

**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 Sengerema District**

**Submitted by:**



**Economic and Social Research Foundation  
51 Uporoto Street (Off. Ali Hassan Mwinyi Rd.) Ursino Estate  
P.O .Box 31226 Da es Salaam  
Tel +255 22 2760260, Fax +255 22 2760062**

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## **LIST OF ABBREVIATIONS**

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AFSP	Accelerated Food Security Project
AGRA	Alliance for a Green Revolution in Africa
ASDP	Agricultural Sector Development Programme
ASDS	Agricultural Sector Development Strategy
ASLMs	Agricultural Sector Lead Ministries
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 Settlements 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
SD	Sengerema District
SDC	Sengerema District Council
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

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### 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% annual change, 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 program. 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) is a global programme 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 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 and gender 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. Sengerema District, Bunda, Ikungi, Ileje, Nyasa, and Sengerema have been chosen as pilot areas of this initiative to identify and document concrete development results that can be scaled-up in line with national and sectoral policies.

The overall objective of this study was therefore to identify and understand institutional, legal, financial bottlenecks on implementation of Poverty-Environment and gender initiatives at different levels of



Sengerema District (SD), Wards and Villages and make recommendations.

## 1.2 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 Sengerema District (SD), 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 and gender objectives that are mainstreamed into Sengerema District's DDPs.
- b) To assess main budgetary process bottlenecks and challenges that hinder translation of P-E and gender related objectives into impacts at district level.
- c) To come up with proposals for improving improve Sengerema District authority's capacities to review and coherently prepare DDPs that have mainstreamed P-E and gender 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. Section 2 provides the Approach and Methodology. Section 3 provides the Findings. Section 4 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 SD 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. Section 5 presents coordination strengths and gaps on implementation of P-E and gender objectives, and section 6 presents the conclusions and recommendations.

## **2.0 APPROACH AND METHODOLOGY**

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### **2.1 The Study Area**

This study was conducted in Sengerema District (Mwanza 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. In addition, to high levels of poverty, environment degradation and gender issues, the selection of the SD was also motivated by an active presence of 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 involving the use of participatory techniques 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 quantitative research approaches and was gender sensitive. The sample of the villages and interviews was based on the inclusion concept, community development data supplied by the SD 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 issue are among the priority components in the planning and budgeting 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 component; 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 leadership of departments in the District, and Wards 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 include the following officials: District Executive Director ( DED), District Planning Officers (DPLOs), District Agricultural, Irrigation and

Cooperatives Officer (DAICO), District Livestock and Fisheries Officers (DLFOs), and District Land and Natural Resources Officer (DLNRO). Others were District Environmental and Sanitation Officers (DESO), District Community Development Officer (DCDO), District Human Resources Officer (DHRO), District Legal Officer (DLO), District Reforms Officer (DRO), and District Administrative Secretary (DAS). Councillors, Ward Executive Officers (WEOs), Village Executive Officers (VEOs) and Villages Chairmen were also involved.

For individual interviews the following were consulted: District Planning Officers (DPLOs), 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, Data Collection Techniques and Analysis**

### **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 THE STUDY FINDINGS**

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The P-E-G assessment survey took place in August 2014 and involved wide ranging and detailed discussions with key informants across the spectrum of participating parties, interviews in-depth group discussions, and completion of the special forms by respondents. Preliminary findings, issues and recommendations were discussed with the selected SD Council technical staff. The findings presented here reflect the interactions with: District officials, Groups and Associations, NGOs, Farmers, Commodity Value Chain entities, and other stakeholders in the SD.

### **3.1 Overview of the Social Economic Profile of Sengerema District**

Sengerema became a fully-fledged district from 1975. Before this time, it was part of Geita District. The area was then found to be too big to remain under one district (Geita) as it was hampering the delivery of quality administrative services. It is among the eight districts within Mwanza Region. The headquarters of Sengerema District is Sengerema town, 35 km from Mwanza City. The district has an area of 8,817 square kilometres. Out of this 3,335 square kilometres are dry land and the remaining 5,482 square kilometres are covered by water of Lake Victoria.

#### **3.1.1 Geography and Administrative Setup**

The District is found between 2° to 3° latitudes south of the equator and between 32° to 32° 45" East of Greenwich meridian. From North to East, the District borders with Nyamagana and Ilemela Districts. From South to East, the District shares borders with Misungwi District. The Geita District makes the borders on the Western part. Sengerema District is divided into 5 divisions, 25 Wards, 123 registered villages and 758 hamlets (*Vitongoji*) as administrative areas.

The administrative structures of the Sengerema District Council are shown in the Table below:-

**Table 1: Administrative structure of Sengerema District Council**

<b>LEVEL</b>	<b>No.</b>
Vitongoji (hamlets)	758
Registered villages	123
Wards	25
Divisions	5

Source: Sengerema District Council, 2014

### **3.1.2 Ethnic Groups**

There are three main ethnic groups in the District namely Sukuma, Zinza, and Kerewe. The Sukuma people constitute the dominant ethnic group, as a consequence their culture and values play a significant influence to the welfare of all people in the District. Normally, traditional dances are common around or immediately after crop harvesting season. During this period, troops of traditional dances are invited and listed by some households and given free meat. It is also common to the people to prepare traditional brew using grains (maize, millets and sometimes dried cassava) for recreation, supplementing income or commercial activities.

### **3.1.3 Climatic Conditions**

Sengerema District has a bimodal rainfall pattern which consists of a short and long rain. The short rains start in October and reach the peak in December and ends in January. The long rain starts in February and ends in May. The annual rainfall ranges from 800mm – 1200mm.

The District mean temperature is between 21<sup>0</sup>C – 23<sup>0</sup>C, with August being the hottest month. This climatic condition favours the production of various agricultural crops. Basing on the climatic condition explained above, the District has two main agro-ecological zones which are Northern and Southern Zones.

#### **Northern Zone**

The Northern zone receives a reliable amount of rainfall between 900mm -1200mm per annum. Areas covered by this zone include Kahunda and Buchosa divisions, Nyamatongo and Buzilasoga Wards (within Katunguru and Sengerema divisions respectively). This zone is important for the production of maize paddy, cassava, sweet potatoes, pulses, cotton fruits, and coffee which is early stages of production.

#### **Southern Zone**

The Southern Zone comprises of Nyanchenche and Katunguru divisions. However, part of Sengerema division (Tabaruka and Busisi Wards) is also included in this zone. This zone receives unreliable rainfall normally less than 1000mm per annum (on average 800mm – 900mm). The zone is important in livestock keeping and cultivation of drought resistant crops, particularly cotton and sweet potatoes.

#### **3.1.4 Soil Conditions**

Soil condition in Sengerema District favours production of various crops such as Maize, Rice, Cassava, Legumes Species, Cotton, and Sweet potatoes etc. These soils can be classified into four distinguished soil types that is sand, clay, sandy loam and clay loams. However, the soil fertility has been deteriorating due to continuous cultivation. Fortunately, farmers have been made aware of this situation and a number of measures are being taken including the use of farmyard manure by farmers and industrial fertilizers which are subsidized by the Central Government by up to 40%-60%.

Reliable rainfall and fertile soils have attracted people from other districts into the District. This has resulted into high population increase. There is also internal migration of people mainly from Southern zone which receives unreliable rainfall to the Northern zone which receives reliable rainfall and having fertile soils. In addition to that, migration of people from rural areas to urban areas is taking place due to people seeking employment opportunities and running businesses.

#### **3.1.5 Population**

According to the National Population and Housing Census of August 2012, the District had a population of 663,034 of which 330,018 were males and 333,016 were females. To date, the District has an estimated population of 711,632 where 354,393 are males and 357,239 are females. Annual population growth rate is high and estimated to be 3.6

percent. Sengerema District had a total of 118,605 households with an average household size of six persons per household and a population density of 81 people per square kilometre.

The major people's occupations are agriculture, livestock keeping and fishing. However, the big share of District's income (about 80%) is contributed by the agricultural sector which employs more than 90% of the total residents of the District.

### **3.1.6 Natural Resources**

The total area of the District is 8,817 square kilometres. Out of these 3,335 square kilometres is covered by dry land while the remaining 5,482 square kilometres are covered by water of the Lake Victoria the area which is covered by vegetation is 677.41 square kilometres of which 638.21 square kilometres being manmade vegetations. About 62% of the District area is covered by Lake Victoria water.

On the West to North Western part of the District, there are a number of small hills and seasonal streams. In the Eastern part of the District, the land is flat but it is associated with few hills as well as seasonal streams. Physical features of the District include a number of manmade water bodies mainly charcoal dams located in Sengerema, Buzilasoga, Sima, Nyamizeze, Nyakasungwa, Nyampande, and Sotta villages.

### **Forestry**

SD has forest reserves and tree planted forests. The main indigenous trees are the *Mitundu* and the main planted trees are the *Pinus Cariberia*. There are two types of natural forest reserves: those under Central Government, and those under Local Government, i.e. District Council, Village Councils, and Community Forests, *Ngitiri*. Those under central Government are the largest, e.g. the Maisome, Sima, and Kome Forest Reserves. The *Ngitiri* are traditional Sukuma land forests. Every family or clan has a *Ngitiri*; they plant trees and later harvest them for

firewood, construction, and fodder for livestock. Entrance is strictly under control for preservation purposes, to prevent over exploitation, and to ensure sustainable consumption of *Ngitiri* forest products. In most cases the *Ngitiri* are established near water catchment areas to protect them from degradation.

On the other hand the forestry sector plays an indirect role as a productive sector through planting and on delivering trees. These trees function also as a cover against all forms of soil erosion. Apart from preventing soil erosion (a land degradation agent) but also forests are the good sources of humus that adds soil fertility constantly, the condition which makes the soil fertile in crops farming. The area of forest reserves and woodlands is shown on Tables 2a & b.

**Table 2 (a): Forest Reserves**

No.	Name of forest Resource	Area in Hectares (Ha)
1	Sima	1,820
2	Kome	2,100
3	Maisome	12,000
	Total	15,920

**Table 2 (b): Woodland**

No	Type	Area in Hectares (Ha)
1	Ngitiri and woodland planted	1,999
2	Nyamahona Plantation	156
3	Buhindi Plantation	3,200
	TOTAL	5,355

Source: Sengerema District Council, Natural Resource Department 2007

The contribution of forests and its allied products to local livelihoods, ecosystem services and the SD economy as a whole is significant.



The forests and forest resources play an important role in supplementing and diversifying farm incomes. The main issue facing forestry sector and forest management and protection in SD are:

- a) Pressure on forests has progressively escalated, and ecological degradation is evident, including forest destruction, poor management, and environmental degradation continue and, with it, negative impacts on marginal communities that depend on forests and forest products. The underlying causes of deforestation are many and complex, but include some of the following key drivers:
- b) Land clearance for small-scale subsistence farming is one of the major causes of forest cover loss, largely due to increasing populations and low-intensity agricultural practices, such as shifting cultivation;
- c) Dependence by resource-poor households on cash income from the sale of forest products, such as charcoal, honey, wild fruits, and firewood appears to be another major driver of deforestation;
- d) Commercial production of firewood and charcoal as an alternative source of income to meet urban energy demands contributes significantly to deforestation. The demand for firewood for brick making and curing tobacco is also high. With few exceptions, most of the fuel wood used in the District is collected freely from indigenous woodlands or farmlands;
- e) The recent influx of people into areas near forest reserves and water catchment areas is having severe environmental consequences, such as rapid depletion of forests and wildlife, destruction of water resources, and damage. In addition to causing losses to timber and biodiversity, the catchment values are seriously reduced, resulting in hydrological imbalance, which is

reflected in reduced water in rivers and streams during the dry seasons and floods during the rainy seasons;

- f) Fires for clearance of land for agricultural expansion and increasing nutrients to the soil is a serious problem to glass land and vegetation conservations;
- g) Limited or uncertain tenure rights in much of SD's woodlands and forests are resulting in extractive use for short-term gain.
- h) Values of forest goods and services are often underestimated, these include non-marketed timber, non-timber forest products, forest products harvested illegally (the respondents were of the view that up to 80 percent of all forest harvesting), tourism and recreational services, and ecosystem services such as positive influences of forests on agricultural production, water quantity and quality, energy sources, carbon storage, and biodiversity protection.

#### Interventions:

Some of the measures being applied to address the above issues and enhance the contribution of the forestry sector to poverty reduction efforts and mainstreaming it in environmental management issues include:

- i) Supporting and enhancing the SD and village Councils' capacity and capabilities to play an important role in managing land at the local level;
- ii) Initiating reviews of and updating legal instruments and regulations with changing circumstances;
- iii) Enhancing Recognition of forests as an asset for rural livelihoods and subsistence and its inclusion at policy level by mainstreaming forestry into broader poverty reduction strategies and processes, e.g. in DDPs;

- iv) The introduction of community-based forest management to enable communities to have the rights to manage, protect, and use these areas for sustainable forest management and economic development;
- v) The promotion and significant enhancement of the forest products contribution in poverty reduction and improvement of livelihoods and to the District's economy, GDP and national export earnings. The main targeted products are timber, carvings, tree seeds, bee products, and ecotourism;
- vi) Programs for Engaging community to participate in identifying, planning, and implementing steps to protect natural resources and the environment, or effective enforcement of existing regulations and bylaws; and
- vii) Fostering long-term investment and partnership commitment with development partners and other natural resources management stakeholders in forest restoration, conservation, preservation and taking of a long-term, empowering approach.  
(These interventions should be supported with citations of references/examples)

Other future planned measures include:

- (i) to accelerate the design and implementation of Regional Development Plan and Village Land Use Plans in areas where they do not have them. During the implementation of these plans, the village councils and village assemblies will be given more power to manage land matters. The village councils will divide village land into three additional categories: communal land, which is shared by a large number of individuals within the village, such

as grazing areas, pastures, forests, or other areas with natural resources; occupied land, which is used for housing, cultivation, and businesses that are managed by individuals in single families; and future land, which is set aside for future use by individuals of the community at large;

- (ii) to enhance revenue collection from forest operations and harvesting, issue licenses and permits and, use the proceeds to regulate harvesting of forest products promote forest development;
- (iii) to promote and support the development of the local authority forest reserves, the gazetted forests managed at the level of district councils under local governments as production and protection forests, village land forest reserves (VLFR) that occur on village land and managed by the village council on behalf of village residents, community forest reserves found on village land and are similar in all respects to VLFRs, apart from the fact that their management is delegated by the village council to a group of persons within the community (such as a women's group or a group of charcoal producers), private forests (PFs), those forests owned by individuals or companies that have acquired land title deeds from the government; v) transfer of use and management rights to the village, *Kitongoji*, clan and family levels of SD to reverse forest decline, provide incentives for sustainable forest management, and contribute to local economic development

The current and future plans by SD Council in the forest sector are to ensure ecosystem stability through conservation of forest biodiversity, water catchments, and soil fertility. The Council plans to ensure sustainable supply of forest products and services by maintaining a network of forest reserves, ensuring sustainable management of forests on public land, and promote private and community forests. The Council plans call for incorporation of beekeeping in the management plans of forest reserves. To ensure conservation of forest biodiversity, the

Council plans to establish new forest reserves in areas of high biodiversity. For conservation of catchments, the Council plans to establish new catchment forest reserves for watershed management and soil conservation. In addition, in order to ensure the effective implementation and oversight in the current fast changing social economic environment, the Council is reviewing and enacting appropriate additional by-laws.

Furthermore, efforts are being made by the Central Government (CG) in collaboration with SD Council in making sure that citizens plant trees. Individuals, schools, public and private institution are required to plant trees around their areas; at the same time the SD Council is planting trees in water catchments areas, in barren lands, along the galleys, etc. The trees include fruit trees, soft wood and rarely hard wood trees. In addition, efforts are being made to conserve more forests. This is being done through involving local people, example the Kome and Maisome forest reserves. People participate by making sure no encroachment in the forest and no bush fires take place. There is also a very important deliberate step that has been taken by SD to allow individuals to have more *Ngitiri* forests in their plots/farms (small forests which range from ½ Ha to 10 Ha). The increased numbers of *Ngitiri* are expected to alleviate the burden (especially among women) of going long distances in search of firewood and also thatching grass.

## **Beekeeping**

The beekeeping subsector is not well developed as a productive sector in the SD. Efforts have been made to develop it and a number of initiatives under the support of TANZAKESHO programme, a UNDP funded programme, which facilitated bee keepers to purchase 48 modern beehives, 11 overall, 11 bee smokers, 11 hire tools and 11 pairs of boots which are used in Nyehunga, Tabaruka, Sima and Nyanzenda wards. There are 106 beehives bell used in Tabaruka, 104 Sima, 41 Nyanzenda and Nyehunge 23.

Under the same programme, the sector was facilitated to conduct training to 22 villages on improved beekeeping. This training involved 92 participants (21 females and 62 males) from Tabauka, Sima, Nyanzenda and Nyehunge Wards. Currently the District has 56 beekeepers who own 618 bee hives, These Bee keepers are from Nyasenga, Sima, Kanyelege, Kasungamile, Ilekani, Kayenze, Nyamizeze, Nyantakubwa, Kanoni, Kisaba and Kasungamile Prison. The produce of beekeeping has not yet reached a high level and is expected to improve later on.

## **Fisheries**

Fishing on the fresh waters of Lake Victoria is one of the most important undertakings by the people of SD especially those living along or close to the lakeshore and those living in the numerous islands of Lake Victoria. The fishermen use fishing boats/canoes, fishnets, special finest for “dagaa” (*restrineobola argenti*) and fish hooks.

The District is estimated to have 2,080 fishermen who use modern fishing gears. Fishes (tilapia, *sangara*, and *dagaa- restrineobola argenti*) produced are not only consumed domestically but are also sold in markets outside Sengerema District including fish processing industries based in Mwanza, other parts of Tanzania, and others are exported as fish fillets and fish maws to Europe, Japan, Australia, Hong-Kong, China, Israel and Dubai.

According to the interviewees, the challenges facing fishing industry in SD include:

- (i) Illegal fishing – i.e. use of un authorized methods/means of fishing e.g. use of smaller sizes of fish net which catches the young fish not intended /or not allowed, and use of drugs or agro-chemicals to poison fishing grounds, e.g. Thiodan; fishing in restricted areas such as breeding areas;



- (ii) Environmental destruction by pollution, extensive agricultural methods resulting to siltation of the lake, deforestation along lake shores etc.;
- (iii) Presence of lake/sea weeds – aeration in the lake waters becomes poor;
- (iv) **Lack** of fishing infrastructure, there only few industry/workshops which are in place for making fishing boats and canoes;
- (v) Lack of industries manufacturing or making fishing equipment such as fishnets, hooks?, life jackets, floating buoyant, navigation equipment etc.;
- (vi) Lack of fisheries experts to man the industry effectively, ranging from those who would educate fish men on how to do/perform modern fishing to bring about sustainable development within fishing industry; and
- (vii) The monitoring and supervision of fishing activities is minimal due to resources constraints, few personnel, lack of transport and poor communication; and blast fishing - a technique using explosives that some fishermen use to maximise their catch.

The strategies to address the challenges include:

- (i) The Council has put in place by laws to prevent illegal fishing and lake ecosystem destruction;
- (ii) The Beach Management Units (BMUs) are being established in local communities (villages) bordering the lake or in the islands. These BMUs are charged with the duty watch out that fishing activities are done as stipulated by regulations/laws;

- (iii) Improving the fishing villages by establishing clean fishing markets and making sure the villages also are resettled and are clean;
- (iv) Improving fish processing or adding value in fishing; villages are encouraged to introduce modern fish drying methods, cold rooms where possible if there is electricity or solar energy to preserve the fishing products. Others include future establishment of fish canning industries that will ensure not only external market to earn foreign exchange but will provide opportunities for additional employment as well as increased income and therefore poverty reduction. In addition, the East Africa countries have established supporting organizations such as the Lake Victoria Basin Commission, Lake Victoria Fisheries Organization, and Lake Victoria Environment Management Program ( LVEMP II) with the aim of effectively manages fishing activities particularly by use of BMUs.

Overall, the SD's natural resources sector is facing a number of notable challenges that also pose threats to development of the District. Currently, key challenges facing the SD include loss of biodiversity and wildlife habitats; deterioration of aquatic ecosystem; climate change; land degradation and declining soil fertility; water scarcity; lack of good quality water for both urban and rural population; environmental pollution; increased deforestation and forest degradation. The loss of habitats for wildlife is threatening the District's heritage, while the productivity of lake and river waters is threatened by frequent long dry seasons, pollution and poor management. These challenges facing SD have evolved over time and are dispersed throughout the District. Although the costs relating to these problems cannot be quantified because of lack of data, the economic and social costs may be high. The respondents felt that these challenges have had, and continue to have, adverse impacts on the quality of human life, development and health of ecosystems. In this regard, adequate and appropriate attention to natural

resource protection issues is paramount. These issues must be addressed to ensure a sustainable achievement of P-E-G objectives.

### 3.1.7 Economic Activities

The key productive sectors include agriculture, livestock, Forestry, Fisheries, Beekeeping, and to a small extent, small industries as in the case of Sengerema. Mining is still at the initial stage at Sota in Igalula Ward.

The District's economy mainly depends on the agriculture sector because more than 90% of the population depends on crop cultivation and livestock keeping (Sengerema District Council, 2014). Recently, the agricultural sector has been negatively affected by a number of factors such as climatic conditions (rainfall variability) and poor physical infrastructure, roads in particular. This to a large extent has negatively affected the income of the people and the District as a whole. The agricultural sector contributes 80% of the District's income. Table 3 shows the land use in the District suitable for Agriculture (i.e., cultivation and irrigation).

**Table 3: Land Use in Sengerema District**

S/N	LAND USE	AREA (Ha)
1	Available land	265,673
2	Land under cultivation	155,000
3	Land suitable for irrigation	8,130
4	Land for pasture and grazing	68,963
5	Forest land	41,710
6	Land for settlement	67,827

Source: Sengerema District Council, 2014

#### **Agricultural development**

The area under cultivation in SD is used for the production of a number of crops like maize, rice, sorghum, cassava, cotton, sweet potatoes, pulses, legumes spices and fruits. The authors were unable to get reliable data for recent years, but hope that these previous District data and production trends for the six major crops for four years presented in

the [Tables 4a and 4b](#) below may give a picture of the relative production levels in the District.

**Table 4a: Production trends for major seven crops for four years in the Northern Agroecological Zone**

CROP	YEAR OF PRODUCTION							
	2004/2005		2005 / 2006		2006/2007		2007/2008	
	Planted (ha)	Amount produced (tons)	Planted (ha)	Amount produced (tons)	Planted (ha)	Amount produced (tons)	Planted (ha)	Amount produced (tons)
Maize	19423	23987.4	14050	6673.75	29,802	39,636.6	25700	34,181
Rice	8573	5572.5	1131	904.8	16,500	18,810	10 850	10,416
Sorghum	2698	1780.7	2874	2931.48	5570	6,349.8	5,020	5,421.6
Cassava	21421	34594.9	23832	31696.52	34,536		2,8450	51,352.3
Cotton	8461	36456.3	804.4	256.77	13,287		10,818	-
Sweet potatoes	7946	17878.5	9331	19828.38	9880	23,465	9580	21,555
B/millet	NA	NA	1916	1,954.32	3,990	4,548.6	3,500	3,780
TOTAL	68522	119270.3	53938.4	64246.02	36,541.6	38,008.66	57,368	126,705.9

NA= NOT AVAILABLE

Source: Sengerema District Council, Agricultural Dept. 2007/2008

**Table 4b: Production trends for major seven crops for four years in the Southern Agroecological Zone**

CROP	YEAR OF PRODUCTION							
	2004/2005		2005 / 2006		2006/2007		2007/2008	
	Planted (ha)	Amount produced (tons)	Planted (ha)	Amount produced (tons)	Planted (ha)	Amount produced (tons)	Planted (ha)	Amount produced (tons)



Maize	10875	1340.6	7944	3773.4	11273.9	14,994.3	8824	11,735
Paddy	6445	4189.3	770	616	9198	9,006	5544	5,322
Sorghum	7399	4883.3	6246.6	6371.53	4065	4,634.1	3625	3,915
Cassava	9442	15248.8	10704	14236.32	10704	16,270.1	8668	15,646.5
Cotton	13207	55361.5	3449	1797.41	8398.1	3,804.4	8603	2,506.9
Sweet potatoes	3595	8088.8	4720	10030	8442.5	6,697.5	3235	7,278
B/millet	NA	NA	4164	4247.69	2692.8	3,851.6	2681	2,895
<b>TOTAL</b>	<b>50963</b>	<b>101202.2</b>	<b>37998</b>	<b>41072.35</b>	<b>54,774.3</b>	<b>59,258</b>	<b>41,180</b>	<b>49,298.4</b>

**Source:** Sengerema District Council, Agricultural Dept. 2007/08

Farmers are facing some problems which constrain them from producing at a maximum level or to get a sustainable profit from agricultural activities. To mention few of these problems are rainfall unreliability and variability, high cost of agricultural inputs, unreliable market prices especially for cash crops and poor infrastructures like feeder roads. These have direct effect on the development of agricultural sector in SD. Despite the above mentioned problems, this sector is still employing more than 80% of the population in the District.

### **Livestock development**

Sengerema District Council has a total area of 68,963ha suitable for pasture and grazing (Table 3). There are 164,045 cattle, 64360 goats and 8,274 sheep in the District. However, the sector is contracted by a number of problems which prevent it from giving its maximum contribution to the economic growth of the District. Some of these problems include lack of extension service delivery coverage, shortage of water for livestock especially during the dry season, poor livestock infrastructure such as cattle dips and livestock development centers; the inadequacy of such infrastructure has led to the existence of livestock diseases which cause serious economic losses to livestock keepers due to decreased livestock productivity and/or livestock mortalities.

There are four abattoirs owned by Sengerema District Council at Nyakaliro, Sima, Sengerema mission and Nyehunge. One abattoir is in Sengerema urban. There are also 11 privately owned slaughter slabs located at Kamanga, Katunguru, Kijiweni, Busisi, Nyakasungwa, Buyagu, Kalebezo, Nyehunge, Bupandwa, Kome and Isenyi.

As for the hides and skins, there are four hides and skins sheds owned by Sengerema District Council at Sengerema, Katunguru, Kalebezo and Buyagu. In Sengerema District, there are three primary livestock markets at Sengerema, Ngoma A, and Bukokwa. However, only Sengerema livestock market is operating. The District has a plan to

open a livestock market at Nyitundu. There are also four minor livestock markets mainly for small animals (sheep and goats) and chickens at Iseni, Sima, Lusikwi and Nyehunge.

Regarding water services, there are 16 manmade water dams for livestock and domestic consumption. These are located at Sima, Buzilasoga, Nyamizeze, Ibondo, Sotta, Sengerema, Nyakasungwa, Nyampande, Lwenge, Ngoma A, Kasungamile, Kishinda, Kalebezo, Tabaruka, Migukulama and Bitoto. Many of these dams do not offer the required services due to heavy sitting and or collapsed embankment.

The main challenges in the livestock industry are inadequate feed, overgrazing resulting into land degradation. Others include the livestock diseases that are responsible for the low livestock productivity and/or livestock mortality in the District resulting into serious economic losses for livestock keepers in particular as well as the nation as a whole. There are ten important diseases which the District has a tentative disease control programme, these diseases include tick borne, Helmithiasis, Borine pleuroneimonia (CBPP), Black quarter, Rabbies, and fowl typhoid. The programme activities include rehabilitation of cattle dips, livestock vaccination, control of livestock movement, livestock dipping and hand spraying, rehabilitation and construction of water dams to minimize agro-pastoralists migration and agro-Pastoralist education on the formation of livestock keepers association for purchasing livestock inputs.

## **Energy sources**

Sengerema District like many other districts in Tanzania suffer from energy shortages of many sorts. The District has no sustainable energy sources. The main energy sources are biomass, charcoal, kerosene, disposable batteries, petrol and diesel powered generators and photovoltaic solar panels. Only a minority of the households are connected to the national grid. The recent rural electrifications under

REA covered few areas of the district in Buyagu Division along the Kamanga – Sengerema road. The population mainly depends upon biomass – firewood, charcoal and crop residues (e.g. rice husks) to meet their basic daily energy needs for cooking and heating water. Wood is also used as fuel for industries like brick and brew making and other processing activities such as drying of fish. Other energy sources include kerosene/paraffin for cooking and lighting, electricity for lighting and other economic activities such as value addition and processing.

The recent rise in the price of kerosene due to the increase in the world price of oil and the country's decision to level the kerosene and petrol prices to prevent profiteering by mixing of the two for use in automobiles has resulted in escalation of the price of kerosene. At the same time, people need kerosene for lighting because of regular power cuts in part due to drought that has lowered water levels in Lake Victoria and reduced hydropower output and the escalating unit price of electricity in early 2014. This has led to households to face increased economic difficulties. Even those households that moved up the energy ladder, for cooking have turned back to charcoal and firewood.

### 3.1.8 Homestead Conditions

The houses in SD are built from wooden poles/mud walls, earth floor matted with scalable special grass, and roofed with corrugated iron sheets. Upscale houses are built from biomass-fired bricks or cement blocks, with cement floors, and roofed with corrugated iron sheets. An average household owns basic furniture (wooden tables, chairs, and beds), aluminum, clay or plastic` kitchenware, kerosene lantern, a radio, a bicycle, and a cell phone. Upscale households also have 14-21 inch TV, and own solar panels for lighting. In areas with grid electricity, electricity is used mainly for lighting. More than 95% of households use biomass-generated fire for cooking<sup>1</sup>.

Recently, with the solar power being increasingly accessible, people are installing Solar PV equipment and systems in household which resulted in improved access to electricity and lighting.

### 3.1.9 Gender issues

Gender roles in the SD's household and communities are divided along traditional cultural lines with women involved in all household issues, including looking after family welfare and utility, upbringing of children, fetching water, preparing food and farming of annual crops or horticultural crops. Men are involved in activities such as farming, fetching firewood for energy, cultivation of perennial crops and trees, livestock keeping, hunting, house construction and maintenance, sale and trade of produce and allocation of resources, and other activities.

The central role of the woman in the SD household and community well-being and economy is fundamental. Lately, the SD society is witnessing a slow transformation of gender authority and productivity to women. This includes women engaging in off farm income generating activities and new economic opportunities such as various agricultural and natural

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<sup>1</sup> Nzuki M., et. al., 2014.

resources activities, processing of oil seeds to produce vegetable oil, trading in different merchandise, and formation of women groups aimed at helping each other in terms of advice, developing right ideas and planning, organizational development, cooperation in execution of the jointly planned activities, enhancing perseverance in hard times, and raising capital. The interviewed women groups were of the view that to accelerate the progress of women, there is need to empower women through education and training in entrepreneurship, group and association development, business orientation and training, enterprise development, and processing, packaging and marketing, and availing low cost start and operations capital.

But respondents reported that gender gaps still exist. For instance, the percentage of women aged 15-49 years who have experienced physical violence is 42% (TDHS, 2010). About 54% of women and 38% of men age 15-49 believe that a husband is justified in beating his wife for certain reasons, e.g. wife neglecting children; wife argues with husband; wife goes out without telling husband; and wife refuses to have sex with husband. Acceptability of wife beating is higher among women.

Of interest was a complaint by husbands about wives, who abandon families and go to do business in islands in Lake Victoria. They were of the view that this is culturally unacceptable and authorities should address this issue.

In view of the above, continuing gender education and mainstreaming in DPPs is important in SD.

### **3.1.10 Poverty**

The determinants of household welfare and poverty in the SD are numerous and complex, ranging from individual and household to community and the social characteristics and the relative importance of these factors varies across the District. It emerged from interviews that declining households' living standards poverty in SD is linked with declining quality of education; poor initial conditions; inability to generate

or take advantage of income generating opportunities because of low awareness and access to information in Kiswahili; increasing population density; increasing degradation of environment; overexploitation of natural resources assets; inadequate innovation; and never ending shocks (including those from climate change effects) for a person to move out of poverty. Specifically, the respondents said that poverty in Sengerema District is linked with:

- (i) Insufficient education and knowledge prohibiting people from practicing environmentally sustainable agriculture, livestock keeping, fisheries development and protection of natural resources against degradation including of water, forest, animals, minerals, air and land;
- (ii) Inadequate information at all levels especially to farmers, e.g., for improving farm productivity, profitability and diversification; post-harvest management of crops/animal products; markets; available training opportunities; inputs; basic financial management, available grants, subsidies, soft loans, unleashing investments (*weka - uwekeze*), nutrition, etc.
- (iii) Increasing risk and uncertainty: Limited knowledge, skills, technical capacity, and experience of individuals and communities in transforming and diversifying farming, livestock and fishing activities, with emerging pests and diseases and invasive alien species such as water hyacinth;
- (iv) Unpredictable and unstable rainfall is having detrimental effects on household welfare and has much stronger effects on SD livelihoods, consistent with a higher engagement in agriculture, livestock, and natural resources sectors by households and very little diversification outside of agriculture;
- (v) Food and nutrition insecurity (malnutrition due to low consumption of calories, protein, and micronutrients) caused by decreasing

access to traditional staples due to devastating diseases, variability of rainfall patterns, and spiralling prices of meat and fish; but also lack of knowledge on nutrition and some ending up suffering from stunted growth. This makes children to grow up in poor health, resulting into easily contacting diseases and their parents end up spending their limited resources on medication instead of economic activities;

- (vi) Inability to devise and adopt innovative livelihood strategies and limited livelihood diversification (outside subsistence farming and low wage for agricultural labour and keeping cattle) are increasing vulnerability: Persisting low income among most people in SD is caused by among other things by falling crop prices and food crop pests and diseases which has resulted into prolonged reliance on natural resources (forest resources) for their livelihoods or to meet their basic needs.
- (vii) Connectedness: Remoteness and decreased market access by communities living in areas without a reliable road to the main road, was found to significantly stifle agricultural growth, e.g. lack of feeder roads to the main road make the farmers to sell their produce at throw away prices;
- (viii) Environmental challenges: a) Growing illegal activities concerning timber harvesting and marketing for firewood, charcoal production, and for construction; b) Uncontrolled fire outbreaks in for preparation of farms and increasing soil nutrients;

### **3.1.10 Climate change issues**

The potential climate change issues in the District include:

- i. Inadequate understanding of climate change, how it may impact the communities, and how to prepare and respond to its impacts;
- ii. Increase in rainfall variability and prolonged droughts may cause serious pressure in the available water resources. Severe and recurrent droughts may trigger a decrease in water flows in rivers,



hence shrinkage of receiving lakes, declines of water levels in lakes. Furthermore, some of the perennial rivers may change to seasonal rivers and some wetlands may dry up;

- iii. Changes in temperature and precipitation may lead to proliferation of disease vectors, pathogens and hosts leading to increased incidences of infectious diseases and outbreaks such as dysentery, diarrheal, cholera and typhoid fever;
- iv. Changes in temperature may impact fish migration patterns thereby affect fish nursery grounds, breeding and feeding areas and stocks in fishing grounds;
- v. Heavy rainfall may lead to frequent flooding in rural and town settlements, causing damage to irrigation schemes for rice, infrastructure and property and disrupting economic activities in northern SD;
- vi. Failure to expand agricultural and industrial investments due to increased uncertainty, decrease in GDP, hence, low revenue collection by government, and increase in unemployment rate due to decreased agricultural and livestock investment and production.

### **3.1.11 Institutional and Legal Framework**

#### **(a) SD Local Government Position and Structure**

The legal basis on local government is enshrined in the Constitution of the United Republic of Tanzania 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.

## **(b) Local Government Organisation Structure**

The SD Council is divided into divisions, which are then further sub-divided into Wards, Villages council authorities, and Vitongoji (the smallest government administrative unit). The SD Council have autonomy in the SD geographic area. The SD Council 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.

In the SD council there are a number of democratic bodies to debate local development needs. The leadership in the Ward, Village, and hamlet (Vitongoji) is composed of an elected chairperson (Villages and hamlet), and Executive Officer (Wards and Villages), and further members all of whom serve on an advisory committee.

## **(c) Local Government Leadership**

### ***(i) Elections to the SD local government***

Elections to the SD Council are held once 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.

**(ii) Staff in Local Government**

SD Council management is a multi-sectoral and cross-sectoral organ that requires a holistic approach and multi-level operation. The day-to-day activities are run by the Council Management Team (CMT). The SD 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), and District Environmental and Sanitation Officer (DESO). Other departments are the District Community Development Officer (DCDO), District Human Resources Officer (DHRO), District Legal Officer (DLO), and District Reforms Officer (DRO). Ward Executive Officers (WEOs), Village Executive Officers (VEOs) and Village Chairperson also do assist the CMT. The other supporting functions include: Procurement, Legal, Audit, Information and Communication Technology, and Supplies sections. 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 SD Council.

**(d) Public Service Delivery**

The current legislation assigns the following basic functions to the SD 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 SD 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 the SD 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 come from the Central Government.

## **(e) Revenue**

Most of the SD Council income comes from the Central government allocations (through TAMISEMI - PORALG), which account for more than 90% of the entire SD Council approved budget. The SD 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 services; Licences including road, liquor; property taxes and rents; charges including refuse collection, cess, hire of vehicles, markets; fines; and others including sale of assets and recovery of public fund. Generally speaking, the revenue base of SD Council is weak (less than 10% of approved budget) 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 even further the effective implementation of other SD Council operations and service delivery functions.

## 4.0 DISCUSSION OF THE STUDY FINDINGS

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Overall, it was found that implementation of P-E initiatives and projects in SD 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 satisfactory political support to ensure that the institutional and legal framework for SD is agreed between stakeholders and is functional to facilitate and support execution of P-E and gender objectives and other development investments.

The major lessons learnt are:

- (i) According to the respondents, the devolved local government system in SD is assessed as satisfactorily functional as a means of implementing P-E activities, but is rated as modest in execution of gender interventions, and low in implementation of climate change interventions;
- (ii) There is a need for continuous provision of education and skills development in group and cooperatives/association development; enterprise development; agribusiness orientation and training; value chain development; environmental conservation, preservation, and pollution control; understanding climate change effects and implementation of mitigation and adaptation measures; and health and sanitation;

- (iii) The SD Council ability should be strengthened in terms of financial, working tools, and human resources to provide effective and adequate services to address declining soil fertility and agricultural productivity; depletion of vegetative cover; emerging scarcity of safe, clean drinking water and for productive purposes; the construction of village roads in highly productive but inaccessible areas;
- (iv) There is a need to brainstorm and come up with more innovative and high return and impact projects and to creatively mobilize additional funding to facilitate implementation of small and large scale P-E-G and other PPP investment projects identified by the communities or other stakeholders;
- (v) The continued involvement of stakeholders through consultative, participatory and bottom up approach creates more ownership and appropriation of the planned P-E-G and local small scale investment development projects and this ensures sustainability of the gains; and
- (vi) It is necessary to link and share the P-E-G project activities and outputs to ensure commitment to the project activities at all levels, to create a downstream pull factor for the products, services and other tradable things generated in SD.

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 and gender initiatives in the SD.

#### **4.1 Institutional and Legal Context**

The SD 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 SD 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. The SD local government has a constituted unitary governance system based on elected councils and committees and a professional administration.

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

#### **4.1.1 The Institutional and Legal Issues That Hinder or Enable Implementation of P-E-G Objectives**

##### **(a) The institutional issues**

The SD 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, environment management, fisheries and infrastructure services within SD boundaries and are the legal owners of these assets. The major exceptions to this arrangement are water and national roads. The Ministry of Water owns and operates water intake, treatment and distribution facilities. TANROADS develops and maintains the national roads system. The supply and distribution of electricity in Tanzania is the responsibility of the Tanzania Electric Supply Company. 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 Sengerema District Council's staff reported that the above institutional framework is reasonably supportive and enables implementation of P-E-G objectives at district level including wards and village level. Nonetheless, it was found that the SD 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 SD Council would also like the central government to supply with 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, it was found that the inability of SD Council to recruit its own personnel is creating a perpetual human resource gap and it is expected that it will be more serious with the expected wave of retirements in the next ten years.

As to the role of central government vis-a- vis SD Council, the inter-governmental relations with central government are good. Since developmental issues are expected to be more complex with the onset of green economic growth and in the designed Sustainable Development Goals, there is a need to review the role and functions of the Council and harmonise certain legislation of line Ministries with those of the SD Council by-laws. For instance, the EMA, 2004 and by-laws on environment need to be harmonized. Furthermore, there is a need to redefine and make clear the role of NGOs, community based organizations (CBOs), and other non-state actors in the governance system of the SD Council to increase the efficiency and effectiveness of mainstreaming and implementing P-E initiatives, Climate Change (CC), and Gender issues, mobilization of resources, monitoring and evaluation, and reporting. Although the SD Council and Non-state actors work with communities assisting them to and advising them on all aspects of social economic development and environmental protection, the challenge remains on how to identify economically attractive projects, how optimally share the resources and how harmonize the implementation process, since the SD Council and Non-state actors have different missions and objectives, and have different reporting systems.

## **(b) 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 modern nations, local governments usually have some of the kind of powers as national government do. They have some power to raise revenue, though some revenue sources may be limited by central legislation.

Article 146 (2) (a) – (c) give LGAs the mandate to play three main basic functions, (1) maintenance of law, order and good governance; (2) promotion of economic and social welfare of the people in their jurisdiction; and (3) ensuring effective and equitable delivery of qualitative and quantitative service 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 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 counsellors through the Full Council Meeting.

The following are the legal challenges facing the LGAs in implementing Environment and Poverty initiatives. For the District Council by-laws to work it needs an approval from the Ministry (TAMISEMI - PORALG). Experience shows that it takes a long time for them to be approved. Sengerema District Council by-law has been submitted for approval but up to the period under this review it has not been approved. People at the local levels (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 environment by-laws, commitment of leaders at different level towards its achievement is very crucial. Financial resources to facilitate its implementation such as; transports, daily subsistence allowances (DSAs) and other incidental for environment officers' visits is 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.

Other issues raised by the interviews are:

- (i) The LGAs Finance Act 1982 is outdated and the revenue sources defined in that act are also outdated. The cited examples of the weakness of this Law include very low stated fines for breaking the environmental law.
- (ii) The Land Act of 1999 provides for the Districts Council with the mandates to survey land, to make compensations to the owners, but the annual land rent (*kodi ya viwanja*) is collected by the Council and submitted to the Ministry of Lands, Housing and Human Settlements Development. Only 20% is remitted back to the Council. The respondents are proposing that all the fees should be retained by the Council.

- (iii) The Public Health Act and the Environment Management Act 2004 address environment management issues. The two pieces of legislation are well detailed and very comprehensive on the environment management issues. This includes among other things the high penalties for those breaching the law. The only weakness of the two Acts is the fact that they consider the Public Health Officer to be the only Actor on the matters pertaining to Environment and not the District Environment Officer. In this case the District Environmental Officer is not an Environment Inspector.
- (iv) The Law states that, it is only the Public Prosecutor who can prosecute cases of criminal nature. The District Legal Officers (DLOs), although equally qualified, are not recognized as such. This legal shortfall has unnecessarily rendered poor performance of legal service delivery in the district.
- (v) For District Council By-laws to work, it needs an approval from the Ministry PMO-RALG). Experience shows that it takes long time for them to be approved and people at the local levels (village) are not knowledgeable enough (sometimes not at all) on how to prepare and implement their by-laws.

#### **4.1.2 Institutional Processes and Mechanisms for Coordination of Development Planning and Implementation**

The institutional processes and mechanisms for coordination of development planning and implementation were found to be reasonably supportive. 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, robust M&E, quality assurance, and impact evaluation; lack of access to fast internet connection; and limited transportation facilities.

#### **4.2 Budgeting Issues**

#### 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. As per budget guidelines, the budget processes are supposed to start from the lower level through the O and OD principles (Opportunities and Obstacles for Development). This approach requires all the processes to start from the grass roots. It starts from Kitongoji or street, through the Village, Ward, District Council, to the Regional Council and finally to the national level. The exercise of prioritizing development projects starts at Kitongioji level which comprises of a number of households. The agreed priority projects are then submitted to the village level to form village priority projects for that period. The village 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 (WDC<sup>2</sup>). Some of the priorities however, are conceptualized and agreed at the Ward level.

Priority development projects and plans approved at the WDC are then 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 (CMT<sup>3</sup>). At the level of District Council the planning process goes through various stages before the approval by Full Council (*Baraza la Madiwani*). These levels include, department level where ward plans are received and analysed and synthesized into district plans. These plans are analyzed and discussed in Various Departments in the SD 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 matters

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<sup>2</sup> WDC chaired by the /Councillor and Ward Executive Officer (WEO) is the Secretary.

<sup>3</sup> This committee formed by technical staffs of the council from different departments

pertaining to workers' affairs are adequately addressed. Then the Stakeholders<sup>4</sup> meeting is called upon to discuss the district plans and include issues from non-state actors and then the plan is eventually reviewed by various district committees headed 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. It is worth mentioning here that, like in Committees, the Full Council is also chaired by the Councillor and that both in the three committees and the Full Council, the decisions are made by the Councillors only and the technical cadre of SLD Council is not allowed to vote.

The plan is then submitted to the Regional Council, where all district plans are consolidated into a regional plan, and finally submitted to the Ministry of Finance through PMO RALG. The Ministry of Finance then submits the Ceilings (maximum budget levels per District) to Districts and the Districts review and scale down the budget levels so that they are in line with the Ceilings (some priorities and projects are normally abandoned at this stage). The respondents mentioned that one of the major challenges in the budget preparation cycle is that the budget ceiling usually come very late, which makes repackaging of the budget extremely difficult and therefore not carefully done because of rushing to beat the deadlines, etc.

Though the budgeting and planning processes are standard as shown in the guidelines, the most challenging part is its implementation, monitoring and evaluation and reporting. The following are the challenges aired out by various stakeholders in the SD;

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<sup>4</sup> This includes non-state actors

- a) Inadequate internal revenue sources<sup>5</sup> which account for less than 10% of the budget. Internal revenue sources were previously used to cover for internal expenditures (which were mostly recurrent). But in the current budget (2014/15), the Districts were instructed by the Parliamentary Committee that 60% of the internal revenue should be allocated for development projects. The challenge here is how to fill the left gap as far as internal expenditure is concerned.
- b) There is highly miss-match between the Budget approved by Full Council and Regional level versus 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 (if not any) of their priorities are considered; but even those considered in the ceiling not all are fully implemented. All these demoralize the people at the grassroots especially when they have laboured to make their contribution ready (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. [Table 5](#) below shows the budget allocation and amount of fund released specifically for Environment, gender and climate change related activities in the last two years. Of the approved budget only 34 % and 65% were disbursed for the years 2011/12 and 2012/13, respectively. This, however, show an improvement in budget release. On the other hand the amount approved has declined from 58.8 Million in 2011/12 to 43.07 Million in 2012/13 (a decline of 26.8 %).

Table 5: Budget allocated and amount released for environment, gender and climate change-

Year	Approve	Amount	Actual	Deficit	Deficit
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<sup>5</sup> The main sources include fishing (*ada za mialo*), forest, coffee (through the buying Companies), other crops and Contractors.



	<b>d budget (TZS)</b>	<b>Disbursed(TZ S)</b>	<b>Expenditure (TZS)</b>		<b>as a % of Total Allocation</b>
2011/12	58,838,000	20,000,000	20,000,000	38,838,000	66
2012/13	43,066,000	27,995,000	27,995,000	15,071,000	35

*Source: Sengerema District Council –Planning Department*

#### **4.2.2 Gender Responsiveness**

Development plans and budget documents have explicitly integrated gender related issues. Gender has been considered as a cross cutting issue and it is mandatory for it to be mainstreamed in national, sectoral 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 SD.

As earlier noted, the main challenge in the implementation of gender related projects is mainly due to insufficient funding. The SD data show that although the deficit exists there has been an improvement for the two years (Table 6). The deficit has declined from TShs 32.3 Million (61.7) in 2011/12 to 3.8 million (12%) in 2012/13. Other issues to note are that the approved budget has declined from TShs 52.2 million in 2011/12 to TShs 31.9 millions in 2012/13, and amount disbursed has increased from TShs 20 million in 2011/12 to 27.99 million in 2012/13. The possible explanation for this trend is that there has been improvement in budget estimation toward the actual budget.



**Table 6: Approved and disbursed fund for Gender related activities in Sengerema District**

Year	Approved budget (TZS)	Amount Disbursed(TZS)	Actual Expenditure (TZS)	Deficit	% of Total Allocation
2011/12	52,213,000	20,000,000	20,000,000	32,213,000	61.7
2012/13	31,851,000	27,995,000	27,995,000	3,856,000	12.1

*Source: Sengerema District Council –Planning Department*

#### **4.2.3 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. 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 Commission of Employment but HR management is done by the District Council. For instance, 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. In Kituntu, Ward for example, only 1one VEO out of five has the required qualifications and is officially employed as a Village Executive Officer (VEO), the remaining four villages have none.

Table 7 shows the number of staff and gaps to be filled. These data shows that Sengerema District has a total of 144 available staff. The total required number of staff is 405 giving a staff gap of 261 people (64 %). The Community Development Assistants, Assistant Welfare Officers, Agriculture Field Officers, Agriculture Technicians, Livestock Field Officers and Assistant Fisheries Officers form the cadre with certificate and diploma as their maximum level of education. The other cadres call for one to have a minimum of university education (a degree). Severe gaps/deficiency of human resources exists among the Agriculture Field Officers (55), Community Development Assistants (47), Assistant Welfare Officers (34), Livestock Field Officers (34), Assistant Fisheries Officers (24) and Environment Officer (only one available out of 6 required). 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.

To ensure smooth operations, the Districts officials are supposed to be equipped with working tools. It was found out that the SD Council has insufficient working tools; these include transportation, ICT facilities, software, and physical and technical infrastructure. This results into inefficiencies and underperformance in various operations. The major reason for inadequate working tools are untimely and low funding levels from the Central Government and low and declining internal revenue sources, shortfall of approved vs. released fund, and sometimes the heavy bureaucracy in the procurement process; for instance the procurement of goods worth more than TShs 100 million, such as a vehicle or a machine for a project, involves several local and national committees and may take up to two years. The other reason is that monitoring and evaluation (M&E) of development projects and readjustment is not fully implemented due to insufficient financial recourses for conducting M&E, inadequate transportation, communication, and reporting.

**Table 7: Staff available and vacancy gaps**

S/ N	Portfolio Capacity	Available staff	Total Required	No	Gap
1	Human Resources Officers	4	10		6
2	Forestry Officers	7	14		7
3	Planning Officer	5	7		2
4	Environmental Officer	1	7		6
5	Community Development Officer	9	26		17
6	Community Development Assistants	11	58		47
7	Welfare Officers	8	20		12
8	Assistant Welfare Officers	1	35		34
9	Agricultural Officers	2	6		4
10	Agricultural Field Officers	40	95		55
11	Agricultural Technicians	7	15		8
12	Agricultural Engineers	0	2		2
13	Livestock Officers	1	2		1
14	Livestock Field Officers	34	68		34
15	Fisheries Officers	2	4		2
16	Assistant Fisheries Officers	12	36		24
	TOTAL	144	405		261

Source: Sengerema District Council –HR Department, 2014

#### **4.3 Assessment of the Planning Tools: DDP Guidelines, Budget/MTEF Guidelines**

The SD was found to be equipped with all necessary DDP and Budget MTEF guidelines and working tools (software e.g. PLANREP 3, AND EPICOR). In addition, the staffs are well trained, skilled and were completing the processes and appropriately delivering all the required documents in time. The only challenge was acquiring reliable and comprehensive statistics from the project areas and internal revenue centers, and conduction fore sighting, ex-ante and ex-post evaluations exercises.

#### **4.4 Assessment of the Compliance of Districts to the National Frameworks for P-E-objectives**

The results showed the SD 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. 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.

#### **4.5 The Main Bottlenecks in Implementing P-E-G Objectives**

In this study we explored a number of issues surrounding the constraining factors to the implementation of P-E-G objectives. The identified major bottlenecks are:

##### **4.5.1 Institutional, Legal, Human Resources and Budgetary Bottlenecks**

- (i) Low administrative and organizational capacity from SD Council to Village Council;
- (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) Lack of qualified professional staff in some subject areas;
- (iv) Limited human capacity to effectively execute identified investment projects and mobilization of resources for implementation of the investment opportunities;
- (v) Challenges in the budget cycle processes including the constraining budget ceiling that is sometimes sent late to the SD Council, and the unreliable and untimely disbursement of funds from the Central Government;
- (vi) Insufficient knowledge, skills and inadequate coping mechanisms by the Councillors and some technical staff in the SD 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;
- (vii) Insufficient skills to formulate and implement by-laws at Division, Ward and Village and Kitongoji levels.

#### **4.5.2 Environmental Bottlenecks**

- (i) Severe land degradation linked to loss of soil fertility caused by population pressure, unsustainable farming methods, slash burning practices to clear land for farming and increase soil fertility, and overgrazing;
- (ii) Illegal fishing practices in some areas degrading the river and lake ecosystem;
- (iii) Increased nutrient load in Lake Victoria, leading to severe problems of water hyacinth and eutrophication.

- (iv) Expansion of farms and brick making activities into water catchment areas or near rivers affecting water flow;
- (v) Wetlands are suffering from non-sustainable uses due to encroachment (e.g. for rice farming, grazing livestock, brick making, etc.), irrigation, silting, invasion by noxious weeds and plants as well as the lack of clearly defined property rights/tenure. In order to effectively conserve and manage these aquatic wetlands there is a need for adoption of a common national strategy on wetlands.

#### **4.5.3 Bottlenecks in the Agricultural, Livestock, Fisheries and Natural Resources Sectors**

- (i) Low budget allocation relative to the importance of the agricultural, livestock, environmental and natural resources sectors to District's economy, and unbalanced donor support;
- (ii) Limited use of modern agricultural technologies, especially improved seed varieties, fertilisers, agrochemicals and mechanization;
- (iii) Low quality of pastures, limited availability and inadequate knowledge of supplementary feeds;
- (iv) Poor access to financial services by farmers and reluctance of banks to extend their outreach to distant rural areas because of perceived risks;.
- (v) Economic vulnerability: the volatile prices of cash crops e.g. cotton, and fish;
- (vi) Declining acreage of the farm land with increasing population density and increasing acreage of tree plantations, and uneconomical scale of cultivation;

- (vii) Low fish stocks and desire to make a quick income is causing illegal fishing practices such as use of homemade small diameter ring nets, *kokoro*, using chemicals, and blast fishing that destroy the fish habitats and countless marine species, cause decline in fish species diversity and quantity and difficulties in the long-term recovery of the ecosystem. This is having a big impact on fisheries development, including dwindling of fish stocks, particularly in Lake Victoria; and
- (viii) Underfunding causing underutilization of Agricultural Research Institute, Ukiriguru (ARI) and research outputs, e.g. on the socio-economic dynamics in SD and to generate adequate quality, low-input, climate and pest resilient, and high yielding seed varieties and practices.

#### **4.5.4 Gender**

- (i) Difficulties among women in accessing information and knowledge on agriculture and livestock production and products processing and marketing, and broader socioeconomic knowledge related to issues such as emerging national and local opportunities, national policies, ways to reduce poverty, education for their children, health and sanitation, and environment and natural resources management; and
- (ii) Women spending a lot of time and effort on household work and to fetch firewood, sometimes walking more than 10 km;

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

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### 5.1 Overview

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 levels. The key players in implementation of P-E interventions at Village level are the Village Executive Officer and the Village Chairperson. The *Kitongoji* 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.

## **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. 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 challenges in coordination of implementation of P-E, climate change and gender interventions include the system of two or several ministries intersecting 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, a regional administration and local government ministry under the prime minister's office). The same applies to agricultural development, environment management, and climate change, which are cross sectoral issues.

One of the serious coordination challenges facing the local government system are 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 (MLHHSD). The corresponding Departments/Sections at District level are: Agriculture, Irrigation and Cooperatives; Lands and Natural Resources; and Information and Communication Technology. Note for example, the fact that while at national level emphasis is placed on the use of science technology and innovation in enhancing economic growth and sustaining it through upgrading human development elements, through education and training, and 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, there is no science, technology and innovation Department in the SD Council structure! Furthermore, it is being said that the inefficiencies and inadequacies in the extension services are constraining the growth of the agricultural sector. But the Ministry of Agriculture, Food Security and Cooperatives, or the Ministry of Livestock and Fisheries have no influence on the extension officers since their line of reporting is to the District authorities and PMO RALG. A typical case is that there is a feeling that the crop subsector is getting a better flow of resources because it is getting additional funds from other Government agricultural Departments and agencies, but the livestock, fisheries, and environment departments have no such privileges. In addition, the above differences are leading to the parallel flow of guidelines, procedures, orders, and resource allocation sometimes from several Government Departments, Agencies, Parastatals, and Non-State Actors e.g. Face Based Organizations (FBOs), and NGOs to the District for implementation of similar activities in the same areas. This is sometimes causing duplication of efforts, struggles for attribution of results, and difficulties in replication, upscaling, and sustainability after project completion.

Another challenge is the 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. For example, one entity advocating for cultivation and expansion of rice farming in a given area for raising food

security, while a national level regulatory agency saying that farmers are not allowed to step a foot in that area because it is a protected wetland or near a water catchment area. The people then start slowly encroaching and farming informally and wait to see what will happen. If no action is taken over several seasons they expand farms bit by bit until it becomes a formal farmland. When at a later stage the national regulatory agency brings in stop orders, it becomes a political issue, and in most cases the farmers tend to resist and win.

Another coordination challenge facing the implementation of P-E, climate change, and gender policy and legislation is the 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 contradictory.

Other challenges include: external interference may sometimes derail the coordination and pace of P-E program implementation; and lack of clear strategy for improving ties, coordination/cooperation and linkages with private sector (agricultural, natural resources, industrial, trade/marketing, and financial sectors).

And lastly, the insufficient ability of national and local authorities to resolve these coordination issues due to operational resources constraints or due to other administrative related workloads of reviewing, harmonizing, potential change in structures, resistance to paradigm change in some quarters (worry of disposing of the old way of thinking and doing things), overload of current tasks, pressures of daily activities, lack of skills and experience needed to manage and sustain the change effectively, and time and efforts needed for follow up to streamline coordination issues lead to maintaining the status quo.

In summary, the dwindling fiscal space of the SD District for operations and the inability to carry out drastic transformation is sometimes affecting the coordination of implementation of certain P-E, climate

change, and gender mainstreaming interventions and environmental management, sometimes resulting in inefficiencies and inadequacies; this results in certain issues to remain in doldrums for sometimes.

Another example of the complexities of coordination is the fact that 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.

It would have definitely been useful to improve coordination among key stakeholders by consolidating coordination efforts and having a 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, environmental management activities, gender mainstreaming, 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.

The other initiative would be to improve coordination and have cohesion in government focus and position between the Central Government and PMO-RALG so as to have inclusive participation and common approach, government's initiatives such as the National Economic Empowerment Council (NEEC) should be mainstreamed and coordinated across sectors so that duplication of efforts is minimized. The government through Ministry of Lands, Housing, and Human Settlement Development (MLHSD) and the NEEC should formulate policy that would ensure that Tanzanian people have access to, use and own land resource as a means of promoting economic empowerment. Land use and ownership should be in accordance with the National Land Use and Management Master plan, Regional Development Plan, and Village Land Use Plan; to be developed for all surveyed land.



## **6.0 CONCLUSIONS AND RECOMMENDATIONS**

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### **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 SD at the District, Ward and Village level. This included examining the social economic and environmental profile of the SD; 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 SD; 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 SD 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 SD 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-à-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 of the guidelines in SD 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 (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 Sengerema 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 SD 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 provides recommendations for effectively addressing institutional, legal and financial challenges and gaps in climate change resilience and gender mainstreaming in poverty - Environment (P-E) implementation in the SD.

In this study it was found that the institutional, legal, coordination and budgetary issues, challenges raised by interviewees are similar in all six districts. This is because the governance and operational processes and design, planning and execution of initiatives and interventions are governed by the same national policies, legislation, plans, and guidelines. As result, most of the issues and bottlenecks are similar across the 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 actions***<sup>6</sup>

- 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

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<sup>6</sup> Interventions that need change of national constitution, policy, legislation or the commitment of the Central Government or other national/regional entities

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 actions<sup>7</sup>*

- 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 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,

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<sup>7</sup> Specific Interventions that can be implemented within District Council's jurisdiction and means.

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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 advise 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.

### 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 Council's 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

##### *Specific actions*

- i. Undertake a comprehensive vulnerability assessment on climate change impacts in the District;
- ii. Enhance Councillors' and technical cadres' awareness and understanding on climate change vulnerabilities and potential impacts in the District;
- iii. Promote and strengthen traditional and modern early warning rainfall systems and indigenous climate resilient agricultural systems;
- iv. Increase resilience to rainfall variability and drought by adopting fast growing and abiotic and biotic stress tolerant crop, livestock, and tree varieties;
- v. Incorporate agro-forestry as an important practice in conserving soil moisture, weed control and improving soil fertility;
- vi. 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;

- vii. Improve the gross margins from cultivation of cassava, maize, paddy, sorghum, millet and cotton, through a comprehensive approach, i.e. adopting contract farming, 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.

#### **6.2.4 Recommendation on Gender issues**

##### *Specific actions*

- i. To reduce the workload on women, the District council, private sector, NGOs, and development partners should promote and facilitate the proliferation and use of low cost eco-stoves and biogas systems for cooking and lighting, and transportation of water using motorized or cattle based carts.
- ii. 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;
- iii. 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;
- iv. The District council should conduct a study to assess vulnerability, impacts and risks of climate change on women, children, youth and elderly.

##### **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.

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