recommendations on Fisheries, Agriculture, Livestock, and Forestry

Specific recommendations

Fisheries

Promote and support integrated fish farming as an alternative source of income generation and livelihood by enabling (to individuals, groups, business enterprises) access to appropriate technologies, purchasing and installing equipment and facilities, and appropriately train the aspirants in the related best practices-e.g. design and construction of quality ponds, fishing gear, access to fish fingers (*vifaranga*, 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 (starting with the hands-on demonstration/learning by doing).

Agriculture (crops)

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) and marketing can significantly harness the productivity and profitability of these farmers and 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;

Livestock

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);

Forestry

Address all drivers of deforestation and forest degradation taking into account specific local circumstances, and support appropriate mechanisms to reward or provide incentives for forest conservation and avoidance of deforestation, as per Participatory Forest Management, Community Based Forest Management, and Joint Forest Management guidelines.

For instance, promote planting of fast growing trees: Preventing deforestation and boosting reforestation are urgently needed. The District Council, Central Government, Private individuals, Groups and Associations, and Non-state actors need to examine schemes and instruments that recognize and reward individual and community growers to plant and preserve fast growing public and private woodlands. Choice in selection of species should help support local bio-diversity and contribute to meeting the basic needs of local communities in the form of fuel, timber and other forest products.

Other recommendations

- i. The District Council, Ministry Health and Social Services and TACAIDS should provide information to households and health care providers on a continuous basis on the sources/causes, prevention practices, management of risks (e.g. addressing the intersections between gender-based violence or coercive behavior and spread of viral related diseases, i.e. sexually transmitted infections, HIV seropositivity, etc.), testing options, treatment, and options for reducing/stemming the spread of communicable diseases,

specifically hepatitis B and C, HIV/AIDS, and Ebola. This may include indentifying indigenous practices attitudes and behaviors that may reinforce HIV prevention and treatment (e.g. *kupanga* practice in Nyasa District). Recognizing and ensuring that the spread of these important diseases are addressed, could make the difference between the long-term success, failure, and sustainability of Poverty-Environment efforts in the District.

- ii. From time to time conduct an evaluation to assess the project's results chains including change in attitude and behaviour, value generated, lessons learned, impacts, and knowledge gained from PEI capacity building activities in the District Council and in the communities.

The authors hope that the information generated in this study will establish genuine dialogue and debate platforms and processes, based on mutual consent, common values and trust to improve performance and develop joint strategies and plans for improvement of existing and future P-E, Climate Change, and Gender activities; and will be used to consolidate, guide other related social, environmental and economic interventions and activities in the District.

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